

# **Emmitsburg, Maryland**

## **Comprehensive Plan**



**Public Hearing Draft**

**07/07/2008**



*Public Hearing Draft*  
*07-21-2008*

**Emmitsburg Planning & Zoning Commission**

Larry Little, Chairman

Tim O'Donnell, Vice Chairman

Patrick Joy, Secretary

Patrick Boyle, Member

Glenn Blanchard, Council Representative

Diane Walbrecker, Alternate

**Mayor and Town Council**

James Hoover, Mayor

Chris Staiger, Council President

Joyce A. Rosensteel, Treasurer

Glenn Blanchard, Councilman

Denise Etris, Councilwoman

Clifford L. Sweeney, Councilman

**Consultant**

Jakubiak & Associates, Inc.

1410 Forest Drive, Suite 23  
Annapolis, Maryland 21403  
[www.jakubiak.net](http://www.jakubiak.net)



# Public Hearing Draft

## 07-21-2008

### Table of Contents

	<i>Page:</i>
SECTION 1 – INTRODUCTION .....	1
1.1 Purpose of the 2008 Comprehensive Plan .....	1
1.2 Public Participation Process .....	2
1.3 Evolution of Emmitsburg Town Planning .....	3
1.4 Major Principles of Town Planning in Emmitsburg .....	4
1.5 Location .....	7
1.6 Report Organization .....	7
SECTION 2 – EXISTING CONDITIONS .....	8
2.1 Recent and Ongoing Plans and Projects .....	10
2.2 Demographics and Economics .....	11
2.3 Natural Environment .....	22
2.4 Land Use .....	30
2.5 Community Design .....	35
2.6 Housing .....	39
2.7 Transportation and Circulation .....	41
2.8 Community Facilities .....	46
SECTION 3 – FUTURE CONDITIONS .....	54
3.1 Future Household Population and Growth .....	54
3.2 Impact on Community Services and Roads .....	58
3.3 Development Opportunities and Constraints .....	60
SECTION 4 – The Vision, Goals, and Policies of the Comprehensive Plan .....	63
4.1 Long-Range Vision .....	63
4.2 Land Use .....	65
4.3 Transportation .....	70
4.4 Sensitive Area Stewardship .....	74
4.5 Water Resources .....	789
4.6 Community Facilities and Services .....	90
4.7 Community Design and Historic Resource Preservation .....	92
4.8 Municipal Growth and Conservation .....	94
4.9 Implementation .....	89
APPENDIX .....	I
A.1 Public Participation .....	I

# Public Hearing Draft

## 07-21-2008

### List of Maps

*Following Page:*

Emmitsburg Regional Overview .....	7
Emmitsburg Town Owned Land .....	7
Emmitsburg Environmental Features .....	23
Emmitsburg Elevations .....	23
Emmitsburg Existing Land Use .....	31
Emmitsburg Existing Zoning .....	31
Emmitsburg Parcels .....	31
Emmitsburg Design Features Map .....	36
Emmitsburg Historic Features Map .....	36
Emmitsburg Streets and Highways .....	42
Emmitsburg Vision Plan .....	64
Emmitsburg Land Use Plan .....	66
Emmitsburg Unconstrained Land Use Plan Map .....	66
Emmitsburg Proposed Streets and Highways .....	71
Emmitsburg Sensitive Area Stewardship .....	75
Emmitsburg Community Facilities .....	91

### List of Tables

*Page:*

2.1	Public Infrastructure Projects .....	10
2.2	Population Growth By Decade Emmitsburg and Frederick County .....	12
2.3	Population by Age Group: 2000 .....	13
2.4	Household Growth by Decade .....	15
2.5	Tenure Status of Housing Units: 2000 .....	15
2.6	Business Establishments by Sector: Emmitsburg and Frederick County: 2005 .....	17
2.7	Residents Work Location Choices: 2000 .....	20
2.8	Median Household Income By Area: 1999 .....	21
2.9	Stream Buffer Size Requirement by Function .....	23
2.10	Inadequate Stream Buffers: Tom's Creek Watershed .....	23
2.11	Historic Resources .....	38
2.12	Comparative Housing Statistics: Emmitsburg and nearby Municipalities: 2000 .....	39
2.13	Average Vehicles per Day .....	44
2.14	Emmitsburg Water Resources .....	47
2.15	School Enrollment Capacity: Spring 2008 .....	49
3.1	Building permits issued 2000-2008 .....	54
3.2	Major Residential Developments April 2008 .....	55
4.1	Future Water and Sewer Capacity Demand .....	81
4.2	Future Water Capacity .....	82
4.3	Biological Integrity .....	86
4.4	2002 Water Quality Monitoring Survey .....	87

