Comprehensive Plan

April, 1998

City of Fruitland
401 East Main Street
P.O. Box F
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Chapter 1 Introduction

FROM PAST TO PRESENT

In the 1800's, a number of stores and shops were established in the area now known as Fruitland in order to serve the nearby farms and logging operations and the two stage coach routes which intersected there. In 1820, the two stage routes gave rise to the area's first recognized name - Forktown. By 1873, the area had become known much better for its large fruit harvests, in particular strawberries and blackberries, and in recognition thereof, its name was changed to Fruitland.

The farm oriented nature of this rural town could be seen in the industries which developed in Fruitland. In 1900, the first major cannery opened to process local vegetables. Although other agricultural businesses were developed in 1900, such as fertilizer plants, a pickle processor and several farm supply stores, the area, good to its name, remained known for its fruits and vegetables for many years. By far the best known of the early industries was Dulany Foods which in the 1970's became a division of Green Giant before its closing in 1978. Many Eastern Shore towns of the early-mid 1900's featured shirt factories, and Fruitland was no exception. These clean industries employed mostly women and offered many area families a dependable second income.

In 1947, the residents of Fruitland declared their official boundaries and became an incorporated Town. As the years went by, Fruitland continued to grow and to take on a more urban look. It no longer was just a farm community center, but became a more urbanized area with many businesses serving customers from beyond its boundaries and sending people out to work in other areas. In 1973, Fruitland officially became a City.

Fruitland's core is on both sides of U.S. Route 13, the major north-south route on the Eastern Shore. Currently stretching from the U.S. Route 13 Bypass on the east to near the Wicomico River on the west, and from the Tony Tank Lake on the north to near the Wicomico-Somerset County line on the south, Fruitland is still a growing place, A SHORE PICK!

Wicomico County has developed a "Metro Core" of urbanization. While the City of Salisbury is the center of that core, Fruitland, a scant one-half mile to the south, anchors the southern part thereof. With a developing Business Park on the north end of the City and a developing Industrial Park to the south, Fruitland faces the twenty-first century poised to move forward.

THE FRAMEWORK FOR PLANNING

This Comprehensive Plan is a distillation of the community's many desires, tempered by what seems feasible and reasonable. While it is intended to be Fruitland's vision of its

future into the year 2015 and a guide by which the City may fulfill that vision, it is not intended to be a static document. It should be reviewed and updated periodically to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

Notwithstanding the influences of growth and change within the Wicomico Metro Core Area in recent years, the City of Fruitland remains a special place with a unique character, culture and history that distinguishes this community from hundreds of small cities throughout the country. This Comprehensive Plan particularly addresses the preservation and enhancement of these special qualities and that distinctive personality felt by the citizens who live and work here while at the same time guiding the City and its people into a future with reasonable growth. This sense of uniqueness and pride of place were the guiding forces and strongest motivation for those who have contributed to the realization of this document.

THE FRUITLAND PLANNING AREA

By establishing a planning area, a community can better plan for future growth. The designation of the Fruitland planning area indicates what land the City might ultimately be responsible to service as annexation occurs in the future beyond the current corporate boundaries. After indicating desired land uses and intensities of uses within the planning area, estimated service demands can be projected. Planning for growth beyond the corporate limits helps to assure that the land uses and estimated demands on services, such as transportation improvements and community facility improvements, can be anticipated from a "big picture" perspective. Therefore, establishing a planning area is the first step in bringing together the interrelated elements of the Comprehensive Plan, including Land Use, Community Facilities, Transportation and Implementation to assure the City is reasonably well prepared to address the implications of growth and development in future years.

The Fruitland planning area should be generally defined by existing natural and man-made physical features. The Wicomico River and its tributary streams provide a natural boundary for future growth to the north. The alignment of the U.S. Route 13 Bypass provides a man-built feature to generally define the southern edge of the City's prospective growth envelope. Stream systems connecting Morris Mill Pond and Tony Tank Lake to the Wicomico River form a natural boundary for City growth to the east/northeast and form a natural boundary with the southern edge of the City of Salisbury. There is no well defined boundary line to the southwestern edge of the City. Wicomico County has adopted a Metro Core Plan which follows these same boundary lines as they apply to Fruitland. Given this combination of natural and man-built features, it is recommended that the Fruitland Planning Area be generally defined as that area within the Wicomico County Metro Core bounded on the north and east by the Wicomico River and the stream systems connecting Tony Tank Lake and Morris Mill Pond and the U.S. Route 13 Bypass.

Defining a planning area or “future” municipal boundary with physical features has several advantages. One is that physical features make the boundary lines easily discernible. These boundaries will help to set Fruitland apart from the growth and development generated within the Metro Core and enhance the ability of Fruitland to retain a distinct identity as a separate community. Secondly, since these physical features may create some difficulty in extending services, it is reasonable to place the responsibility for planning public services or the extension of existing services with one geo-political entity located entirely within these physical boundaries.

DEFINITIONS AND PURPOSE

The Comprehensive Plan is an official public document adopted by the Fruitland City Planning Commission and the Fruitland City Council. The Plan is a comprehensive, but general, long-range, yet dynamic guide to policy and implementation of decisions concerning the overall growth and development of the City of Fruitland.

The Plan is comprehensive because the elements cover the entire range of development issues which can be influenced significantly by the City and other governing authorities and agencies. The Plan is general because the recommendations are broad, rather than narrowly defining decisions for land use at specific sites. The Plan is long-range because consideration is given to the problems and opportunities which may arise over the next twenty years. The Plan is dynamic because it can be amended to adapt to new situations and to meet new challenges.

Although adopted as an official public document with all the formality of an Ordinance, the Comprehensive Plan is not a development ordinance. This Plan will take life through the zoning and subdivision ordinances, and the capital budget. The Land Use Plan Map, included in this Plan, serves to illustrate the mix and location of land uses where the Plan's policies and recommendations will be applied. This mapped information is general in nature and not appropriate for determining the suitability of individual sites for any specific use.

LEGAL BASIS FOR COMPREHENSIVE PLANNING

Article 66B of the Annotated Code of Maryland is the Zoning and Planning enabling legislation from which the City of Fruitland derives its powers to regulate land use. Section 3.05 sets forth the minimum requirements for a comprehensive plan which shall include, among other things:

- A statement of goals and objectives, principles, policies, and standards;
- A land use plan element;
- A transportation plan element;

- A community facilities plan element;

- A mineral resources plan element, if current geological information is available;

- An element which shall contain the planning commission's recommendations for land development regulations to implement the plan; and

- Other elements, such as community renewal, housing, conservation, and natural resources, at the discretion of the Commission.

The context for planning in the City of Fruitland must also take into consideration the role that the City will play in implementing the overall growth management policies established by the State of Maryland in the Planning Act of 1992. These policies, stated as "visions" for the future, are:

1. Development is concentrated in suitable areas;

2. Sensitive areas are protected;

3. In rural areas, growth is directed to existing population centers and resource areas are protected;

4. Stewardship of the Chesapeake Bay and the land is a universal ethic;

5. Conservation of resources, including a reduction in resource consumption, recycling and wellhead protection, is practiced;

6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined; and

7. Financing mechanisms are in place to achieve all other visions.

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

- Streams and stream buffers,
- 100-year floodplains,
- Threatened and endangered species habitats,
- Steep slopes, and
- Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development.

COMPONENTS OF A GROWTH MANAGEMENT PROGRAM

This Comprehensive Plan provides the basic framework and direction for all components of what may be considered the City's overall Comprehensive Planning Program. It is not a stand-alone document but is supported and, in turn, supports related Planning Program documents such as the ones listed below.

- Zoning Ordinance No. 67 and the amendments thereto,
- Subdivision Ordinance No. 76,
- Chesapeake Bay Critical Area Program and Natural Resource Protection Ordinance No. 169,
- Floodplain Ordinance No. 165, and
- Capital Improvements Budget.

These documents and others, when used concurrently, are the basis for directing and managing growth in the City of Fruitland.

ORGANIZATION OF THE PLAN

The Comprehensive Plan is organized into chapters. These chapters deal with all aspects of land use in the City. Chapter 2 highlights past trends and future projections of population and housing, as well as characteristics of resident age, income, households and employment. Chapter 3 establishes the goals for the Comprehensive Plan. Subsequent chapters represent various Plan Elements. Each of these chapters includes a statement of objectives designed to support the goals identified in Chapter 3 and a summary of implementation recommendations pertaining to each of the functional elements of the Plan. Chapter 4 will present the central theme of the Plan, the Land Use Element, which defines the expected range of growth expected in the Fruitland Planning Area, assesses the implications of projected growth on community facilities and services and designates how, when, and where growth should occur. Other chapters focus on various topic areas which will require treatment as growth occurs in the community including Housing, Transportation, Community Facilities, and Sensitive Areas, and Historic Areas. The final chapter of the Plan sets forth implementation techniques including details concerning recommended actions and responsibilities for implementing the goals and objectives of the Plan.

Chapter 2 Community Profile

POPULATION

Historic Trends

Fruitland was incorporated in 1947 and by 1950 had a population of 1,028 people. At that time, this represented about 45 percent of the population in the Fruitland Election District. By 1960, the Fruitland population level was 1,147, an increase of 119 people. The population of the remainder of the Election District outside the City increased much more rapidly, however. The total Election District increased by 1,070 persons, with 119 of the increase within the corporate limits and 951 beyond the corporate limits. Because of the greater influx of people outside the City limits, the percentage of the Election District population located within the City was reduced to 34 percent.

By 1970, largely due to annexation as well as population growth, the majority of the population residing in the Fruitland Election District also lived within the City limits. In 1970, some 2,315 residents of the 3,867 election district population lived in the City of Fruitland. The trend of Election District population being concentrated in the City continued through 1990 when the City's population grew to two-thirds of the total population of the Election District (See Table 1).

Table 1
Population Growth 1950 - 1990
City of Fruitland and the Fruitland Election District

	1950	1960	1970	1980	1990
City Population	1,028	1,147	2,315	2,694	3,511
Election District Population	2,272	3,342	3,867	4,375	5,359
Percentage in City	45%	34%	60%	62%	66%

Source: 1990 Census

During the 1970 to 1990 period, the Fruitland Election District experienced moderate growth (See Table 2) as compared with the other election districts in the County. The **City of Fruitland** on the other hand experienced the **largest percentage of growth of any of the municipalities in Wicomico County during the period 1970 to 1990** (See Table 3). Please keep in mind that the City has been forced to rely upon statistical data

which conforms neither to the current City boundaries, nor to those projected herein for future growth. Unfortunately, data is not available for those specific areas.

Table 2
Population Change 1970 - 1990
by Election District
Wicomico County, Maryland

Growth	District (#)	1970	1980	1990	Change 1980-90	Change 1970-90
Rapid	Nutters (8)	2,239	4,087	5,690	39%	154%
	Quantico (2)	964	1,142	1,689	48%	75%
Moderate	Parsons (5)	12,543	15,894	19,540	23%	56%
	Willards (14)	1,084	1,382	1,638	19%	51%
	Delmar (11)	2,192	2,867	3,276	14%	50%
	Pittsville (4)	1,823	2,353	2,606	11%	43%
	Fruitland (16)	3,867	4,375	5,359	23%	39%
Slow	Hebron (15)	1,558	1,954	2,055	5%	32%
	Barren Creek (1)	1,459	1,618	1,838	14%	26%
	Salisbury (9)	9,960	12,058	12,504	4%	26%
	Camden (13)	11,143	11,632	13,328	15%	20%
Very Slow/Negative	Sharptown (10)	1,197	1,330	1,284	-4%	7%
	Dennis (6)	721	762	718	-6%	0%
	Trappe (7)	1,188	1,142	1,082	-5%	-9%
	Nanticoke (12)	1,103	954	893	-6%	-19%
	Tyaskin (3)	1,195	990	839	-15%	-30%
Total		54,236	64,540	74,339		

Projected Population

When the 1975 Comprehensive Plan was prepared, the City anticipated a population growth to a level of 7,000 people by 1990. The City has not reached that population level and is not expected to reach it by the planning horizon for this Plan, the year 2020.

It is, however, reasonable to expect that the City will continue to grow. Several factors support this assumption. There is a relatively large amount of vacant land within the corporate limits. There has been renewed interest in growth management by the State, which seems to concentrate growth where facilities and public services now exist, and Wicomico County has adopted this concept in its Metro Core Plan.

Table 3
Population Change 1970 - 1990
by Municipality
Wicomico County, Maryland

Municipality	1970	1990	% Chg. 1970-1990
Salisbury	15,252	20,592	35.0%
Fruitland	2,315	3,511	51.7%
Delmar	1,191	1,430	20.1%
Hebron	705	665	-5.7%
Sharptown	660	609	-7.7%
Willards	494	708	43.3%
Pittsville	477	602	26.2%
Mardela Springs	356	360	1.1%

Source: 1990 Census

Finally, the population projections show substantial growth for the County (from 74,339 in 1990 to100,000 by 2020).[1] In addition, recent population estimates for Fruitland place the City's population at 3,714 (1996) people. This represents a 0.94 percent increase per year since 1990 or 9.8 percent for the decade if the trend continues. So, there are many reasons to believe that Fruitland will grow in the next 20 years.