# *Public Hearing Draft*

## *07-21-2008*

### **List of Exhibits**

*Page:*

2.1	Population: Emmitsburg 1960-2005 .....	11
2.2	Population: Frederick County 1960-2005 .....	13
2.3	Households: Emmitsburg 1980-2005.....	14
2.4	Business Establishments by Sector: Emmitsburg 2005 .....	18
2.5	Business Establishments 2005 .....	19
2.6	Hydraulic Cycle .....	22
2.7	Underground Water Recharge .....	24
2.8	Stream Channel and Valley Width.....	25
2.9	Sinkhole Development.....	26
2.10	Steep Slopes.....	28
2.11	Streamside Forests .....	29
2.12	Emmitsburg Existing Zoning (acres).....	31
2.13	Year Structure Built: Emmitsburg 2000 .....	40
2.14	Downtown Alleyways.....	43
2.15	Emmitsburg Sidewalks .....	45
2.16	Average Gallons Per Day (Wastewater) .....	46
2.17	Emmitsburg Water Production.....	48
3.1	Frederick County Historic and Projected Employment 1970 - 2030 .....	56
3.2	Emmitsburg Historic and Projected Households 1980 - 2030 .....	57
4.1	Three-Zone Buffer .....	76
4.2	Stream and Floodplain Buffers .....	77
4.3	Projected Water Demand .....	83
4.4	Projected WWTP Demand .....	84



# *Public Hearing Draft*

## *07-21-2008*

### **SECTION 1 – INTRODUCTION**

---

---

#### **1.1 PURPOSE OF THE 2007 COMPREHENSIVE PLAN**

This 2007 Comprehensive Plan sets forth policies governing growth, development, and conservation in Emmitsburg. It is long range, general, and comprehensive.

Long range: The plan is forward-looking. It addresses Emmitsburg’s future needs, through the year 2030.

General: The plan does not focus on matters of detail, which can distract from important policies and proposals. To the extent possible, it focuses on the broad arrangements of land use, transportation, sensitive environmental areas, community facilities, water resources, and municipal growth.

Comprehensive: The plan uncovers relationships between local and regional factors that impact development and conservation. It addresses major elements of the natural and built environments.

This Comprehensive Plan expresses basic goals. It does not predict future events nor list activities or projects. As a guide, this Comprehensive Plan allows Emmitsburg to make day-to-day development decisions on the basis of reasoned and adopted policies, rather than on the individual merits of proposals. This document, its text, maps, and illustrations, provide the basis for making changes to zoning, subdivision, and other regulations that govern land use and infrastructure development.

The Planning and Zoning Commission prepared this Comprehensive Plan as called for by Article 66B of the Annotated Code of Maryland. The plan is consistent with the eight visions of the State of Maryland, Economic Growth, Resource Protection, and Planning Act of 1992.

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.

# *Public Hearing Draft*

## *07-21-2008*

5. Conservation of resources, including a reduction in resource consumption, is practiced.
6. Economic growth is encouraged, and regulatory mechanisms are streamlined.
7. Adequate public facilities and infrastructure under the control of the county or municipal corporation are available or planned in areas where growth is to occur.
8. Funding mechanisms are addressed to achieve these visions.

### **1.2 PUBLIC PARTICIPATION PROCESS**

#### **Workshops**

The Planning and Zoning Commission held a series of workshops during the Comprehensive Plan update process that took place between 2005 and 2008. Planning and Zoning Commission members and the public discussed the information gathered for this update at these workshops

In October 2006, a workshop was held in which the public was invited to participate in selecting and prioritizing the objectives of the Comprehensive Plan. During this workshop, the statements that came forward as the most important to the participants were:

- The conservation / preservation of a “green belt” around the Town should be pursued.
- The Town should invest in making downtown a vibrant center for economic activity.
- Future development should provide for a mix of uses (housing and shopping, for example) to reduce the amount and distance new residents will have to travel to do everyday errands.
- Environmental protection is an essential aspect of planning. Future development, including neighborhoods and shopping centers, will meet higher standards.

#### **Survey Results**

In October of 2006, the Town sent out a mail survey that asked residents to rank their support for 20 possible objectives. About 12.5 percent of the households in the town responded to the survey. A detailed presentation of the results is located in the appendix to this report. The objectives that received the strongest support are listed below:

- The conservation / preservation of a “green belt” around the Town should be pursued.

# *Public Hearing Draft*

## *07-21-2008*

- Efforts should be devoted to encourage small and home-based businesses to locate and remain in Town.
- A bypass route around downtown is created to reduce congestion due to commuters from Pennsylvania.
- Overpasses are planned along US 15 so that motorists can get from one side of US 15 to the other.
- Libraries, schools, community centers, and downtown should always be accessible from any part of Town by walking or biking.
- The churches and institutions (civic, business, religious, educational, social, recreational, and governmental) of Emmitsburg continue to contribute to human development and understanding.

### **Public Hearing**

The Emmitsburg Planning Commission held a public hearing for the Comprehensive Plan on September 22, 2008.

### **1.3 EVOLUTION OF EMMITSBURG TOWN PLANNING**

Emmitsburg has had a Comprehensive Plan in place for over 30 years. This Comprehensive Plan updates Emmitsburg's 1998 Comprehensive Plan. The 1998 plan in turn updated the 1974 Comprehensive Plan, which sought to preserve the unique character of Emmitsburg. The 1974 plan goals focused on the appearance of the Town, creating balance in land use, and improving community facilities and accessibility for all residents. As required by Article 66B, this 2008 Plan shall be reviewed by the Town, and if found necessary, updated in six years.

# *Public Hearing Draft*

## *07-21-2008*

### **1.4 MAJOR PRINCIPLES OF TOWN PLANNING IN EMMITSBURG**

This 2007 Comprehensive Plan is meant to drive a civic agenda around the five following themes. A town planning principle supports each theme. The principles, while universal, address the basic physical planning issues present in Emmitsburg.

- **Emmitsburg's unique natural setting and cultural heritage is conserved and protected for future generations.**

Emmitsburg is located in an area of unique natural beauty and rich environmental resources. Views of the natural and cultural environments (mountains and steeples, for example) are defining characteristics of the Town. Institutions—Mount St. Mary's University, The Daughters of Charity, FEMA National Emergency Training Center, churches, etc.—play an important role in shaping the cultural environment of Emmitsburg and in attracting visitors and tourists. The natural and cultural are interconnected in Emmitsburg and the conservation and protection of this relationship is of overriding importance.

**Town Planning Principle:** Natural areas can connect various parts of a town as it grows and can connect a town and its residents to the open spaces which surround it. In doing so, natural areas are useful elements in town planning; they can form environmental corridors—areas where the benefits provided by these resources are protected—flood control, water quality, wildlife conservation, scenic beauty, and recreation.

- **Downtown Emmitsburg becomes a vibrant center of community life.**

Emmitsburg's historic village center defines the character of the Town. In the past, Main Street in Emmitsburg has been a gathering place for the community to live, shop, and work. Emmitsburg now bears the impact of regional population dispersion. Each year, commuting traffic from the growing suburbs in nearby Pennsylvania to the job centers of lower Frederick County and beyond worsens congestion in the center of Emmitsburg's historic downtown. The use of downtown streets by truck traffic passing through distracts from the quality of life in downtown.

**Town Planning Principle:** As the central hub of in-town activities, downtowns provide residents opportunities to interact and become active participants in their community. A vibrant downtown provides economic and civic opportunities. Through coordinated efforts with all stakeholders, small downtowns can be revitalized.

# *Public Hearing Draft*

## *07-21-2008*

- **Accessibility and mobility guide transportation and land use planning in Emmitsburg.**

Quick and safe access to all areas of town as well as out-of-town destinations is essential and local commuters and businesses depend on the efficiency of highway travel. The mobility afforded to residents by the close proximity to U.S. Route 15 comes at the cost of the regional use of town streets for commuting and interstate truck traffic. Main Street Route MD 140 being a State highway is another limiting factor.

Emmitsburg is home to a large population of seniors, children, and teenagers. One measure of accessibility is the extent to which community facilities such as parks, libraries, schools, and community centers are within a quarter mile of each other and the places people live. Emmitsburg's traditional village core is highly accessible. Centrally located and well-connected activity centers provide needed goods and services for residents with limited mobility and provide all residents of Emmitsburg with recreation opportunities and mobility choices.

**Town Planning Principle:** Good mobility means that the actual role and function of streets and highways are compatible with their design. Historic downtown streets are not intended to carry heavy regional commuter and truck traffic. One key method for resolving congestion while still protecting the quality of life in a small town is to provide options and alternative travel routes through an area.

Good accessibility means that residents are able to access all areas of town (as well as out-of-town jobs and other activity centers) safely and readily. Providing accessibility requires a well-connected local street network with efficient and safe access to collector and arterial roads. Also, small towns can capitalize on their compact nature by building pathways along and between existing roads and through natural resource areas. Sidewalks and bike paths provide an alternative to vehicles for many of the trips made within a town that is interconnected.