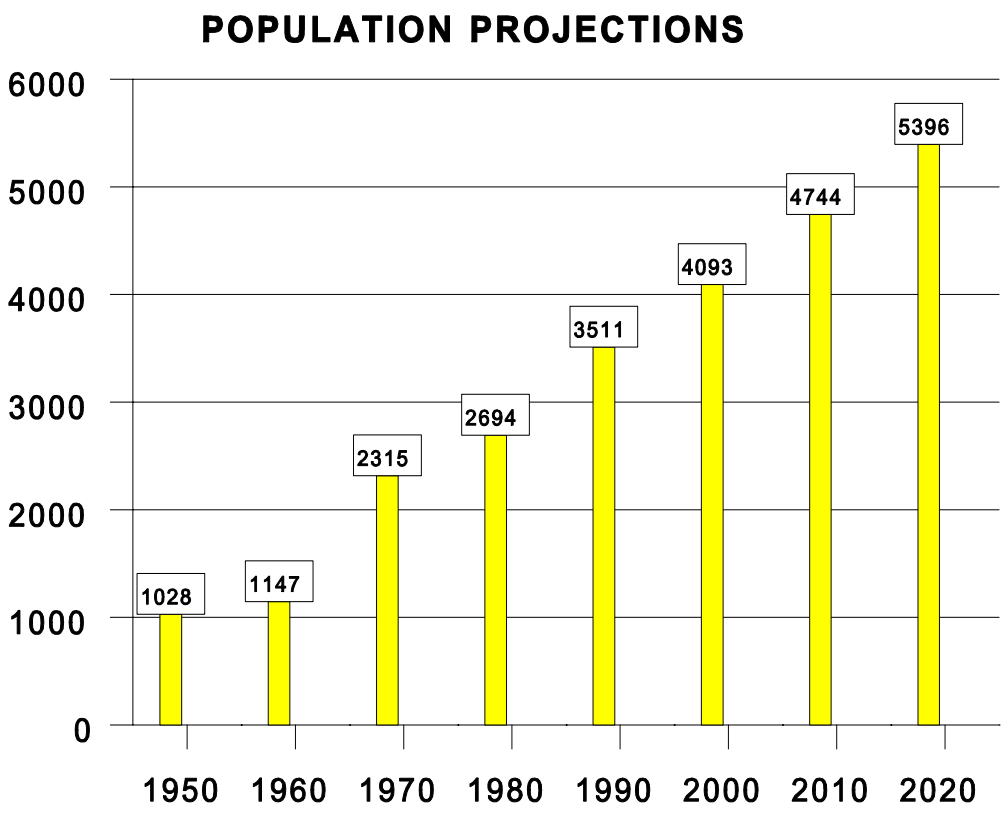
Utilizing regression analysis, a statistical application used to predict likely future data based on current and historical data, the population of Fruitland is projected to increase at an average rate approaching 1.6 percent per year. At this rate the population will reach 5,396 by the year 2020 (See Chart 1).

Age Distribution

The age distribution of a community can indicate the immediate service needs of the area. For example, a city with a large child population needs more schools (while useful, this is more properly a county planning matter), while a city with a large elderly population requires a larger number of convenience services.

[1]Source: Salisbury-Wicomico County Department of Planning and Community Development

Chart 1



The median age for Fruitland's population in 1990 was 32.1 years (See Table 4). Approximately one-fourth of Fruitland's population in 1990 was under the age of 18. That is, 28 percent of the
residents in the City were of school age or infants. The majority of the population, 62 percent, was composed of adults between the ages of 18 and 64. The largest single age group was the 25 to 44-year-old category.

The population over 65 was not large in 1990. About 12 percent of the population was between 65 and 74 years of age and only 4 percent was 75 years old or over. The low percentage of older residents would not imply a large demand for services geared to seniors. In planning, however, the City must keep in mind that Fruitland has historically been an area from which few people move away. Thus, as the population grows and ages, this figure will change.

Table 4
Age Distribution 1990
City of Fruitland, Maryland

Population by Age 1990	**Number**	**Percent**
All persons	3,511	1990
Under 5	317	9%
5 to 15	605	17%
16 to 18	74	2%
19 - 20	129	3%
21 to 24	192	5%
25 - 44	1,181	33%
45 - 54	274	7%
55 to 59	144	4%
60 to 64	186	5%
65 years and over	409	11%
75 years and over	144	4%
85 years and over	24	.06%
Median Age	32.1	

Source: 1990 Census

Sex, Race and Hispanic Origin

Residents in Fruitland in 1990 were primarily white. About 67 percent of the residents were white and 33 percent were non-white. Of the total non-white population, the majority reported were black. Less than 1 percent of the population was reported to be of Hispanic origin (See Table 5), although there is a small, but growing, Haitian population.

As was true in most communities, there was a greater proportion of women than men in 1990. Women comprised about 54 percent of the 1990 residents and men about 46 percent.

Table 5
Sex, Race and Hispanic Origin
City of Fruitland, Maryland

	Number	Percent
All Persons	3,511	
Sex		
Male	1,622	46.2%
Female	1,889	53.8%
Race		
White	2,342	66.7%
Black	1,138	32.4%
American Indian, Eskimo, or Aleut	7	0.2%
Asian or Pacific Islander	12	0.3%
Other Race	11	0.3%
Hispanic Origin (of any race)	22	0.6%

Source: 1990 Census

Household, Family and Group Quarters Characteristics

Of the total households in Fruitland in 1990, over 70 percent were family households (See Table 6). Nearly 68 percent of the family households were married couple families and the balance were female householders with no husband present. Nonfamily households made up about one-fourth of the total households.

Table 6
Household and Family Characteristics
City of Fruitland, Maryland

Persons in Households	3,511
All Households	1,321
Family Households	
Total	931
Married Couple Family	670
Female householder, no husband present	289
Male householder, no wife present	54
Nonfamily Households	
Total	308
Householders Living Alone	
Total	270
65 years and over	
Total	120
Female	95
Persons Per Household	
Household	2.66
Family	3.09

Source: 1990 Census

INCOME AND POVERTY

The median household income in the City of Fruitland ($25,391) in 1989 was almost 11 percent less than that of the County (See Table 7). The incidence of poverty among persons, families and female householders was also higher in the City than that of the County. Households with incomes of less than $50,000 were 89.5 percent of all households.

Table 7
Household Income in 1989
Wicomico County and the City of Fruitland

Households	Wicomico	Percent	Fruitland	Percent
Total	27,771		1,310	
Less than $5,000	1,512	5.4%	120	9.2%
$5,000 to $9,999	2,656	9.6%	164	12.5%
$10,000 to $14,999	2,518	9.1%	61	4.7%
$15,000 to $24,999	5,211	18.8%	305	23.3%
$25,000 to $34,999	5,103	18.4%	257	19.6%
$35,000 to $49,999	5,268	19.0%	264	20.2%
$50,000 to $74,999	3,702	13.3%	101	7.7%
$75,000 to $99,999	963	3.5%	20	1.5%
$100,000 to $149,999	512	1.8%	0	0.0%
$150,000 or more	326	1.2%	18	1.4%
Median household income	$28,512		$25,391	
Percent below poverty				
All persons	11.6%		14.1%	
All Families	7.9%		12.5%	
Female Householders	27.9%		36.0%	

Source: 1990 Census

EMPLOYMENT

Of the 2,757 persons 16 years of age or older in Fruitland, 1,593 or approximately 58 percent were in the labor force in 1990 (See Table 8). Seventy-four (74) or 4.4 percent of the population within the work force were unemployed.

The occupation characteristics of the City labor force were very similar to that of the County in 1990, with some exception in the area of service occupations and machine operators, assemblers and inspectors (See Table 9). A higher percentage of the labor force in the City was employed in these particular occupations.

Over half of the labor force was employed in the retail trade, manufacturing, health services, education services and construction industries in 1990 (See Table 10). Retail

trade was the largest employment industry, nearly one quarter of the total employed labor force.

Table 8
Class of Work
Wicomico County and the City of Fruitland

	Wicomico	Percent	Fruitland	Percent
Employed persons 16 years and over	37,233	100.0%	1,593	100.0%
Private wage and salary workers	28,406	76.3%	1,223	76.8%
Government Workers	5,976	16.1%	223	14.0%
Local government	2,435	6.5%	107	6.7%
State government	2,919	7.8%	98	6.2%
Federal government	622	1.7%	18	1.1%
Self-employed workers	2,723	7.3%	141	8.9%
Unpaid family workers	128	0.0%	6	0.4%

Source: 1990 Census

Table 9
Occupation Characteristics - 1990
Wicomico County and the City of Fruitland

Occupation	Wicomico	Percent	Fruitland	Percent
Executive, administrative and managerial	4,156	11.2%	144	9.0%
Professional Specialty	4,648	12.5%	181	11.4%
Technicians and related support	1,063	2.9%	35	2.2%
Sales	4,781	12.8%	194	12.2%
Administrative support, including clerical	5,473	14.7%	218	13.7%
Private household	192	0.5%	0	0.0%
Protective services	724	1.9%	43	2.7%
Service occupations, except protective and household	4,274	11.5%	240	15.1%
Farming, forestry and fishing	1,514	4.1%	46	2.9%
Precision production, craft, and repair	4,892	13.1%	183	11.5%
Machine operators, assemblers, and inspectors	2,171	5.8%	174	10.9%
Transportation and material moving	1,884	5.1%	84	5.3%
Handlers, equipment cleaners, helpers, and laborers	1,461	3.9%	51	3.2%
Total	37,233	100.0%	1,593	100.0%

Source: 1990 Census

Table 10
Employment by Industry - 1990
City of Fruitland, Maryland

Industry	Wicomico	Percent	Fruitland	Percent
Employed Persons 16 year or over	37,233	100.0%	1,593	100.0%
Agriculture, forestry, and fisheries	1,878	5.0%	86	5.4%
Mining	36	0.1%	0	0.0%
Construction	3,324	8.9%	123	7.7%
Manufacturing, nondurable goods	3,103	8.3%	96	6.0%
Manufacturing, durable goods	2,696	7.2%	150	9.4%
Transportation	1,478	4.0%	37	2.3%
Communications and public utilities	954	2.6%	44	2.8%
Wholesale Trade	1,706	4.6%	29	1.8%
Retail Trade	6,859	18.4%	372	23.4%
Finance, insurance, real estate	1,945	5.2%	81	5.1%
Business and repair services	1,267	3.4%	66	4.1%
Personal services	1,049	2.8%	21	1.3%
Entertainment and recreation services	331	0.9%	0	0.0%
Health services	3,376	9.1%	141	8.9%
Education Services	3,152	8.5%	122	7.7%
Other professional and related services	2,300	6.2%	121	7.6%
Public Administration	1,779	4.8%	104	6.5%

Source: 1990 Census

HOUSING

The vast majority (77 percent) of the housing units in the City of Fruitland were single unit, detached structures (See Table 11). Owner occupied housing units represented 91 percent of all housing units (1,321 units) in the City. Vacancy rates for all unit types were relatively low in 1990.

Housing conditions were relatively good in 1990. Only a small percentage of units were classified as being crowded (1.01 persons per room) and all reported units had adequate plumbing facilities in 1990 (See Table 12).

Table 11
Housing Characteristics
City of Fruitland, Maryland

Total	1,449
1 unit detached	1,119
1 unit attached	8
2 to 4 units	118
5 to 9 units	11
10 or more units	36
Mobile home. trailer, other	157
Mean number of rooms	5.4
With 1.01 or more persons per room	30
Vacant Housing Units	
Total	128
For seasonal, recreational, or occasional use	2
Homeowner vacancy rate	3.0%
Rented vacancy rate	11.9 %

Source: 1990 Census

Table 12
Plumbing Characteristics -1990
City of Fruitland, Maryland

	Fruitland
All housing Units	1,449
Lacking complete plumbing facilities	0
With public water systems or private company	1,430
With public sewer	1,401

Source: 1990 Census

Table 13
Structural Characteristics - 1990
City of Fruitland, Maryland

	Wicomico	Fruitland
All housing Units	30,108	1,449
Percent		
Year Structure was Built		
1980 to March 1990	24.6%	32.8%
1939 or earlier	17.6%	10.8%
1940 to 1979	57.8%	56.4%
Bedrooms		
None or 1	7.5%	7.9%
2-3 Bedrooms	76.4%	77.4%
4 or more Bedrooms	14.8%	14.7%
Condominiums	1.3%	0.0%

Source: 1990 Census

Table 14
Occupancy and Financial Characteristics for Renter Occupied Housing Units
City of Fruitland, Maryland

Renter Occupied Housing		
Total	450	
1 unit detached or attached	326	
Persons per unit	2.7	
Mean number of rooms	4.7	
Specified Renter occupied housing units		
Total	418	Percent
Less than $250	154	36.8%
$250 to $499	246	58.9%
$500 to $749	17	4.1%
$750 to $999	1	0.2%
$1,000 or more	--	NA
Median (dollars)	$292	

Source: 1990 Census

EXISTING LAND USE

Table 15 provides a tabular summary of the results of a land use survey conducted in the Spring of 1995. As can be seen from the table, if vacant land and land in agricultural/open space use are combined, over half of the land within the corporate limits of the City is undeveloped. Lands committed to low density residential use represent the next leading category of land use (detached and attached single family dwellings) occupy over a quarter of the land area of the City.

Commercial and industrial uses, including the Conrail R-O-W, occupied just over seven (7) percent of the land in the City in 1995. Most of those uses were situated along the Fruitland Boulevard (U.S. Route13) corridor (see Map 1 - Existing Land Use). Since then, the City has begun developing an industrial park on its southerly border along and near Fruitland Boulevard. That park now encompasses approximately 40 acres within the City, but is planned to grow to 100 acres with annexation. Along the northerly border, the City has annexed approximately 28 acres which is being privately developed as a business park.

Within the City, there are numerous small lots that have been platted, but are not developed. Many are situated in wooded areas behind existing single family units south of Camden Avenue and west of Ridgefield Lane. Although the National Wetland Inventory maps do not show the presence of nontidal wetlands, a portion of these areas appear to be situated along stream corridors that extend through the City. The wooded setting and presence of streams indicates that nontidal wetlands may affect future development in these areas.

Table 15
Existing Land Use - 1995
City of Fruitland, Maryland

	Acres*	Percent
Single Family Residential	655	29.2%
Multi-family Residential	15	0.7%
Commercial	123	5.5%
Vacant	359	16.0%
Public	65	2.9%
Semi-public	6	0.3%
Industrial	38	1.7%
Park	25	1.1%

		Acres*	Percent
Rail Road		12	0.5%
Agriculture/Open Space		942	42.0%
Total		2,240	100.0%

* Acreage totals include street R-O-W's. Source: City of Fruitland

Chapter 3 Goals and Objectives

ESTABLISHING GOALS AND OBJECTIVES

The Comprehensive Plan is intended to capture a broad community vision of a future for the City of Fruitland. Written statements that describe future expectations are necessary to describe that vision. These statements take the form of goals and objectives and are intended to be easily understood and generally accepted among the residents and business interests in the City.