- **Environmental stewardship is paramount.**

Emmitsburg is located in a valley of the Catoctin Mountain Range. This comes with the responsibility to conserve and restore the abundant environmental resources and the key functions they provide. Thoughtful planning is especially required to preserve and protect these resources in areas beyond the current town limits, where the Town is tasked with guiding the long-term conversion of agricultural areas into humane and balanced land-use arrangements.

**Town Planning Principle:** Sensitive natural areas play significant roles in the quality and health of human settlements and indeed in the happiness and well-being of persons. Floodplains and wetlands in their natural state help control flooding, improve water quality, and provide protective habitat for native plants and wildlife. Well-connected forested corridors provide habitat and necessary means of migration for wildlife. The

# *Public Hearing Draft*

## *07-21-2008*

underlying resource base helps determine the suitability, the location, and the intensity of development in any given area.

- **Public facilities are adequate to accommodate growth.**

Emmitsburg's water, sewer, schools, parks and athletic ball fields, community center, police, fire and emergency services ensure a high quality of life in the Town. Planning for the future within the limits of existing and planned services can ensure that the same high quality of education, safety, and other public services are maintained as the Town grows.

**Town Planning Principle:** Community facilities and services sustain and strengthen towns as population grows provided their capacity, quality, and accessibility are taken into account. A Town provides its residents with essential public services and community facilities. Proper stewardship over these resources and the Town's investments require that a Town grows within the confines of its infrastructure and services while expanding these services as necessary. Existing Town residents should not suffer a reduction in the quality of services or bear the financial burden of new development.

# *Public Hearing Draft*

## *07-21-2008*

### **1.5 LOCATION**

The location of Emmitsburg may be defined in several ways (See Emmitsburg Regional Overview Map).

- **Nearby Major Population Centers:** Emmitsburg is approximately 57 miles northwest of Baltimore, Maryland, approximately 49 miles southwest of Harrisburg, Pennsylvania, and approximately 78 miles north of Washington, D.C.
- **Proximity to Regional Population Centers:** Frederick (the Frederick County Seat) is 24 miles south of Emmitsburg, Hagerstown is 27 miles west in Washington County, and Gettysburg is 14 miles north.
- **Surrounding Mountains:** Emmitsburg is situated in a valley surrounded by the Catoctin Mountain Range. The Town has acquired much of the land on College Mountain to the west of Town in an effort to preserve this resource and the views that it provides.
- **Frederick County:** Led by an in-migration of commuters along the I-270 biotechnology corridor, the County has shown steady population growth in recent decades.
- **Proximity to Pennsylvania:** Emmitsburg has the unique quality and challenge of being one of the few municipalities located on Maryland's border with Pennsylvania.
- **Monocacy River Watershed:** Emmitsburg is located within the Monocacy River Watershed, which is part of the Chesapeake Bay Watershed.

### **1.6 REPORT ORGANIZATION**

This 2007 Comprehensive Plan is organized into four main sections. Each section is a vital part of the overall Comprehensive Plan.

Section 2 presents important background information on recent development activity, the Town's population, and the various interrelated physical elements of Emmitsburg: sensitive natural areas, land use, transportation, community facilities, community design, and historic resources. It provides the baseline for a shared understanding of the opportunities and constraints facing the Town as it looks to the future. Section 3 provides a projection of future growth through 2030. Section 4 presents the long-range vision and recommended policies of the Comprehensive Plan.



# Public Hearing Draft

## 07-21-2008

### SECTION 2 – EXISTING CONDITIONS

*The Planning and Zoning Commission reviewed and concurred on existing conditions to understand existing community character, create a baseline for anticipating how change will impact our resources, and to inform choices about the future. An overview is provided below.*

---

---

#### 2.1 RECENT AND ONGOING PLANS AND PROJECTS

*The Town is taking steps to improve and expand water and sewer facilities through studies of additional well sites for drinking water and upgrades to the wastewater treatment plant. There are two private residential subdivisions under active development.*

#### 2.2 DEMOGRAPHICS AND ECONOMICS

*Population has increased dramatically over the last two decades. Slightly more than half of the dwelling units in Town are owner occupied. Senior citizens make up slightly less than a quarter of the population. Local businesses are generally small, concentrated in Construction, Retail Trade, and Religious Services.*

#### 2.3 NATURAL ENVIRONMENT

*The three main creeks in Emmitsburg; Tom's Creek, Flat Run Creek, and Middle Creek, are surrounded by natural features of the Town including—wetlands, woodlands, steep slopes, and floodplains. Most of these features can be found outside the Town's current boundary however; woodlands and 100-year floodplains are also prominent features within the Town boundary.*

#### 2.4 LAND USE

*Land use in the Town consists of a historic village core along Main Street surrounded by traditional residential neighborhoods and newer suburban residential development. Much of the surrounding area is in agricultural, open space, or institutional use with small pockets of rural residential branching out from the Town.*

#### 2.5 COMMUNITY DESIGN

*Emmitsburg is designed in a traditional radial style street network. This provides for scenic gateways into Town along main access points, bringing focus to the center of Town. The Town also benefits from views of the Catoclin Mountains. U.S. Route 15 provides an edge to the established Town.*

# *Public Hearing Draft*

## *07-21-2008*

### *2.6 HOUSING*

*The average house in Emmitsburg was built in 1939. More than half of the housing units in the Town are single-family units. Slightly less than six percent of housing units are vacant. The Town also contains a significant number of single-family homes that are less than 20-years-old.*

### *2.7 TRANSPORTATION AND CIRCULATION*

*U.S. Route 15 and MD Route 140 are the primary access points for the Town. Commuter traffic traveling to and from Pennsylvania passes through town on Main Street (MD Route 140) and Seton Avenue. In the center of Emmitsburg commuters frequently leave main routes, using the alley system to bypass congestion.*

### *2.8 COMMUNITY FACILITIES*

*Public facilities in the Town are adequately sized for Emmitsburg's current situation, with the exception of the Elementary School. A planned addition to the school is budgeted in the Frederick County Educational Facilities Master Plan. Community parks provide ample recreational opportunities for residents.*

# Public Hearing Draft

## 07-21-2008

### 2.1 RECENT AND ONGOING PLANS AND PROJECTS

#### Public Infrastructure Investments

The following projects have been either recently completed or are in planning or construction phases. Table 2.1 below addresses the public projects and their status.

**Table 2.1: Public Infrastructure Projects:**

<b>Completed Projects</b>	<b>Year Completed</b>
Mountain View Road Waterline Rehabilitation	2005
Little Run Sanitary Sewer Rehabilitation	2005
Creamery Road 8 <sup>th</sup> Water Line	2006
Paving of DePaul Street	2006
Creamery Road Force Main	2006
South Seton Avenue Sanitary Sewer Rehabilitation	2007
South Seton Avenue Water Line Rehabilitation	2007
<b>Ongoing Projects</b>	<b>Status</b>
Study of Well "J"	Underway
Study of Well "7"	Underway
Study of additional well locations	Preliminary

Source: Town of Emmitsburg and Jakubiak & Associates, Inc.

#### Private Development Projects

There are currently two private development projects underway in Emmitsburg. Both projects are residential subdivisions. One is Southgate, located at the end of Cedar Avenue behind the historic residential homes south of the Community Center. Southgate will include 35 single-family residences when completed. Building permits have been issued for 24 of these lots; eleven lots remain to be built. The other project is Brookfield, located on the Northwest end of Town off Timberhill Run and Irishtown Road. Brookfield will include 142 single-family homes. As of April 2008, 45 building permits were issued for Brookfield.

The Town of Emmitsburg has doubled its population in the last 20 years with these and two other residential developments (Northgate and Pembroke Woods).