Goals are long-range, generalized statements that represent the ultimate desires of the City. The situations and conditions called for in the goals would normally be achieved only through a sustained series of actions over a considerable period of time. The goal statements in this Plan are sufficiently broad to remain valid as people's values change over time. As these values change, the interpretation of the goals will change also. When this happens, the goals will remain in effect, but new objectives may be developed.

Objectives comprise a proposed series of broad policies that are more immediate and specific in nature than are the goals. Objectives are intended to be intermediate steps that are taken toward achieving the goals. For each goal, several objectives have been developed.

Goals and objectives are provided in subsequent chapters of this document for each functional element of the Plan, (e.g., land use, transportation, community facilities, etc.). The goals and objectives formulated by the City have been incorporated as a basis for the goals and objectives statements in this Plan.

The following are recommended general development goals of the City.

GOAL

To achieve an orderly living and working environment which is complementary to the Wicomico County Metro Core, and its growth area, but also enhances the unique identity of the City of Fruitland.

Land Use

The Land Use Element addresses the following goal:

To assure balanced growth between residential, commercial, industrial, and public use areas that meets the needs and improves the quality of life of the residents of Fruitland.

Housing
The Housing Element addresses the following goal:

To provide housing of various types and price levels so as to accommodate current and future residents of Fruitland.

Transportation
The Transportation Element addresses the following goal:

To facilitate the safe and efficient transport of people and services through the local system as well as over long distances.

Community Facilities
The Community Facilities Element addresses the following goal:

To improve the health, safety, and well-being of the residents of Fruitland by providing necessary and desirable community facilities.

Sensitive Areas
The Sensitive Areas Element addresses the following goal:

To respect the natural environment that exists within Fruitland and preserve those structures which are historically significant.

Chapter 4 Land Use

The Land Use element is one of the most critical elements of the Comprehensive Plan. It establishes the framework upon which all other elements are based. The land use element describes the range of excepted uses for land and defines appropriate locations for particular uses or activities. Other plan elements are coordinated to support the recommended pattern of land use for the City. This is not to imply, however, that land uses are proposed without consideration of the other elements. The location of existing community facilities and the layout of the area's transportation system exert substantial influence on the form and pattern of land use. Likewise, natural features in the form of streams and soil characteristics must also be accepted as determinant factors influencing Fruitland's current and future pattern of land use. While the land use plan is influenced by such factors, once a planned pattern for future use of land is established, community facilities, public services, and transportation system improvements must support the pattern of growth thereby established.

GROWTH MANAGEMENT

The preparation and implementation of the Fruitland Comprehensive Plan will be done in recognition of the role the City may play in growth management for the Wicomico County Metro Core area now and in the future. For its part, the City of Fruitland endorses the following policies as the basis for regional growth management:

- Development should be concentrated in suitable areas;
- Sensitive areas are to be protected;
- In rural areas, growth will be 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, recycling and wellhead protection shall be practiced; and
- Economic growth will be encouraged and regulatory mechanisms are streamlined.

Goal:

To assure balanced growth between residential, commercial, industrial, and public use areas that meets the needs and improves the quality of life of the residents of Fruitland.

Objectives:

- To provide a mixture of land uses balancing the needs of people to work and live.

- To offer variety and choice in location and type of each major land use category.
- To maximize benefits of natural and man-made physical features.
- To reduce friction caused by conflicting land uses.
- To permit growth in an orderly fashion according to the City's ability to accommodate growth.
- To recognize Fruitland as a separate, but important part of Wicomico's urban area.
- To evaluate the benefits and costs of development so that the City can reasonably promote or discourage additional growth.
- To preserve and protect existing and new residential areas from encroachment by traffic and by commercial and industrial activities that may adversely affect them.
- To provide for the easy, efficient movement of people and goods in and around the City of Fruitland.
- To provide suitable areas for shopping and adequate facilities for recreation, public services and civic affairs.
- To promote the best use of land for residential, commercial and industrial development and natural open spaces and parks.

In order to propose land uses herein which meet the goal and the objectives set out above, consideration had to be given to those services required by differing land uses, the exiting development pattern and the existing natural and manmade features to be found. An important component of each of these considerations is the cost of dealing with each factor for a given land use. Thus, a particular use, though otherwise well suited to a general area, may be too expensive to implement in that place because of the need to raze existing buildings, run water and sewer lines or build new roads to serve it. A somewhat less ideal spot may actually be a better place for that use, if already served by those needed services.

Of course there is a great deal of overlap in the factors mentioned above. The need for sewer services is much greater in low areas with poorly draining soils. Manmade structures, like the U.S. Route 13 Bypass, dictate that certain uses not be located nearby, but also make the location of other uses quite desirable.

Fruitland is a generally low lying area. Unfortunately, a majority of soils within the Fruitland Planning Area are unsuitable for the use of septic systems, except on large lots. This same natural feature makes it quite important that property stormwater management be maintained.

At this time, development within the Fruitland Planning Area is greatly handicapped by the very limited available sewage capacity. The availability of public sewer is limited not only in total volume, as the City is currently operating its public wastewater treatment plant pursuant to a Consent Order with the Maryland Department of the Environment, but also in the lack of necessary collection system availability to parts of the area. This latter problem is most profoundly felt in the southwestern part of the City. While the lack of sewer capacity is a factor which must be considered for near term growth and land use, it would be foolish to base all such expansion on such scarcity. The City is, as this Plan is being prepared, in the midst of a Biological Nutrient Removal Pilot Project, and has plans to begin a major wastewater treatment plant upgrade and expansion within the next two years. That should be followed with the construction of a Southwest Interceptor to upgrade the collection system.

Other factors considered in developing land uses were natural and manmade features. In addition to the need for central sewerage disposal for the majority of intensive development uses in the area, poorly drained areas make the protection of natural drainageways from development even more crucial. The U.S. Route 13 Bypass, with its limited access, has created a boundary line on the easterly side of the Fruitland area, separating the existing and developing urban area from the rural activities beyond the highway. Business U.S. Route13 bisects Fruitland and is a hindrance to extending services across it, but is a natural location for many types of business and commercial activities.

Lands outside the sewer service area, but within the corporate limits are under the City's responsibility for planning and services. Some of these lands, especially those adjacent to the sewer service area may have pressures for development before all vacant lands within the sewer service area are developed. Certain sections, especially along West Main Street and U.S. Route 13, South, can be expected to develop before the present service area is filled in. Once the sewer plant and collector system have been expanded, these areas should grow quickly.

Those sections of land beyond the corporate limits, but within the planning area, are within Fruitland's planning jurisdiction, but beyond the City's regulatory powers. The U.S. Route 13 Bypass intersections at both Cedar Lane and existing U.S. Route 13 are especially important areas. In the near future, development in these areas may be restrained because of the lack of sewer services.

The land uses are divided into four categories of residential; commercial; industrial; and public. In 1995, there were approximately 2,240 acres within the corporate limits of Fruitland with 670 acres devoted to residential uses, 123 acres to commercial uses, 1,301 acres to agricultural/vacant lands, and the remaining 146 acres to industrial, public and semi-public, park, and railroad uses.

A discussion of each land use category follows with a description of the land use and recommendations for its future use and development.

RESIDENTIAL LAND

Of the total 2,240 acres of land in Fruitland, about 670 acres were in residential use in 1995. That number has increased in the last two years with the development of homes on several single lots, some small multiple unit developments and, in particular, the 68 unit development known as Meadowbrook. Most residences are single-family, although there are some multi-family and mobile home units. Approximately 3,500 residents live on the 670 residential acres for an average density of 5.2 people per acre.

Most of the residential development is within the sewer service area. The remainder of the residential areas follow a strip pattern along the main roadways in Fruitland including Camden Avenue, Division Street, East and West Main Streets, Slab Bridge Road and Malone Street.

There are several vacant lands for residential development within the sewer service area. Those vacant areas beyond the sewer service limits seem to contain mostly soils with severe limitations for septic systems. This implies that intensive residential growth, beyond the present sewer area, will probably not occur until there is an extension of the City's system.

Objectives

- To prevent land that is not suitable for residential development because of soil characteristics, water table, or other faults from being developed.

- To locate residential development convenient to services and amenities.

- To encourage residential development reflecting good design practices that will make efficient use of available land and produce attractive subdivisions and other development.

- To protect residential areas from encroachment by incompatible land uses in order to preserve the predominant single-family residential character of the City.

- To encourage energy conservation in residential development, and to establish subdivision and zoning regulations to accommodate techniques that achieve greater energy efficiency *(Note: This objective is consistent with Vision 5 of the Planning Act, "conservation of resources, including a reduction in resource consumption, is practiced").*

Policies

- The density of residential development should be based on the availability of community facilities.
  a. Developments should be evaluated with regard to the availability of, and impact on, public facilities and services.
  b. Adequate recreational facilities and open space should be required as part of new residential developments where applicable.

- Residential areas should be protected from incompatible land uses and be designed to ensure a desirable environment.

a. Development of vacant lots in developed areas and redevelopment of deteriorating or poorly developed areas should be encouraged where appropriate.
b. Land development regulations should reflect proper design standards including landscaping and street tree requirements.

- Development review by the Planning Commission should consider energy conservation practices including building orientation, shading, natural ventilation, and accessibility to U.S. Rt. 13 and service areas.

Residential Land Use Recommendations

Residential Density Standards

An important part of guiding development is to establish appropriate guidelines addressing the intensity of development permitted within the City. Population densities determine the level and expense of community facilities and services which are essential for protecting the health, welfare and safety of City citizens. Facilities such as sewer, water, roads and parks are planned and constructed based upon the ultimate number of housing units and people to be served. Establishing specific density levels, therefore, becomes a basic policy decision in order to properly guide policy boards in preparing plans to meet future growth changes.

Density classifications have been proposed to allow for a variety of housing types within the City. Each of the density categories is defined by a range of numbers to permit some flexibility for each density class. The three densities proposed are low (suburban residential), medium (town scale residential), and high (multi-family residential).

Low Density - Low density is defined as ranging between 0 and 10 people per acre. In terms of dwelling units per acre, low density allows up to three (3) units with an average of about three (3) people per dwelling unit. Low density areas are designated to be a means of protecting areas which are too sensitive to support intense development. These "sensitivities" may be caused by conditions such as poor drainage, proximity to a body of water, lack of good highway access, insufficient sewer capacity in the vicinity or character of the surrounding area. They are also intended to provide a more open atmosphere which is a transition between the denser areas of the City and the rural character of lands in the County adjacent to Fruitland.

Medium Density - Medium density ranges from 11 to 22 people per acre or, in other terms, about four (4) to seven (7) dwelling units per acre assuming three (3) people per dwelling unit. Medium density is proposed to allow for development more intensive than low density, yet not so intense that it creates a burden upon the service capabilities of the City. The medium density category is attainable only with community sewer and water service.

High Density - High density ranges from 23 to 33 people per acre, or approximately 8 to 11 dwelling units per acre, assuming three (3) people per dwelling unit. High density is

provided in those areas which are not sensitive to more intensive development and have the accompanying City services. Since high density areas can accommodate many more people per acre than low or medium density sections, fewer acres of high density areas are proposed on the land use map.

However, in reviewing the density standards, one must realize that they are at best average densities. Thus, a family of six (6) living in a low density area, does not mean that the normal three (3) units per acre must be reduced to two (2), but rather that it is anticipated all low density areas will average three (3) people per unit and three (3) units per acre or less.

Recommendations

- The City should promote low density residential development along drainage and stream areas, especially near the Tuxent's Branch, Sharp's Creek and Slab Bridge Branch drainageways to protect the natural drainageway in the amount of run-off water discharged into the streams. Some of the land in this general vicinity can support septic systems, but because of the location of streams in the area and because the City may establish a well field in the general area, Fruitland should work closely with the Health Department to assure that new septic systems, if allowed, will not contaminate the water quality. The health Department should also monitor stream water quality to be sure existing septics are not failing.

- The City should encourage medium density residential units in the southwest portion of the City in the area south of Sharp's Point Road. The majority of the residential areas in Fruitland will be medium density, to provide the balance between the large service demands of higher density and the aesthetic qualities of lower density.

- Fruitland should continue its policies of allowing high density development, but should not allow high density development in areas not serviced by central sewerage. High density areas must have good access, should be close to commercial areas for convenience of shopping, and should be within easy commuting distance to areas of employment. Higher density units can be used as a buffer between intensely utilized industrial or commercial areas and medium or low density residential areas. Two higher density areas have been proposed off Camden Avenue, one behind School Street, and the other in Brinkley Heights. They will probably require street improvements. This area is outside the present sewer service area and probably will not develop until services can be extended. The current lack of sewer and appropriate street access for such dense development raises questions as to the wisdom of such developments. The City should not further encourage high density development in those areas by extending sewer, until the access to the area is improved.

COMMERCIAL LAND

The Comprehensive Plan recognizes that the need exists for several types of low intensity commercial development within the City. It is essential to recognize existing commercial areas and provide, consistent with the City's development concept, areas for

necessary future expansion in order to allow healthy growth of this important sector of the economy.

The future demand for regional commercial activity in Fruitland should continue, especially along U.S. Route 13 and at the interchanges associated with the U.S. Route 13 Bypass. While other kinds of commercial establishments may locate in other areas of Fruitland, the greater demand will probably be for commercial activities which hope to draw customers from the Wicomico Metro Area, including Fruitland, and the region including the lower Eastern Shore of Maryland, lower Delaware and the northern Eastern Shore of Virginia. Existing U.S. Route13 and the U.S. Route 13 Bypass will provide the access for the Metro Area and the region. Supermarkets, department stores, and other chain stores will probably be the main regional commercial enterprises.

Objectives

- To encourage several different well designed and well located commercial areas within the City.
- To maintain and revitalize existing commercial areas.
- To channel future intense commercial activity into selected areas adjacent to U.S. Route 13 where suitable access is available, while working to improve design, access control, and landscaping of new development along the corridor.
- To emphasize safety, convenience, and attractiveness in commercial development, ensuring that it is not disruptive to the surrounding neighborhood or the community as a whole.

Commercial Land Use Development Concepts

The following is a general description of the commercial land use categories recommended for use in Fruitland.

Central Business District (CBD) - The CBD encompasses a mix of existing residential, commercial, and public uses that make up the Town Center. These uses extend from U.S. Rt. 13 to the City offices along Main Street. The dominant land uses are commercial and public with a large mix of pre-existing residential. The purpose of the Central Business District is to enhance the City's existing commercial center and preserve the character of the community. It is also the area where some additional neighborhood commercial uses may be permitted in the future. In such a mixed-use district there should be incentives for commercial redevelopment, but that development must not disturb the existing residential sites which remain residential.

Neighborhood Commercial - Neighborhood commercial areas are small commercial centers located within or near residential neighborhoods and designed to serve as a

convenience to those areas. They are now found only on Camden Avenue. Absent annexation of an appropriate area, no other Neighborhood Commercial is expected.

Highway Commercial - Highway commercial is a term applied to commercial activities that depend on highway traffic for business. These areas are generally retail and service establishments that locate in a lineal or strip fashion along high volume highways for accessibility and visibility. Although serving an important function in the local economy, these uses also can create numerous problems which impair the efficient operation of highways. Currently, both sides of U.S. Rt. 13 are well developed highway commercial areas, with some room to further develop or redevelop found therein.

Business Park - A business park is a relatively large area developed with a campus-like atmosphere with the intention of attracting and retaining new business to the City. While the park requires a certain minimum size, it offers flexible zoning, good transportation access and a more or less homogeneous land use within the park. It is very much like an industrial park for non-industrial businesses.

Commercial Land Use Policies

Central Business District (CBD) - The CBD may be the appropriate location for such commercial activities as grocery stores, drug stores, general stores, service stations, banks, offices, and public buildings. The Central Business District that presently exists is of sufficient size to meet the foreseeable demand in Fruitland. However, the Central Business District does face problems, including, physical decay, functional obsolescence and vacancy. The causes of the decline in these commercial areas are primarily the lack of growth of the City, the mixture of residential uses, and the low traffic flow in the area. Those among other things have caused an inability of the Central Business District businesses to compete with larger commercial offerings. The following policies are recommended:

- Retail service and office uses located in the Central Business District should be restricted to uses that are primarily City resident-serving in character.

- All development regulations and ordinances should recognize the Central Business District businesses as essential to the economic well-being of Fruitland and should allow them every opportunity to grow and prosper.

- Adequate parking, street lighting, sidewalks, and other public services and amenities should be provided.

- All possible means of Central Business District revitalization should be undertaken.

- The development regulations of the City of Fruitland should be analyzed to determine if they encourage or discourage downtown development or limit uses along Main Street.

- Incentives for downtown development should be promoted.

- All sources of funding that can assist CBD development or redevelopment should be pursued.

- The City should assist developers by packaging available sites and encouraging adaptive re-use of vacant or underutilized structures.

- Pedestrian access to the CBD should be improved to more effectively link it to surrounding residential neighborhoods.

The City must realize, however, that it is better off to have a healthy thriving land use along Main Street than it is to nurse a sick Central Business District in hopes that it will come back to life. The aforesaid policies should be pursued with vigor, but if after a reasonable time, life is not breathed back into Fruitland's Central Business District by the redevelopment and expansion of business uses along Main Street, this district should be given reconsideration.

Neighborhood Commercial - Neighborhood commercial businesses service the needs of residents within their communities. The following policies are recommended:

- Retail establishments locating in neighborhood shopping centers should be restricted to uses that are solely neighborhood-serving in character.

- Points of access to neighborhood centers should be minimized.

- Non-contiguous sites should be discouraged, and, if unused, considered for re-zoning pursuant hereto.

Highway Commercial - Highway commercial uses typically include restaurants, service stations, convenience stores, produce markets, farm equipment suppliers, auto dealers and building suppliers. The recommended location for highway commercial activity in Fruitland would be along strategic portions of U.S. Route 13. Other considerations are addressed in the following recommended policies:

- Highway commercial areas should be located adjacent to U.S. Route 13.

- Rather than strip commercial development along the highways, clustered commercial development is recommended.

- Individual entrances should be consolidated into as few access points as possible. This should be required in the Zoning Ordinance and Subdivision Regulations and new entrance locations should be coordinated with the State Highway Administration.

- Appropriate regulations should be developed to provide adequate off-street parking, sign control, and buffering to protect nearby residential areas.

- Suitable landscaping and buffering measures should be required adjacent to property lines and along highway frontages.

- Uses should be regulated to ensure compatibility within the highway commercial cluster and with nearby non-commercial activities.

- The State Highway Administration should limit cross traffic turning to major intersections, i.e., limit crossovers on U.S. 13 to the existing locations.

The dualization of U.S. Rt. 13 through Fruitland encouraged a number of commercial establishments to locate along this highway in a strip pattern. In 1995, there were approximately 123 acres of commercial uses within the corporate limits. The majority of these are situated adjacent to U.S. Route 13.

Commercial activities within the City vary from small privately owned enterprises to chain department stores. Most of the more recently established commercial activities have off-street parking, but a number of older establishments provide only limited off-street parking space.

The City has recently established a new Business Park Zoning District. The district will float within the City and be permitted to attach to any area with a specified number of acres upon approval of the Planning Commission. The Business Park is established to permit the location of a campus type atmosphere to attract business and commercial interests which are not of an industrial nature. At this writing, such a Business Park is planned on 28 acres at the intersection of Cedar Lane and North Fruitland Boulevard. This area has just been annexed into the City. The new park will have rail access, and easy access to U.S. Route 13 and the U.S. Route 13 By-Pass.

As this is a new concept to the City, special care must be used to insure that the park is adequately flexible to ensure its success without getting too far removed from its intended use.

Recommendations

- Encourage service roads and regulated access cuts in future development along U.S. Route 13, so that traffic hazards are reduced. By not allowing numerous access cuts and by encouraging service roads, Fruitland can work with the State to retain the usefulness of U.S. Route 13 with minimal traffic hazards.

- Closely evaluate the impact of stormwater run-off from large paved areas. The amount of run-off, the direction of its flow, and the quality of water discharged into streams are to be considered when plans for commercial activities are reviewed by the City. (As Wicomico County reviews stormwater management plans for the City, these concerns should be passed on to the County and considered at any future date when the City takes on the review responsibility.)

- Continue to preserve natural drainageways by restricting commercial development, including parking, within the immediate proximity of drainageways and watersheds.

- Utilize landscaping to buffer commercial uses from those which are not compatible. Natural (living) buffers serve a dual purpose of reducing the impact of stormwater run-off, as well as buffering conflicting uses.

- Promote regional commercial activities in the vicinity of U.S. Route 13, the interchange of St. Luke's Road and the U.S. Route 13 Bypass, and at the intersection of U.S. Route 13 and the U.S. Route 13 Bypass.

- Promote specialized commercial activities along U.S. Route 13 in accordance with previous recommendations. However, strip development should be redirected to nodes or clusters of commercial development grouped around larger access points on U.S. Route 13. This approach would allow areas for commercial enterprises along U.S. Route13, reduce the number of access cuts and hazards, and allow residential areas already established adjacent to U.S. Route 13 to remain residential.

- Encourage only those commercial activities which do not present an unusually high demand for wastewater treatment facilities until new facilities are completed. An average commercial wastewater allotment per acre should be established by the City for each monitoring area. Commercial establishments which will require greater than the per acre allotment established should be allowed to utilize the greater amount of wastewater services only by special permission of the City or its designee.

- Promote the establishment of a neighborhood convenience shopping area in the Central Business District, and along Camden Avenue as now exists.

- Encourage attractively designed commercial properties with buildings that are well situated on the site and have a design that is compatible with the surrounding area.

INDUSTRIAL

Industrial development would include activities such as processing, manufacturing, assembly, and storage of bulk commodities. Often, industrial development is incompatible in residential areas, however, with proper site treatment, light industrial uses may be suitable for in-town locations. Heavy industrial uses are usually separated from other land uses in a community and often have access to major highways and railroad tracks.

Industrial lands within Fruitland total about 38 acres and are generally located near U.S. Route 13. The industrial activities include a variety of uses such as manufacturing, automobile salvage yards and utility installations. Partially within the City limits is a manufacturer who provides employment for Fruitland residents, yet does not add substantially to the assessable base because the firm is not located entirely within the City.

The industries within Fruitland are supplied with minimal City services. Each establishment has its own water system, only domestic wastes are accepted into the City's sewer system, and some of the larger employers are along or adjacent to a road maintained by the State. Fruitland has no serious service concerns for industrial uses because industries in the past have not had a heavy demand for municipal facilities.

The demand for industrial sites in the Fruitland area is greatly affected by the influence of the Salisbury area. The size of Salisbury and its ability to provide central water and sewer to industrial lands makes Salisbury very attractive to new industries moving into the area. Fruitland, on the other hand, is and has been limited in the amount of sewerage it can accept from industrial uses. Until these services are expanded and improved, the City is somewhat limited in the types of industry it can attract.
Salisbury will probably continue to attract the larger industries - those which need a large labor force, require a large water supply, or generate a considerable amount of wastewater. Fruitland has not been able to provide for these basic needs on a grand scale and will probably not be able to compete for that type of facility for a while.

What kind of demand can Fruitland fulfill for industrial sites? The City has several advantages which can be utilized for industrial needs. These include large vacant areas for future sites, rail service, access to the future Rt. 13 Bypass via Cedar Lane, and proximity to the Salisbury area from which ancillary services can be drawn.

The City has several advantages which can be utilized for industrial needs. These include large vacant areas for future sites, rail service, access to U.S. Route 13 and the U.S. Route 13 Bypass and proximity to the Salisbury area from which ancillary services can be drawn.

The types of industrial demand that Fruitland presently can seek to capture are for industries needing a low to moderate income labor force, good rail and highway access, large land areas, proximity to larger markets, and access to water or sewer services.

While Fruitland has been hampered in attracting industrial business, it has recently taken steps to change that history. Several new industrial uses have sprung up near the intersection of U.S. Route 13 and South Division Street. Plans are now going forward to develop an Industrial park to the south of that area. It is likely that the Park will become an attractive light industrial site once the City's wastewater treatment facility has been upgraded and sewer service is available. An existing industrial use in that area will likely consent to annexation to receive such services at that time. The proposed site has rail access as well as easy access to U.S. Route13 and the U.S. Rt. 13 Bypass. Not to be overlooked is that Fruitland has a highly responsive municipal government without the red tape found in many jurisdictions.

Policies

- Industrial sites should be served by good transportation networks.
- Industrial uses should not cause an undue drain on City services.
- Utilities to industrial locations should be available.
- Industrial uses should not be detrimental to the health and well-being of the Fruitland community.
- Industrial uses should be attractively designed to blend into the surrounding areas.

Industrial land uses will be divided into two categories for purposes of this Plan. These categories are proposed based upon the compatibility of the industry to surrounding land uses.

Light Industrial - Light industrial uses include those industries which by nature of their operations do not greatly disturb the surrounding area. There should be minimal amounts of routine noise, odor, smoke, outdoor equipment or stockpiles. With proper site and building design and with minimal buffering, these uses should blend into the surrounding area. Some select industrial uses may place heavy burdens upon City services, while others may not. Light industries may be located near residential and commercial uses with minimal disruption of the character of the area.

Industrial Park - Industrial park uses include those industries which could create moderate nuisances to the surrounding neighborhood, if not adequately buffered. Acceptable levels of noise, odor, smoke and outdoor stockpiling are allowed. Larger lots, screening, and site design can help to buffer these objectionable attributes of the industries from surrounding uses. However, industries which cause severe conflicts with the surrounding area should not be allowed. As was true of the Light Industrial category, the Industrial Park may or may not require a large amount of municipal services.

Fruitland recognizes the responsibility and potential it has for making the area more desirable for industrial uses. The City can influence industrial development through its policies and actions, and has a policy of seeking to attract suitable industries to the City.

Recommendations

- Fruitland should continue to work with industrial development groups in the area, such as the Fruitland Economic Development Commission, and the Salisbury-Wicomico Economic Development Corporation. By working with these groups, Fruitland could help define how it can provide for industrial uses supporting the Metro Area, rather than competing with it.

- Fruitland should industrial waste into its sewer system only if it is of such a nature that it can be treated by the City's system. Some industrial waste may require pretreatment before it is accepted by the City system.

- The City strongly encourages warehousing operations which seem to meet the industrial characteristics Fruitland presently can accommodate, namely low water and sewer demands, larger sites, rail and highway access, low taxes , and the proximity to large markets. Most warehouses would probably be of a select industrial nature, and therefore, would probably be very compatible with existing development in Fruitland.

- The City is planning a new industrial park on the southeast side of U.S. Route 13. To service the park, good access roads to both U.S. Route 13 and the U.S. Route 13 Bypass via St. Luke’s Road are needed. If the park were established and rail service deemed necessary, it is not unreasonable that a spur could be constructed from the main line to

service the park. Once constructed, this park could have the following assets: large sites, sewer service, good highway access and potential rail service.

- A road providing access to the proposed industrial park should be constructed. This road should be in the vicinity of the corridor between Brown Street and Moonglow Road. It should connect the southern portion of U.S. Route 13 to the U.S. Route Bypass via St. Luke's Road.

- The City should continue to encourage well designed and landscaped industrial uses. Open areas and landscaping screen industrial uses from adjacent properties and help to protect the streams and natural drainageways. The design of buildings and their location on the industrial site can complement the neighboring area to reduce the effect of varying land uses within visible proximity to each other. A significant amount of the industrial site should be left in open space to reduce the impacts of the amount and quality of storm water run-off.

PUBLIC

Public land uses cover a variety of uses for the health, education, safety, and general well-being of the public. They affect both the living and working environment of all residents.

Although most of the material in this section is more thoroughly discussed in the other elements, public land uses are summarized here to show how they relate to the other types of land uses and other elements of the Plan. Once the desired living and working activities are described in the other land use sections, the City must determine what its responsibilities are in accommodating these land uses and determine how to meet these responsibilities. The utilization of lands for public use, then supports the planning of residential, commercial, and industrial development.