# Public Hearing Draft

## 07-21-2008

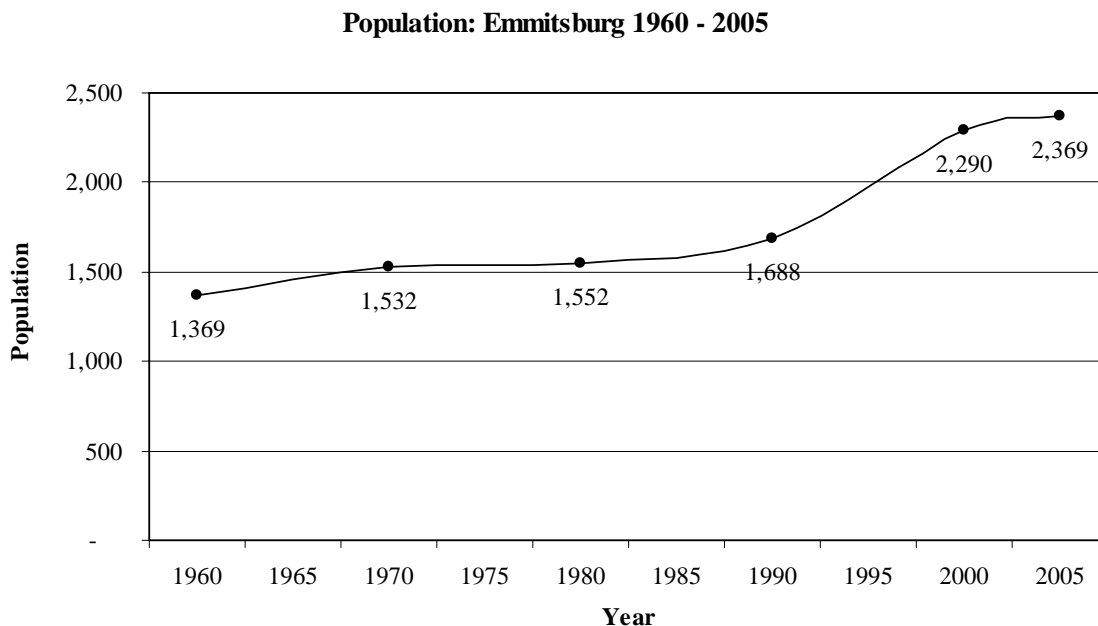
### 2.2 DEMOGRAPHICS AND ECONOMICS

This overview of some of the characteristics of the Town and its residents compares the Town's population, housing, and economic structure to that of Frederick County and, where relevant, to nearby Towns. In so doing, it provides a point of reference so local statistics are seen in a meaningful and broader context.

#### Population

According to the U.S. Census Bureau Emmitsburg grew by 921 residents at an average annual rate of 1.36 percent between 1960 and 2000. Most of this growth occurred over the 10-year period between 1990 and 2000 in which the Town's population increased by nearly 36 percent from 1,688 to 2,290. Six out of every ten persons added to the population since 1960 were added between 1980 and 2000. Emmitsburg population in 2005 was 2,369, reflecting an average annual growth rate of 0.68 percent between 2000 and 2005. This growth rate is low compared with the 2.48 percent growth per year for Frederick County in the same five-year period.

#### Exhibit 2.1:



Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

Factors contributing to this population growth include:

- The outward migration of population to the rural areas of Frederick County.
- Transportation improvements on Interstate 270, which have helped reduce commuting times.
- Annexation of adjoining lands for increased residential development.

**Table 2.2: Population Growth By Decade Emmitsburg and Frederick County**

	<b>1960- 1970</b>	<b>1970- 1980</b>	<b>1980- 1990</b>	<b>1990- 2000</b>	<b>2000- 2005</b>	<b>1960-2005</b>
<b>Emmitsburg</b>						
Percent Change	11.91	1.31	8.76	35.66	3.45	-
Rate of Growth	1.13	0.13	0.84	3.10	0.68	1.23
<b>Frederick County</b>						
Percent Change	18.07	35.17	30.85	30.00	13.02	-
Rate of Growth	1.67	3.06	2.73	2.66	2.48	2.52

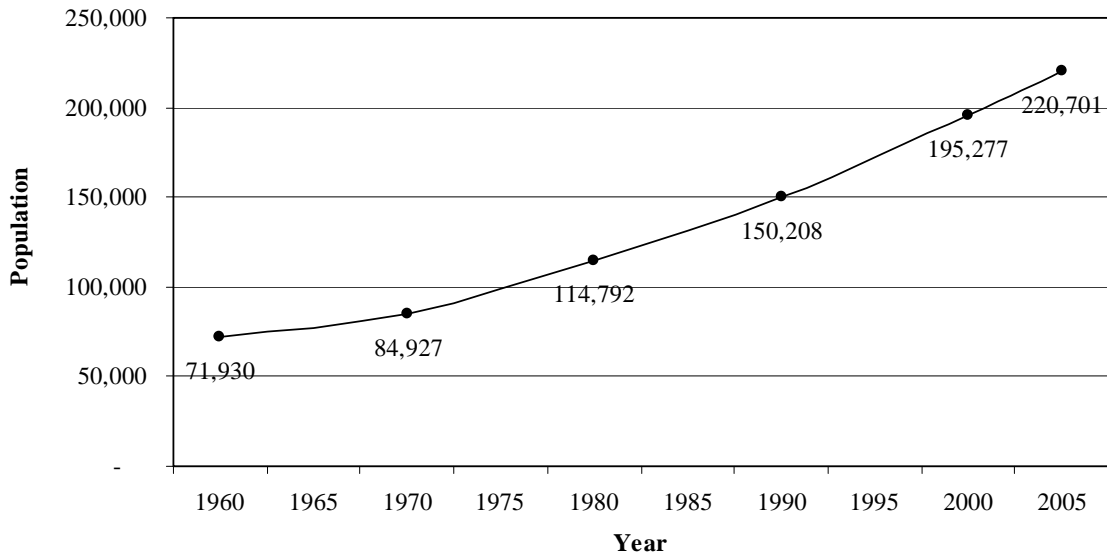
Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

The County has experienced rapid growth over the twenty-year period between 1980 and 2000. In Frederick County, 65 percent of the total growth between 1960 and 2000 occurred during the last 20 years. The annual growth rate for the County has been 2.52 percent per year between 1960 and 2005. The latest population estimates for 2005 indicate a five-year, 13 percent increase in population. The 2005 population for Frederick County was estimated to be 220,701.