For purposes of this report, public land uses are defined as those uses which are owned and controlled by a public body for use of or service to the general public. Semi-public uses are those which are owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or general well-being of the public or segment of the public. Unless semi-public facilities are available to the community at large, they will not be discussed beyond the following section. They are identified on the Existing Land Use Map (Map 1).

The demand for public services is heavily dependent upon the anticipated residential, commercial, and industrial land uses. Services will be demanded according to where people wish to live, work, and play.

Some of the facilities which people usually ask from a municipality are public water, public sewer, good roads, recreational areas, police, fire protection, and public parking. City offices for administrative purposes are necessary for the functioning of local government. These are directly used by the public and are, therefore, obviously needed.

There are other facilities, however, which are not often requested by local citizens, but are still required for their well-being. Conservation areas and open space along drainage ways do not

directly benefit citizens in their daily lives, yet are important in preserving water quality for the general public.

Policies

- Public facilities and services should be available to all portions of the City.

- Semi-public services, which are owned privately yet considered as meeting a need of the general public, should be guaranteed to be accessible for reasonable public uses. Semi-public facilities, which are not available to the general public, should not be included in the inventory of public services.

- Public services should be provided according to the community's ability to support the service.

- Public uses should be utilized to their fullest, including using public lands for multiple purposes.

CONSERVATION

The conservation district includes those areas of the City which are currently undeveloped and do not have sewer service. The City would have to take steps to provide services in order for development to occur.

Policies

- The City should consider the northwest conservation district for future suburban residential or town scale residential development. Approval for new development should be given if it provides for sufficient protection of natural features and sensitive areas.

THE LAND USE PLAN

The following maps identify both Existing Land Use and the Land Use Plan for Fruitland. These maps show in concept the land uses described previously and their approximate locations.

The land use maps are not intended to show property lines and exact boundaries. Instead, they represent the general intent of the Plan. Zoning maps, in contrast, show precise boundaries of zoning districts which are established to achieve the general land use patterns defined on the land use maps.

Chapter 5 Housing

The physical condition of a community's housing stock and residential neighborhoods is often an excellent visual indicator of the community's economic health and overall sense of well being. Deteriorating neighborhoods are economic drains upon an area's resources because they generally cost more to provide community services to than they contribute in taxes. Conversely, stable neighborhoods with appreciating property values contribute positively to an area's tax base. Maintaining and improving the quality of neighborhoods will have a direct long-term bearing on a city's fiscal resources.

Goal

To provide housing of various types and price levels so as to accommodate current and future residents of Fruitland.

Objectives

- To preserve housing in good condition from being replaced by other uses or public facilities unless a greater public need would be served by such action.
- To provide increased housing opportunities for small families, including the elderly, semi-retired, and other families with no children.
- To encourage continued maintenance and upkeep of existing housing and stimulate the replacement of housing that becomes unfit for human habitation.
- To protect residential zones from incompatible activities and land uses to create comfortable and safe living environments.
- To provide a balanced housing stock with housing opportunities for all City residents.
- To improve housing conditions for all the City's residents, especially the disadvantaged population.

The quality of Fruitland's neighborhoods is determined by the cumulative impact of the City's housing supply and living environment. One of the major objectives of the City is to preserve and improve the stability and property values of its residential neighborhoods. As such, housing and neighborhood improvement and enhancement ranks as an important local concern.

The importance of housing is underscored by the following facts:

- Housing is a durable, physical product in a neighborhood setting.
- Housing is a major component of total developed land in the City and occupies some 670 acres of City land.
- Housing creates demand for local community facilities and services.
- Housing is a major component of local tax revenues.
- Housing is a major influence on the City's physical and social environment.

- Housing is a major ingredient in family satisfaction with the City's quality of life and sense of well being.

Beyond individual housing units and residential subdivisions, the most basic and important physical and social cornerstones of the City are its neighborhoods. These sometimes well-defined and sometimes not-so-well-defined sub-areas of the City may serve as centers of community life. Families and individuals have substantial investments in their neighborhoods, both financially and socially.

Major physical factors affecting the stability of the City's residential neighborhoods include:

- Their location in relationship to adjacent land uses (industrial, commercial, institutional, residential),
- The age and condition of the houses,
- The function and condition of roads and streets in the neighborhood,
- The condition of the neighborhood's utility systems (e.g., water, sewer, storm drainage, electricity, gas, solid waste),
- The presence or lack of improvements and amenities such as curb and gutter, stormwater drainage, sidewalks, street lighting, and trees and landscaping, and
- The presence or lack of community open spaces, natural areas, parks, and playgrounds.

Most of Fruitland's residential neighborhoods are in good physical condition. However, each has its own special needs and objectives for physical improvements. These needs range from major street repair to small-scale alley and vacant lot clean up projects. The City, various local neighborhood groups and community service organizations, and individual residents all share responsibility for the continued maintenance and improvement of the neighborhoods. The policies outlined below represent general City efforts that can be taken or initiated to preserve and occasionally improve housing conditions and neighborhood quality throughout the City.

Policies

- The City will provide adequate areas in appropriate locations for a variety of housing types and densities as designated in the land use plan.

- The City will continue to enforce the Building Code and Housing and Livability Code and will require periodic code inspections for rental properties as legally required to ensure that they are safe and sanitary and provide a decent living environment for residents.

- Creation of a single accessory apartment or "granny flat" should be permitted under certain circumstances, provided the principal owner maintains residence and exterior modifications or alterations will not negatively impact neighborhood character.

- Multi-family residential development should be encouraged in designated areas and permitted in Planned Residential Developments, but will be required to provide adequate community open space, landscaping, and parking. Minimum parcel size for multi-family development should be two acres.

- The City will evaluate opportunities to undertake housing rehabilitation and neighborhood improvement initiatives.

Recommendations

Fruitland has been fortunate in being able to provide lower cost housing because of public housing projects of the Wicomico Housing Authority. Although, experience has shown that the existing projects have required substantially more police services than other residential areas with the same population. Recently the WHA has stopped paying taxes and has refused to make a payment in lieu of taxes. As funds for additional housing projects become available, the City should consider working again with the County's Housing Authority on new projects only if the necessary infrastructure and payment in lieu of taxes are agreed upon first.

- Continue the policy of providing some higher density areas of development to reduce land and development costs.

Those areas which have good municipal services can support a denser population level. By constructing more units per acre on a site, the per unit costs are reduced. Denser population levels, as indicated in the Plan and implemented through zoning, should only be allowed where an adequate supply of services exists. The City presently has some areas allowing greater densities and should continue this policy.

- Continue to promote cluster development.

Cluster development is a method of grouping housing units together to reduce street and utility costs, while retaining the same density as regular housing types by providing "green" or "open" areas around the clustered dwellings. The cluster approach allows the economic benefits found in denser development, yet gives some of the aesthetic qualities of less densely populated areas

- Continue enforcement of building and housing codes to improve housing conditions.

Building codes are designed to assure that new structures are of good quality, and housing codes are aimed at obtaining quality in existing housing. Both are worthwhile even though they necessitate the added burden of time and staff to enforce them.

- Continue to provide areas for mobile homes.

Families with limited incomes are turning toward mobile homes as an alternative type of housing. Fruitland has established two mobile home areas to meet the increasing need for lower cost housing. However, the spread of such development should be limited and permitted only upon careful planning, design and due consideration.

- Fruitland should aim for a variety of housing types.

In addition to providing lower and moderately priced housing, Fruitland should also encourage the construction of higher priced housing to achieve a balance of residences in the community.

Fruitland's housing is mostly low to moderate in value. The 1990 Census identified 36.6 percent of housing valued at less than $50,000, and only 18 units rented for more than $500 per month. The development of Covered Bridge Estates subdivision and continued construction in Meadowbrook, Nentego Woods and other subdivisions have added a number of upscale developments to the City.

Chapter 6 Transportation

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

Too often, transportation planning begins in reaction to a problem. The comprehensive planning process and the Maryland Planning Act of 1992 suggests that a proactive approach to mobility issues is needed. Fruitland needs to plan its transportation in coordination with its growth management planning. Land use growth and development patterns in the past, have in large part been a product of transportation policies. As major roads were created, development along those corridors soon followed. This new growth ran counter to traditional development patterns where commercial, public, residential and light industrial land uses were placed in a centralized area. The decline of Fruitland's Central Business District is in large part due to the expansion of commercial activity along U.S. Route 13. The central areas (primarily Main Street east of U.S. Route 13 and at its intersection with Camden Avenue) were designed to the human scale, where pedestrian, motor, and bicycle traffic co-existed and personal interactions took place daily. The City should, therefore, institute transportation policies that support the objectives of the Comprehensive Plan, which includes preserving a sense of place for its citizens. Improving streets and sidewalks, developing nature trails for passive recreation, and promoting alternatives to motorized traffic will support the objectives of the City's Comprehensive Plan.

To become a less car-dependent community, there must be more opportunities to live closer to work, in safe, walkable neighborhoods. In addition, streets must be well connected to make travel from one place to another as straightforward as possible. The key to achieving this vision is to redefine streets as a network that will serve the pedestrians, bike riders, and vehicles that will use them. In areas where we want to increase density and where we want more people to live and work, existing streets need to be retrofitted with sidewalks and street trees. These improvements will help attract people back to these streets and encourage investors to redevelop these areas.

This Comprehensive Plan brings a new awareness of the importance of streets to the quality of life in Fruitland. Again, the form that the streets take and the newly defined functions they serve will determine how quickly the City vision is achieved, or whether the vision can be achieved at all.

While the City is very desirous of promoting a less automobile dependent community, it also must approach this issue in a realistic and rational manner. Until there is substantial residential growth, especially in the high density land use areas, coupled with the development of significant additional commercial and industrial activities, most Fruitland residents will be forced to travel out of the Fruitland Planning Area on a regular basis. Employment, shopping and educational needs will often require travel to other surrounding communities and beyond. At this time, there is no scheduled mass

transportation system serving Fruitland and/or the Wicomico Metro Core. As the City and the Metro Core continue to develop, such a system may well become viable. As for the near future, we must plan to accommodate travel without it, but make no plans that will preclude its future establishment.

Goal

To facilitate the safe and efficient transport of people and services through the local system as well as over long distances.

Objectives

- To provide a balance of transportation facilities meeting the needs of Fruitland including pedestrians, bicyclists and the transportation handicapped.
- To coordinate various modes of transportation so that they complement each other.
- To establish a transportation network that moves people and goods rapidly, yet safely.
- To provide an adequate transportation network with minimal City expense.
- To coordinate City, County, State, and federal efforts in providing an efficient transportation system.
- To maximize the desired use of transportation systems while minimizing possible effects upon neighborhoods, the environment. and the general public.

In an effort to coordinate the State of Maryland's and Fruitland's highway classification systems, those highways within or adjacent to Fruitland have been classified according to the functional classification proposed by State Highway. Although the standards proposed by the State for the various classifications may differ from those followed by Fruitland on its roads, the functional classifications are the same.

Each of the eight State functional classifications is briefly described below. Not all of the types are located within the Fruitland proximity, but all types are discussed to show how one functional classification is related to another. Over time, Fruitland may find a need to deal with types not now represented.

PROPOSED STATE HIGHWAY FUNCTIONAL CLASSIFICATIONS

1. Principal Arterials - The principal arterial highways serve inter- and intra-state travel. They connect major interstate regional corridors of large populations. Most interstate routes are principal arterials. Controlled access, limiting it to only a few major interchanges, is recommended.

2. Major Arterials (Controlled Access) - These highways often serve as the major street system in highly urbanized areas. They are of freeway or expressway status because access is fully controlled. This type of major arterial is designed to serve intrastate and intercounty traffic.

3. Major Arterials (Free Access) - This second type of major arterials is similar to the class above except that access is not controlled.

4. Intermediate Arterials - The intermediate arterial highways serve traffic between counties and cities. They connect smaller urban areas not otherwise connected by other arterials of higher classifications. Access may be partially controlled or not at all.

5. Minor Arterials - Minor arterials serve traffic within the County and between communities within the counties. They are designed to connect small urban areas.

6. Major Collectors - Major collectors also serve the traffic within counties and between communities, but are designed to feed into the arterial highways. Major collectors serve community shopping areas, schools, parks, clusters of development, or other important city or county corridors. Access may be partially controlled or not controlled at all.

7. Minor Collectors - These highways serve traffic within communities. They complement major collectors by serving local traffic generators. Access is not controlled.

8. Local - Local streets provide access for individual homes, stores, offices, and are designed to connect the individual to higher classified roads. They are spaced as necessary to provide land access. There is usually no control on the number of access points onto the local street.

Classification Systems

The existing roads in Fruitland are classified below in accordance with the proposed State Highway functional classification system.

ARTERIAL
PRINCIPAL ARTERIAL (CLASS 1)

U.S. Route 13
U.S. Route 13, which bisects Fruitland into easterly and westerly parts, is classified as a principal arterial by State Highway. Because U.S. Route 13 has had only partially controlled access in Fruitland and Salisbury, many commercial activities have located along the highway, seriously congesting regional traffic traveling through the Salisbury-Fruitland area.

COLLECTOR
MAJOR COLLECTOR (CLASS 6)

Division Street east of U.S. Route 13
Division Street serves as a major route between the Salisbury area and the eastern part of Fruitland. This highway is eligible for federal assistance grants from Coulbourn Mill Road to Cedar Lane. All improvements using federal monies must be in conformance with federal

standards. The portion of Division Street located within Fruitland's limits is maintained by the City.

Camden Avenue and Allen Road
Camden Avenue is a major access route from Salisbury to the western portions of Fruitland and areas southwest of the City. It flows into U.S. Route 13, Division Street and Allen Road providing access to the south, east and west along other major collector roads.

Riverside Drive
Although Riverside Drive is a County maintained road and not within Fruitland's limits, it does transect minor collectors leading into Fruitland and provides a major access route from Salisbury to the westerly side of Fruitland. Riverside Drive and development in westerly Fruitland are closely interdependent. Every effort should be made to coordinate planning of westerly Fruitland with planning of Riverside Drive.

MINOR COLLECTOR (CLASS 7) - All minor collectors located within City limits are maintained by Fruitland.

Main Street
Main Street is a minor collector serving the interior of Fruitland and is eligible for federal assistance monies. Improvements using federal grants must be in conformance with federal standards. Main Street is a direct link between Division Street on the east and Riverside Drive on the west and is bisected by U.S. Route 13 and Camden Avenue.

St. Luke's Road/Cedar Lane
St. Luke's Road is eligible for Federal grant assistance, and improvements financed by these programs must meet Federal standards. St. Luke's Road provides direct access to the City from the U.S. Route 13 Bypass and thereafter connects with Cedar Lane which is bisected by U.S. Route 13 ending at Camden Avenue.

Brown Street
Brown Street is a minor collector. Between East Main Street and St. Luke's Road, Brown Street is eligible for federal assistance grants and subject to federal standards when these grants are used for improvements. It also runs to the south to connect with U.S. Route 13. The development of an Industrial Park on the south side of the City will require an upgrade of Brown Street.

Sharp's Point Road
Sharp's Point Road has been recently re-paved. While it now served as a minor collector road, substantial development will likely occur once sewer is available. When connected with Malone Street, it will link Riverside Drive with U.S. Route 13.

LOCAL ROADS (CLASS 8)

All local roads are maintained by Fruitland. None of the local streets are eligible for federal assistance highway grants. Because they are numerous, local streets are not listed separately, but can be seen on the included maps.

Policies

- Promote alternatives to driving alone and encourage the County and State to inform citizens of the public and private monetary and environmental costs of continued dependence on automobiles.

- Encourage the County to establish a program for commuters within the entire Wicomico Metro Core. This program should include consideration of the following:

    a. Ride match services and preferential parking for carpools and vanpools. Low density development patterns now existing, make carpools and vanpools the most workable alternative for a large percentage of commuters.
    b. "Flex time" programs, telecommuting and four-day work weeks.
    c. Promotional and educational programs to encourage the use of alternatives to driving alone.
    d. Reserved parking spaces for carpools, vanpools, and bicycle racks at office and industrial sites to accommodate and encourage high occupancy vehicle (HOV) commuting.

- Support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.

- In the Central Business District, priority should be given to building pedestrian friendly streets.

- Accommodate the safe and efficient movement of goods and people, acknowledging the importance of both functions to the long-term economic vitality and livability.

- Establish street designs for new development that will contribute to reaching the transportation and land use goals of the area, provide safe and efficient mobility for all people, and contribute to the quality of life and civic identity in the area.

- Defray the cost of new road construction onto those creating the need for the road, where possible.

- Require that the lay-out of new street connections in undeveloped areas assures connectivity to the overall City street system.

- Plan for adequate rights-of-way taking into account existing and future development and proposed alternative transportation support facilities and programs.

- All developments will have adequate access and circulation for public service vehicles, but actual paved street sections should be as narrow as possible to maintain a human scale.

- Encourage the use of alternative fuels to save energy resources and reduce pollution as advancing technology make them routinely available.

- Work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions in order to achieve the reduction in drive alone rates.

- Improve circulation within Fruitland by improving existing streets and constructing connecting streets.

- Provide streets and highways with minimal disruption of historic, residential, cultural, and recreational areas.

- Provide off-street parking where traffic and activity generators necessitate it. Off-street parking facilities may be provided by the City and/or by individual traffic generators.

- Protect the function of streets and highways by promoting only those developments of a suitable design and nature that will not generate traffic in excess of that for which the streets or highways were planned.

Recommendations

Several recommendations have been made based on the preceding policies. These recommendations are to improve existing streets, construct new roads, and reduce traffic problem areas. These proposed actions are grouped according to the classification of highways they concern. Following the recommendations is a suggested guideline for minimal highway design standards. Although it is proposed that highway improvements and new construction recommendations follow these guidelines, it is recognized that within developed portions of the City it may be impossible to expand rights-of-way and road widths without major relocations. Where it is reasonable, the design guidelines should be followed, but it must be realized that major widenings of all roads not meeting the standard are not planned at this time.

PRINCIPAL ARTERIAL

A westerly Route 13 Bypass of Salisbury and Fruitland has been proposed. The westerly bypass is expected to be constructed slightly beyond the westerly Fruitland limits and will reunite with Rt. 13 at the same junction as the easterly bypass. It is not yet determined when the westerly portion will be constructed, but because of its future impact will be discussed further.

A westerly U.S. Route 13 Bypass of Salisbury and Fruitland has been proposed. This Bypass is expected to be constructed slightly beyond the westerly limits of Fruitland and will reunite with U.S. Route 13 at the same junction as the easterly bypass. It is not yet determined when the westerly portion will be constructed.

Construction of the westerly U.S. Route 13 Bypass will have a major impact upon Fruitland. Since access routes to the Bypass will result in increased activities, Fruitland will experience increasing demands for facilities to service these activities. These additional services will impose additional financial burdens to the City. The existing easterly and proposed westerly bypasses along with the Wicomico River and Tony Tank Creek, Lake and Pond create natural and manmade physical boundaries around the Fruitland area. These physical boundaries will define the planning area boundaries as well as possible future City limits.

MAJOR COLLECTOR

Cedar Lane and Extension - St. Luke's Road
Because the St. Luke's Road (Cedar Lane Extended) intersection is the only access between the Bypass and Fruitland, the City should carefully evaluate any proposals for development to assure that development in the St. Luke's Road interchange will not interfere with the function of the U.S. Route 13 Bypass.

Major Collector
It is recommended that a road be constructed to intersect East Main Street, St. Luke's Road and Cedar Lane Extended to provide a higher functional class highway in the southeastern section of Fruitland. This highway would connect industrial lands to the St. Luke's interchange with the U.S. Route 13 Bypass without channeling traffic into existing residential areas. It could be constructed between the Bypass and Brown Street, utilizing Moonglow Road as part of the corridor.

It is recommended that the following additional roads continue to be considered as Major Collectors and efforts continue to bring them up to the suggested design standards.

- Division Street on the easterly side of the intersection with Malone Street.

- Camden Avenue - Allen Road and Riverside Drive
  As Camden Avenue and Riverside Drive serve as links for the residents of Fruitland to employment and commercial opportunities in Salisbury, their conditions need to be monitored as development activity increases in the western portion of Fruitland.
- Main Street between Riverside Drive and U.S. Route 13.

MINOR COLLECTOR

It is proposed that the following roads continue to be classified as minor collectors and efforts continue to improve them to minor collector standards:

- St. Luke's Road west of intersection with the new Major Collector
- Brown Street
- Allen Cut-off Road and South Division Street west of the intersection with Malone Street.

- Crown Road, if not incorporated into the new major collector.

LOCAL STREETS

The following streets and highways are recommended to be reduced from the Minor Collector functional classification to the Local Street Classification:

- St. Luke's Road east of the intersection with the new Major Collector
- Slab Bridge Road

New Streets - Standards

U.S. Route 13 and most of Cedar Lane are maintained by the State. Otherwise, most town streets are maintained by City. This is a situation that is likely to continue in the future. When new streets are proposed they should be designed to standards established in the City Subdivision Regulations or County standards if the County is to maintain the street. These standards should be consistent.

Illustrated Draft Street Standards, Options and Issues

The attached draft street standards shown in Table 16 should be reviewed during development regulation preparation. The range of widths reflects a suggested range to be carefully considered. The policy direction from the Comprehensive Plan should guide the development of the final standards.

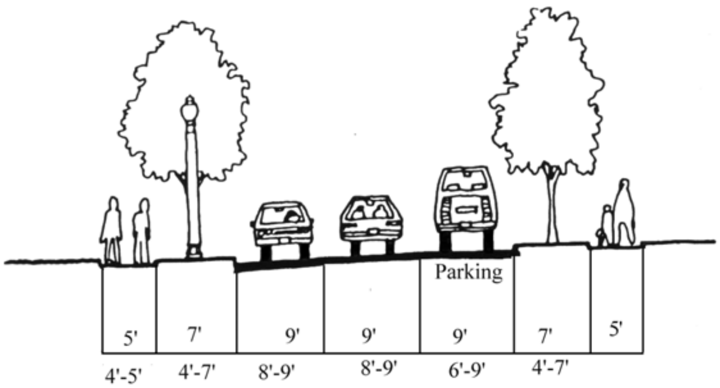
In the past, the City has approved street and highway designs individually by following a minimum standard for all roads and increasing the standard according to the use of the individual road. Under this procedure it can become difficult to determine what standards apply to an individual proposed highway. It is recommended, therefore, that the City use set standards for each class of road in Fruitland under the City's responsibility. Standards will vary according to functional classifications. Once a proposed or existing road is classified by the City, however, a single minimal standard will be applied to that street and every other street in that classification.

Table 16
Recommended Minimum Street Standards

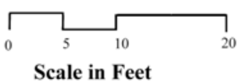
Type of Street	R-O-W Width*	Lane Width	Parking Width	Sidewalk Width	Planting Strip Width
Collector- Minor	40' - 64'	10' - 12'	9' - 10'	5' - 7'	7' - 10'
Local Street	34' - 62'	9' - 12'	7' - 9'	5'	7'

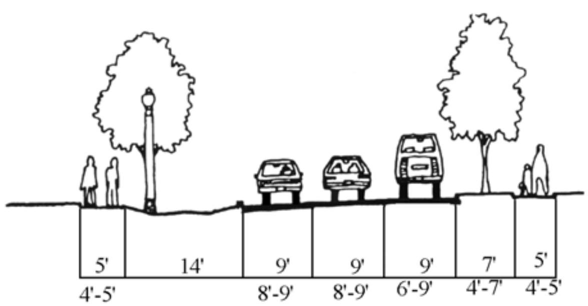
* R-O-W width will vary depending on design, speed and parking configuration (i.e., no parking, one-side parking or two-side parking)

Illustrated Street Standards

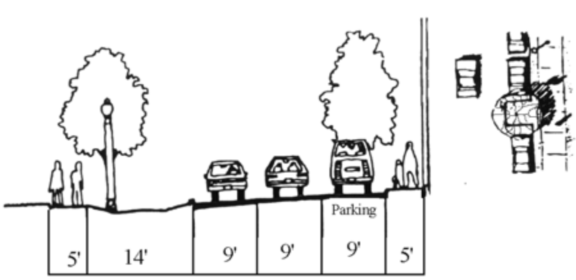


Local Access Street





Local Access Street with Swale



Local Access Street with Access

Important Elements

Parking on one or both sides should be an option since this increases the separation between moving vehicles and pedestrians and provides needed parking space for the adjacent uses.

Street trees and parking strips are important to the creation of a street that people will be willing to walk on. This is especially important in areas where people are to be encouraged to walk to transit stops, to jobs, or to commercial services. In higher density areas, these streets are essential to the success and livability of the area.

Issue: The broad swale for stormwater widens the street right-of-way and degrades the quality and function of the street for pedestrians. How do the people in this neighborhood get across the street? Underground, back of lot, or shared detention ponds are a preferable option for the "people function" of these neighborhood streets.

Another option - landscaping and parking are combined. This creates a street edge, landscaping and parking in a configuration that keeps the street right-of-way narrow.

RAIL

Fruitland is presently provided with rail service by the Penn Central Transportation Company. The line serving the City is part of the Main Line track transversing the Delmarva Peninsula.

Federal legislation, the Rail Reorganization Act of 1973, is supposed to reorganize major railroads in the northeastern and midwestern states. According to a preliminary plan proposed by the Federal Department of Transportation, the Main Line is recommended to have continued service as far south as Fruitland. By being included in this preliminary report, Fruitland is more assured of having continued rail service, but developments such as the Business Park and Industrial Park may provide incentives to retain the services.

To help assure the continuation of rail service to Fruitland, it is recommended that the City: Encourage new industries anticipating using rail to locate adjacent to the main line; encourage current rail users to continue and/or increase their rail usage, if possible; and consider establishing rail service in the Industrial Park proposed in the southeastern portion of the City.

AIR

The availability of air transportation has an impact not only upon the residential community in its desire to travel, but also upon the business community in its need for a fast transportation network.

Air service enables businesses to move personnel and goods quickly. By having air access in the area, Fruitland has additional potential for attracting new industry.

Although Fruitland does not have an airport within the City limits, the Salisbury - Ocean City - Wicomico Regional Airport, which is less than 10 miles from Fruitland, serves much of the central and lower Delmarva Peninsula, including Fruitland. The Airport is the second largest airport in both size and number of flights in Maryland.

The Salisbury-Ocean City: Wicomico Regional Airport, which can accommodate twin-engine prop planes and small jets, can serve both passenger and air freight traffic. USAir has daily flights to Philadelphia, Baltimore, and Washington.

The major constraints of the airport are its inability to accommodate large planes, and that it is immediately accessible only by highway. However, the airport is sufficient to serve most of Fruitland's demands for air service.

Chapter 7 Community Facilities

Community facilities are those services which are better provided by the public sector and include a wide variety of services such as water, sewer, police, fire protection, schools, libraries, health facilities, and parks. Community facilities are to improve the health, safety, and well-being of the locality by matching services to the demands created by land uses. The quality of public facilities contributes to the City's overall quality of life. It is important, therefore, to closely coordinate these facilities with the land use proposals.

Goal

To improve the health, safety, and well-being of the residents of Fruitland by providing necessary and desirable community facilities.

Objectives

The provision of community facilities is designed to achieve the following objectives:

- To provide a variety of services suiting the needs and desires of all citizens.
- To assure that service levels match service demands generated by land uses.
- To provide balanced facilities throughout the community.
- To preserve and protect natural amenities in the community.
- To establish service corridors, where possible, to economize on rights-of-way and construction costs.
- To ensure education facilities meet the needs of the people of the City of Fruitland by using the City's municipal standing to influence the County's educational decisions.
- To provide adequate recreational and open space areas for all age groups within reasonably close proximity to residential neighborhoods.
- To protect the health, safety and welfare of the community by maintaining and providing adequate water and sewer systems and fire and police protection, and by assisting in assuring necessary fire protection and ambulance service is available.
- To assure that the location of communities facilities is such that it will guide future development in the Fruitland area.
- To provide a full range of community facilities in the most efficient and effective manner.