# Public Hearing Draft 07-21-2008

**Exhibit 2.2:**

**Population: Frederick County 1960 - 2005**



Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

**Age**

Composition of the Town’s population by age helps to illustrate important elements of the community’s character. In 2000, Emmitsburg’s median age was 37.3 years, while the County had a younger median age of 35.6. The difference between the Town and County relates to the proportion of senior citizens: one in every five Town residents (about 21 percent) is over the age of 65. Only slightly less than ten percent of Frederick County residents are over 65 years of age.

**Table 2.3: Population by Age Group: 2000**

Years of Age	Emmitsburg	Frederick County
Under 18	24.9%	28.7%
Over 65	21.4%	9.6%

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

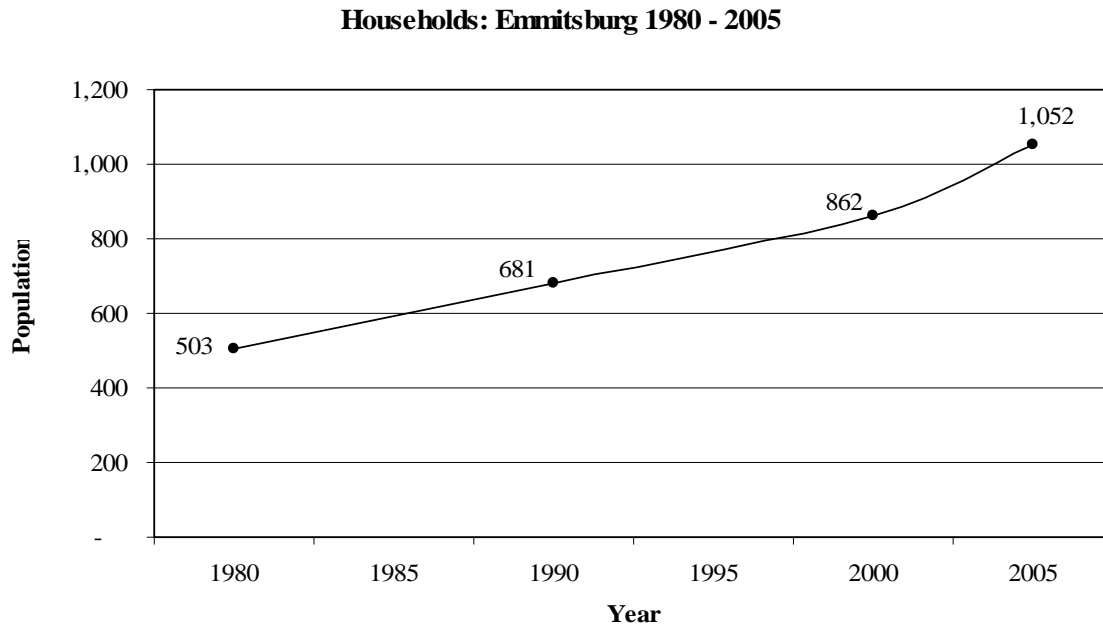
# Public Hearing Draft

## 07-21-2008

### Households

Household data (in regards to occupied housing units) between 1980 and 2000 is presented in this section. Emmitsburg's household growth has remained steady over this 20-year period.

### Exhibit 2.3:



Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

Since 1980, Emmitsburg has experienced consistent household growth. The average annual growth rate for the Town was 2.73 percent during the 20-year period between 1980 and 2000. The number of households in the County grew at a rate of 3.10 percent per year during this same time.

**Table 2.4: Household Growth by Decade**

	<b>1980-1990</b>	<b>1990-2000</b>	<b>1980-2000</b>
<b>Emmitsburg</b>			
Percent Change	35.4%	26.6%	-
Rate of Growth	3.08	2.38	2.73
<b>Frederick County</b>			
Percent Change	38.3%	33.1%	-
Rate of Growth	3.30	2.90	3.10

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

Slightly more than half of the housing stock in Emmitsburg is owner-occupied. There are 880 housing units in Emmitsburg. Rental housing is found in 42 percent of available housing units, higher than Frederick County's 23 percent of renter occupied housing. The Town also has a slightly higher vacancy rate than that of the County. The higher vacancy rate in Emmitsburg is tied to the high percentage of rental housing, which has more turnover and periods of vacancy than owner-occupied housing. Student housing for Mount Saint Mary's University is rental housing, which may be vacant for months during the summer due to lack of demand.