One of the most complex problems facing the City is the continuation of existing levels of service at reasonable costs in order that the public health, welfare and safety of existing residents be adequately protected. It is the purpose of this Element to evaluate the capacity of existing public facilities in order to determine if current needs are being met and if future growth can be properly served.

Many community services are very expensive. Unfortunately, often the communities which need services the most are least able to afford them on their own. For that reason, the provision of services is often based upon the ability of a community to secure federal and state assistance. Some services, especially those with significant amounts of construction, can be expanded or improved at a very great cost. Land use planning must be tempered by the limitations of existing services until expansion or duplication of the facilities can be planned and constructed. The sewer system in Fruitland is a prime example of considering service capacity limitations in land use planning.

SEWER

The City of Fruitland owns and operates a secondary wastewater treatment plant on a 38 acre site on West Main Street. The plant was designed to handle about 500,000 gallons a day. William Harrington & Associates, Inc. conducted a study in 1988 in which they found the average flow to be at 79 percent of facility capability. However, it is currently functioning at nearly maximum capacity. The City recognizes the need for new interceptor sewers to provide service to unsewered areas within the City. The Harrington & Associates study recommends the southwest, northeast, and Tony Tank interceptors to provide future sewer service to these respective areas.

Proposed Capital Improvements Budget
FY 1997-1998

	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Sewer	none	Design upgrade and expansion of wastewater treatment plant (costs to be determined)	Construction of wastewater treatment plant (costs to be determined)	Construction of wastewater treatment plant (costs to be determined)	Design and construction of southwest interceptor ($4,300,000)

The City of Fruitland is currently undergoing a pilot study of Biological Nitrogen Removal (BNR) technology. A portion of the flow is being treated utilizing BNR technology and its cost effectiveness will be evaluated during a 14-month testing period, scheduled to be completed November 1998. While waiting for the completion of the study, the City has and will be making minor upgrades to the plant. The City is now operating under a Consent Order with the Department of the Environment to complete the construction of an expanded and upgraded facility (whether the technology being tested is used or not) by the summer of 2001.

WATER

The amount of water available from the aquifers is more than adequate. It is estimated that in the tri-county area of Somerset, Wicomico, and Worcester an estimated 360 million gallons per day are available within 500 feet of sea level. Although all three counties tap the water, the Comprehensive Plan for Water and Sewerage Systems anticipates an adequate supply of water for Fruitland from the Pleistocene aquifer. However, when the extension of sewer lines allows more development in Fruitland, it will be necessary to add an additional well field. The City already owns the land across the street

from the existing two production wells. A new production well has been budgeted into the Capital Improvements Plan for 1999-2000.

The City is currently obtaining water from the Pleistocene aquifer which is unconfined and susceptible to contamination from surface activities. A wellhead protection program is currently in place and should be maintained to ensure adequate water quality in the future.

It is more difficult to assess industrial and commercial water needs for land uses beyond the sewer service area. The nature of the soils make it unlikely that very intensively developed commercial or industrial areas will be developed without central sewerage. Such intense development will probably not occur until after the aforesaid plant upgrade and some may be delayed until after the southwest interceptor is in place. Water used for industrial processes can vary widely according to what usage Fruitland would allow.

STORM WATER

Fruitland presently uses natural drainage streams and man-made drainage systems to accommodate storm water run-off. All of the natural streams ultimately flow into the Wicomico River. The man-made systems are located in the Main Street area and the West Main Street-Clyde Avenue areas with outfalls that flow into Tuxent's Branch and, ultimately, the river.

Much of Fruitland is not well drained naturally. Some sections of the City which have poor drainage are Division, Poplar, and Anderson Streets; Hayward, Sheldon, and Clyde Avenues; and South Division Street from Main to Camden Avenue Extended and Camden Avenue Extended to U.S. Route 13.

The combination of using the natural drainageways with the man-made is a relatively inexpensive method of handling surface water run-off. As long as Fruitland is not intensively developed, treatment of water run-off may not be required. However, as more green areas are covered by concrete, and more toxic materials are generated onto paved areas by motor vehicles, the chance of requirements for pretreatment increases.

As part of its Capital Improvements Program, Fruitland will install storm water collection systems in most of the area designated as critical. An outfall from Cedar Lane to Tony Tank Creek is proposed to handle storm water improvements in the eastern part of the City. This outfall is needed to improve drainage along Division Street, Anderson Street, Poplar Street, and Cedar Lane.

The City has a plan for a proposed drainage system, although in many areas the plan does not lend itself to easy conversion to a pretreatment system.

PARKS AND OPEN SPACES

Parks and open spaces can serve a multitude of functions in a community. They can provide a source of recreation, act as a focal point in neighborhoods, help define neighborhoods, serve as natural drainageways, and satisfy the aesthetic needs of residents.

Usually park and open space facilities in rural areas are provided by schools or semi-public organizations and such can be found in Fruitland.

TYPES OF RECREATION AREAS IN FRUITLAND			
Type	*Purpose*	*Size*	*Service Area*
Neighborhood Recreation Area	Serve the surrounding neighborhood. They are sometimes best located beside an elementary school. Children's play equipment, basketball courts and tennis courts are usually available.	1-5 acres	within 1.5 miles
Community Park	Serve a larger area than a neighborhood park and include a wider variety of facilities. Often they are located around a junior or senior high school. Playground, hard surface courts, picnic tables and athletic fields are usually available.	10-25 acres	within 5 miles

Presently there are three neighborhood recreation areas, two of which are associated with the schools. The Fruitland Primary School has about 16 acres of land available for recreational use with about one-half of the available land developed for play areas. Play equipment consists mostly of small tot facilities including swings, jungle gyms, and seesaws. The Fruitland Intermediate School is on a 10-acre site and has about nine (9) acres available for recreational uses with most of the area landscaped. The school lot contains jungle gym equipment, tennis courts, basketball courts, open areas for group games, picnic benches, and a small stream retained in its natural state.

The Fruitland Recreational Park is located near the City Hall. It is approximately 21 acres and offers a wide range of activities. The Park contains four baseball fields, one softball field, a picnic pavilion, a small and regulation soccer field, a horseshoe pit, playground, two concession buildings, and two parking areas. The City has purchased 15.83 acres on South Brown Street for park expansion beginning in 1998.

According to the Wicomico County's Land Preservation and Recreation Plan, Fruitland should have three to five community parks. A total of 70 acres of park land needs to be acquired to accommodate future demand. While the east side of Fruitland is currently well served, the west side is in need of access to additional recreational facilities.

FIRE

Fruitland's fire protection is provided by a volunteer fire company of about 50 active members. The company has four pumper trucks, one tank truck, one jeep and one station wagon. The maximum height

of a building that can be reached by ladder is three stories. Donations and fund raising activities support most of the costs of providing services. The City makes an annual contribution to the Fire Company. The City, County, Fruitland Fire District and the neighboring Allen Fire District, have recently forged an agreement with the City of Salisbury to have Salisbury continue providing ambulance service to the area. A special tax district will be established to provide the necessary funds.

POLICE

The police department is located in the City Hall and employs a chief, ten officers, and a communications officer. There is also an active community policing program with officers trained for bicycle patrol in neighborhoods.

The City is also a participant in the Wicomico County Narcotics Task Force. It has supplied an undercover officer on a full-time basis to the Force in the past.

SCHOOLS

There are two public schools located within the limits of Fruitland serving the needs of elementary school age children. All public schools within Wicomico County are operated by the County Board of Education. Many Fruitland elementary school aged children attend the Magnet School which is located in north Salisbury or at North Salisbury Elementary School.

The Fruitland Primary School, located on Division Street, contains grades Kindergarten thru 3. The structure is situated on 18 acres of land and contains 20 classrooms. The Fruitland Intermediate School is located on 10 acres of land along West Main Street.

Middle and High School students from Fruitland attend Bennett Middle School and James M. Bennett High School, in Salisbury. Vocational-technical training is available to students at the Wicomico Technical Center located at Parkside High School.

The Fruitland area is fortunate in having two four-year institutions of higher learning in the vicinity. Salisbury State College is located on Rt. 13 about 2 miles north of Fruitland. The University of Maryland Eastern Shore is located in Princess Anne, which is about 9 miles south of Fruitland. Wor-Wic Community College is located on Rt. 50 just east of Salisbury and offers two-year Associates degrees.

The Fruitland area is fortunate in having a community college and two four-year institutions of higher learning in the vicinity. Salisbury State University is located on U.S. Route 13 about two (2) miles north of Fruitland. The University of Maryland Eastern Shore is located in Princess Anne, which is about nine (9) miles south of Fruitland. Wor-Wic Community College is located on U.S. Route 50 just east of Salisbury and offers two-year Associates degrees, as well as numerous adult continuing education classes.

The need for additional school space is determined by the State and local Boards of Education. It is their responsibility to evaluate school age population levels and anticipated increases in population through development. Although Fruitland may not have the direct responsibility for the County schools, the City can greatly influence the need for school facilities by its development policies.

HEALTH

Fruitland does not have a hospital or clinic. The nearest hospital, Peninsula Regional Medical Center, is located in Salisbury. PRMC is the major medical facility for lower Delmarva. It serves a population of about 140,000 people. The hospital provides a highly skilled diagnostic and treatment center and is staffed by approximately 80 doctors in a variety of specialized areas.

The Wicomico County Health Department also provides some medical assistance. The Health Department is the administering agency for several State and Federal specialized health assistance programs including assistance to crippled children, mental health, family planning, hearing testing, pre-natal care, etc. More complex medical needs must be met by private physicians or the hospital. The Health Department does not have any plans for establishing any clinic facilities in other locations in the County, nor does it appear that they will be needed in the near future.

Most of the health services available to Fruitland are located in the Salisbury area, thus necessitating transportation between Fruitland and Salisbury. Although some of the medical services may eventually be provided in Fruitland, others will always remain in the Salisbury area. Because of the need for transportation to reach many of the health services, and because the Salisbury Transit system was curtailed, the City Council should encourage any future transit system to extend service to Fruitland.

LIBRARY

The City of Fruitland does not have its own public library nor do any of the other municipalities in Wicomico County. Fruitland residents receive library services from the Wicomico County Free Library and its Bookmobile, which maintains a regular schedule of Fruitland stops. The Wicomico County Free Library is located in Salisbury and had about 190,000 volumes in 1997. Also located in the Library building is the Eastern Shore Regional Resources Center which adds to the library in its related material available to the public. Library services, especially for those in need of serious research tools, are also available through Salisbury State University and University of Maryland - Eastern Shore.

Recommendations

- Land use patterns and regulations must be consistent with sewer and water capacities.
- Wastewater service and water facilities should be extended in an orderly, contiguous pattern.
- Wastewater facilities should be scaled to a size adequate to serve the anticipated demand in a given area.
- Fruitland and Salisbury should coordinate to avoid duplication of service areas and lines.
- Water extension beyond the sewer service area should be made first to adjacent areas, not through large areas of vacant lands to service outlying pockets of development.
- Future rezonings and annexations be evaluated in terms of their demands for sewer, the ability of the City to provide it, and the time schedule of when sewer will be available.

- The City should require easements along natural drainageways to protect the natural system. Once these easements are acquired, it will be the responsibility of Fruitland to maintain them.

- Natural drainageways and ditches should be maintained for the safety and well-being of residents. Grass-cutting, mosquito control, and landscaping should be a part of the maintenance.

- New drainage patterns should follow natural systems where possible and should be well vegetated for maximum absorption of water.

- Clustering be encouraged in those areas near drainageways to allow for a reasonable density of development by building more intensely on part of the land while leaving streams and drainageways open.

- New residential developments should be encouraged to provide recreational and open space area on their sites. Commercial, industrial and public uses should also be encouraged to provide open areas, especially when the development is near drainageways or adjacent to conflicting land uses.

- Representatives from Fruitland should meet annually with the Board of Education to discuss recent population expansions, the impact of any changes in development policies upon future growth, anticipated school expansions, and future service demands upon the City by the schools.

- Fruitland should negotiate with the Board of Education for the use and expansion of play equipment and facilities by the community after school hours to help accommodate recreational needs.

- There should be a variety of the types of parks available which appeal to a variety of citizens. Each recreational area should offer a range of activities within the age group it was designed for, and the total recreational areas should provide facilities for all age groups.

- Recreational areas should be scattered within Fruitland so that all areas are offered equal and balanced recreational opportunities. The balance should be maintained not only within the east and west portions of the City, but also within sub-neighborhoods, as much as possible.

- Adequate services, especially sewer and transportation, should be available at any school site.

- School facilities should be aimed toward the needs of the community at large as well as the school children. Where possible, the school and its services should be available for community use.

Chapter 8 Sensitive Areas

Fruitland is situated in the southern portion of Wicomico County within the Wicomico River drainage basin. The Wicomico River is among the many bodies of water which feed the Chesapeake Bay, the Nation's largest and most productive estuary. The balance of the Bay's delicate ecosystem can be damaged by development which creates runoff that overloads the Bay with nutrients and clouds it with sediments. Therefore, it is important that the Wicomico River be protected and that development which could degrade the water quality of the Bay be controlled.

Concern for the conservation and protection of the sensitive natural features of the City transcends arbitrary boundaries. Issues such as the loss of forest and trees, sedimentation of streams, and loss of wildlife habitat are now of concern throughout the City. Many realize that managing growth and development in the City must be balanced with consideration for the positive contributions that the natural setting in Fruitland makes to the quality of community life. The limitations of natural systems in some areas to withstand the impacts of major disturbance in or near them must be addressed through public policy and implementation provisions.

In adopting the Chesapeake Bay Critical Area Law (Natural Resources Article 8-1801 through 8-1816), the Maryland General Assembly specifically found that there is a critical and substantial State interest in fostering more sensitive development activity along tidal shorelines of the Bay so as to minimize damage to water quality and wildlife habitats. The Critical Area Law required the City to adopt and implement a critical area program consistent with the guidelines established by the Chesapeake Bay Critical Area Commission. Fruitland’s Chesapeake Bay Critical Area Protection Program was adopted in October of 1994.

As mentioned in Chapter 1, the Maryland Economic Growth, Resource Protection and Planning Act of 1992 added the requirement to Article 66B that the comprehensive plan contain a Sensitive Areas Element which describes how the jurisdiction will protect the following sensitive areas:

- Streams and stream buffers,
- 100-year floodplain,
- Threatened and endangered species habitats,
- Steep slopes, and
- Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development.

Historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Fruitland with a number of benefits including:

- Promotion of a strong sense of community pride for City residents;

- Community revitalization through the renovation or adaptive reuse of older structures;
- Increased property values and tax revenues as a result of renovation and restoration; and
- Increased revenues generated from tourism.

There are very few structures and sites remaining within the City that are of historic, cultural, or architectural significance. Rather than permitting demolition, destruction, or abandonment of the City's heritage, an active historic preservation program is recommended. Such a program should permit the continued use of the identified sites and structures while simultaneously discouraging inappropriate exterior alterations. The development of a historic preservation program for the City should be the result of a cooperative effort between the public and private sectors of the community. The City recommends, however, that such preservation programs be undertaken by citizens in cooperation with existing State, County, federal and/or civil programs.

Goal

To respect the natural environment that exists within Fruitland and preserve those structures which are historically significant.

Objectives

The protection of Sensitive Areas is designed to achieve the following objectives:

- To preserve the natural resources and features of Fruitland and the surrounding environs to ensure a balance between development and the need to protect natural resources or features.
- To provide specific protection measures for the following areas located outside of the Critical Area: (1) Streams and stream buffers, (2) 100-year floodplain, (3) endangered species habitats, and (4) steep slopes.
- To assess future development proposals in light of the site's physical suitability to accommodate development while protecting natural resources and significant historic features.
- To identify wetlands and floodplains in order to provide the special protection they may need.
- To identify historic sites and maintain the integrity of these areas of the City.

Policies

- Direct intensive activities away from natural area corridors.
- Preserve areas adjacent to existing streams in order to protect natural areas and the natural drainage system of Fruitland.

- Preserve environmentally sensitive areas along the waterways of the Fruitland Planning Area.
- Establish specific development policies for reviewing all development activities within natural corridors, and with respect to impact upon and protection of ground water.
- Preserve natural drainageways and provide public access points for maintenance purposes.
- Preserve historic structures.

Recommendations

Tree Preservation and Forest Conservation

Maryland Forest Conservation Law requires that clearing of forest be regulated as of December 1992 to ensure that certain forest conservation measures are implemented. Jurisdictions have the option of adopting local Forest Conservation Programs and implementing regulations that are consistent with the requirements of the State Law. These requirements apply to subdivision plans or applications for a grading and sediment control permit on areas 40,000 square feet or greater. In 1994, the City passed an ordinance which gave Wicomico County the authority to apply and enforce the Wicomico County Forest Conservation Ordinance within the corporate limits of the City of Fruitland.

Stream Buffers

Streams and their buffers are important resources. Streams provide drinking water for local communities, natural drainage, and irrigation for farmers. Streams are prime spots for recreation, for fishing, for spawning areas of sport and commercial fish stock, and for wildlife areas.

Streams and adjacent areas are home to countless species of animals and transport valuable nutrients, minerals and vitamins to the Chesapeake Bay. The floodplain, wetlands and wooded slopes along streams are important parts of the stream ecosystem. Natural growth adjacent to our streams often serves as a natural screen between different types of land use.

As development activity becomes more intense, a large amount of land, forests and natural vegetation along streams is diminished. The cumulative loss of large amounts of open space and natural land has reduced the ability of remaining land along streams to buffer the effects of intrusions such as high stormwater runoff. Also, development near streams could be subject to flooding that could result in the loss of life and property.

Buffers serve as protection areas placed adjacent to streams to preserve some of the biological and hydrological integrity of the stream basin. These areas act as run-off and groundwater pollution control systems by filtering pollutants through the soil and root zone of natural growth. For example, microscopic organisms that inhabit the soils in a forested buffer assist in the decomposition of pollutants much like microbes in a sewage treatment plant.

In Fruitland, Sharp's Creek, Tuxent's Branch and Pryor's Branch fall within City limits and the City or its planning area borders on Malone's Branch, the Tony Tank system and Passerdyke

Creek, all of which require buffering. Outside of the Critical Area, it is recommended that the City define a stream corridor as being measured 50 feet from the edge of stream banks. Any development occurring within this area should be evaluated for its potential impact on adjacent streams. This stream buffer should be expanded (to as much as 100 feet) if the City determines it to be in the best interest of protecting the stream.

Wetlands and Floodplains

Fruitland, like the Eastern Shore in general, has a rich variety of natural features that should be conserved. These features include wetlands, floodplain, wildlife habitats, creeks and aquifers among others. These features help maintain the ecological balance of life and contribute to the quality of our environment, both urban and rural. Among all natural features, alteration of wetlands and flood plains through public or private development may have the most immediate effect on the community; wetlands because they are essential to our fisheries, and therefore affect the economy; and flood plains because they are essential to effective stormwater management, and, therefore, minimize flooding.

Floodplain

The floodplain areas in Fruitland are determined by the Flood Hazard Boundary Maps developed by the Federal Insurance Administration (FIA). A more detailed map, the Flood Insurance Rate Map, has been prepared by the FIA and the Maryland Department of Natural Resources, and shows flood elevations and outlines risk zones for insurance purposes.

The City is eligible to participate in the regular phase of the National Flood Insurance Program. Among other benefits, this program enables property owners to purchase flood insurance covering nearly any type of building and its contents. In order to participate in the Program, the City adopted floodplain management measures aimed at reducing future flood losses.

The City has basically prohibited, with a few exceptions, any development within the floodplain. As to that development which may be permitted, the City would, in accordance with HUD standards, require that all new construction and substantial improvements to existing structures in flood-prone areas be elevated or flood-proofed to the level of the 100-year flood.

The City prepared and adopted a floodplain management ordinance to protect the health and property of affected residents and enable them to purchase flood insurance.

The City land development regulations and policies regarding floodplains were developed to be consistent with applicable federal and State regulations, but, in reality, are much more stringent than those regulations.

Tidal Wetlands

Public and private tidal wetlands are important natural areas protected by State law (Title 9, Sections 9-101/9-301 of the Natural Resources Volume, Maryland Annotated Code) which sets forth strict licensing procedures for any alteration of wetlands. They are also within the protective jurisdiction of the federal government through the U.S. Army Corps of Engineers.

City policies and regulations regarding wetlands should be in conformance with and implement appropriate State and federal legislation.

Threatened and Endangered Species Habitat

To ensure the protection and continued existence of endangered species within the City's jurisdiction, Zoning Ordinance and Subdivision Regulations should include the following protective measures:

1. Require that anyone proposing development activities must address protection of State and federally designated threatened or endangered species. The developer must determine through contact with the City and the Maryland Fish, Heritage and Wildlife Administration (MFHWA) whether proposed activities will occur within or adjacent to identified threatened or endangered species habitat and whether the activities will affect the area.

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

   Designation of protection areas around the essential habitat of the designated species. Development activities or other disturbances shall be prohibited in the protection area, unless it can be shown that these activities or disturbances will not have or cause adverse impact on the habitat. The protection area designation will be made with input from the MFHWA.

   Implementation of design strategies that work to protect the species and essential habitat. These strategies should include (but are not limited to) restrictions on siting of structures, use of cluster design, establishment of undisturbed open space areas, restrictive covenants, and restrictions on noise levels and timing of construction activities.

Groundwater Protection

The amount of water available from the aquifers is more than adequate. (Please refer to Chapter 7 - Water.)

Water quality, however, may necessitate pretreatment. The Pleistocene aquifer in Wicomico County tends to be acidy and irony. These factors make the water corrosive to pipes, impair the taste, and cause discoloration of plumbing fixtures and fabrics.

Historic Features and Community Character

History can be kept alive through education and preservation, both of which can take many forms and vary in intensity. Old homes can be restored such that they are comfortable homes of today or they could be refurbished for use as an office. Historic sites can honor the past while providing a place for leisure activities. An old church can still hold worship services. A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. The past is a building block for the future and, if a plan is to be comprehensive, it must incorporate that past as a key element of planning for the future.

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

Development Design and Community Character

Development design can be generally defined as the management of the visual and physical development of the manmade environment. Primary emphasis is placed on the preservation of the County's special character. The intention is to respond to growing public concern about the increasing transformation of the City to sprawling residential and strip commercial development. Managing development design to maintain and enhance the character and aesthetics of the City is an important component of the Comprehensive Plan. Application of development design standards is appropriate anywhere human features are present, and where the physical and visual properties of development can significantly influence the character of the area. Development design guidance, or the lack thereof, significantly affects real estate values, community pride, a sense of obligation to private property, personal enjoyment and satisfaction, and the overall investment climate in the community.

The City center has a unique character and “sense of place” with which local residents easily identify. Development design standards for these areas will help to preserve and enhance their image while still accommodating limited future growth in a responsible manner. It is ironic that the traditionally tightly-knit development pattern so typical in traditional villages in America cannot legally be emulated in many communities today. Developers are required to rigorously separate different land uses and set each house on suburban size lots. Such regulations inadvertently destroy the character of villages and towns at a rapid pace and prohibit the development of new villages that foster a sense of place. Flexibility must, therefore, be maintained in the zoning scheme. However, as one considers maintaining the character of the City, one must realize that its citizens have a history of being fiercely independent, and as such, desire only limited development design controls over their properties.

The following are recommended development design guidelines for Fruitland:

- Permit residential, small-scale commercial and public/semipublic uses to coexist adjacent to one another as was done in traditional villages.

- Where existing buildings express a traditionally modest (pre-zoning) front setback, creating a characteristically close relationship with the street, retain this pattern in order to preserve the community's character.

- Reduce the visual impacts of parking areas upon community character through landscaping and buffering requirements.

- Visually screen open storage areas, exposed machinery, and outdoor areas used for the storage and collection of rubbish, from roads and surrounding land uses.

- Since roadside trees are extremely important to the character of any community, minimize removal of trees over five inches in diameter, especially along roadways. Removal of existing trees can usually be lessened by shifting the site of the building, parking lot, or entrance/exit drives. In addition, encourage planting of new trees along roads to reinforce character.

- Control lighting in both height and intensity. Shield luminaries to prevent excessive lighting and glare beyond lot lines onto neighboring properties or public ways.

- Design and build new construction to blend with its surroundings. Make new construction in neighborhood centers compatible with surrounding buildings in terms of formal characteristics such as height, massing, roof shapes, and door and window proportions.

- One of the most readily apparent aspects of village character is the signs within it. Since signs are intended to be highly visible and attract attention, they often produce a lasting impression on locals and visitors. Create sign standards that enhance character. Signs in these areas should relate to pedestrians and to people in slow moving vehicles and should be designed to be readable to these people, thereby encouraging shoppers and passersby to stop and linger. Large auto-oriented signs are a modern addition in these areas and are inconsistent with both the scale of buildings and rural village character. The size, materials, color, lettering, placement, and illumination of signs should respect the character of existing buildings and foster a sense of place.

Chapter 9 Plan Implementation

The designation of the Fruitland Planning Area has several implications.

Fruitland, Salisbury, and Wicomico County must agree to planning and service areas to enable each of the jurisdictions to best plan for growth without duplication of services. These agreements will emphasize the interrelationships among the three jurisdictions and will become the basis for any future agreements on the sharing of responsibilities and benefits.

Proposals for developments within the Fruitland Planning Area, yet outside the City Limits, should be referred by the County to the City of Fruitland for its review and comment before they are finally evaluated by the City of Salisbury or Wicomico County.

- Fruitland will plan for servicing within the Planning Area. The City will determine where services are needed, what level of services will be provided and when these services will be extended. Any formal requests for services within the Planning Area should be sent to Fruitland to determine whether the City can provide such services within a reasonable time and cost before any requests are made to Salisbury or to the County for such services. If Salisbury or Wicomico County should wish to provide such services, they should meet with Fruitland to discuss the impact upon all communities involved.

- All planning activities conducted within the Fruitland Planning Area should be conducted in the spirit of cooperation and coordination with Salisbury and Wicomico County. Of special importance are the need for coordinated planning efforts concerning issues which relate to the health and well being of the Wicomico River (a shared resource) and issues concerning the growth and the economy within the Wicomico Metropolitan Core area in which the City of Fruitland has a shared interest.

- Implementation tools, such as zoning and subdivision regulations, for those portions not within the Fruitland corporate limits, are the responsibility of Wicomico County. This further emphasizes the need for coordination. Unless the implementation techniques of the County and Salisbury are in conformance with the plans for the Fruitland Planning Area, orderly growth will not occur.

Recommendations

Because of the implications of the Fruitland Planning Area, the following recommendations are made to Fruitland:

- The City of Fruitland should meet with representatives from Wicomico County and the City of Salisbury to discuss the Fruitland Planning Area and its implications. Fruitland should seek agreements to:

  a. The designation of the Fruitland Planning Area and its boundaries.

  b. The referral of all development and service proposals within the Planning Area to Fruitland, before any decisions or final evaluations are made by other jurisdiction.

c. The coordination of implementation techniques in the County or Salisbury, so that they complement plans for the Planning Area.

- Fruitland should coordinate with efforts to conduct the River Basin Study, especially as it relates to Fruitland, Salisbury, Wicomico County, and Delmar.

- The City of Fruitland should determine what portions of the Planning Area it can and will extend full services. The City should then begin proceedings to annex these sections.

  The annexation of lands which will ultimately be served by Fruitland will help reduce possible friction in those areas where one or more jurisdictions may consider extending services. By annexing these fringe areas, service becomes the responsibility of the annexing jurisdiction. Also, by annexing within the general area of the physical boundaries, providing these sections can be served by Fruitland, the City can be more readily distinguished from the urban sprawl of Salisbury and retain its identity.