**Table 2.5: Tenure Status of Housing Units: 2000**

	<b>Emmitsburg</b>	<b>Frederick County</b>
Owner Occupied	51%	73%
Renter Occupied	42%	23%
Vacant	6%	4%

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

Other relevant findings from the 2000 Census regarding households include:

- The average household size for Emmitsburg is 2.51 people, eight percent lower than the County's average household size of 2.72.
- One-person households make up 26 percent of occupied housing units, compared to 9.6 percent in the County.
- Of those in the population 65 years and older, 28 percent live in group quarters including Saint Catherine's Nursing Center and Villa Saint Michael's.
- The percent of families in Emmitsburg who were below the poverty line was 4.2 percent as compared with 2.9 percent in Frederick County.

# *Public Hearing Draft*

## *07-21-2008*

### **Economic Structure**

A basic analysis of the economic structure of a community can help to illuminate commercial land development patterns within the area. The zip code encompassing Emmitsburg (21727) contains 116 businesses, which account for two percent of the total establishments within Frederick County. Table 2.6 shows business establishments located in Emmitsburg in 2005 as compared with Frederick County.

**Table 2.6: Business Establishments by Sector: Emmitsburg and Frederick County: 2005**

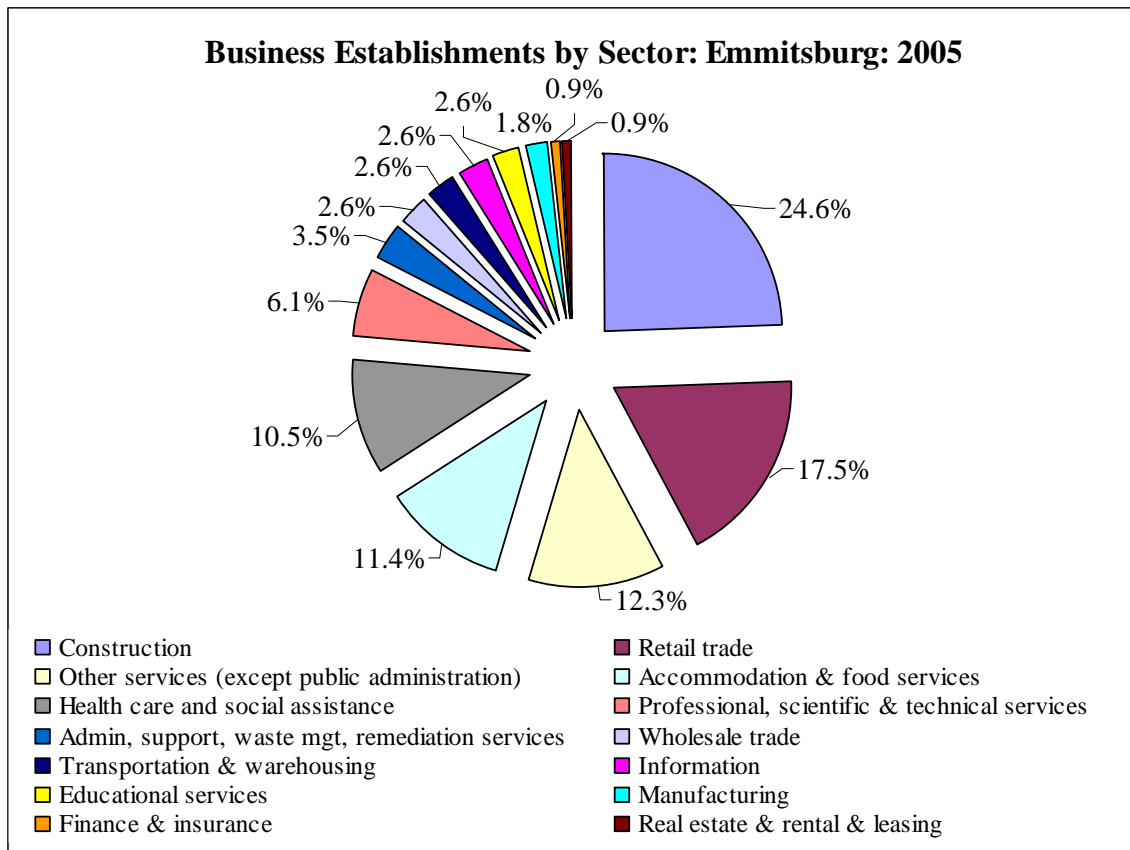
Industry Sector	Emmitsburg		Frederick County	
	Number	% of total	Number	% of total
Total Establishments	114	100%	5903	100.0%
Construction	28	24.6%	1108	18.8%
Retail trade	20	17.5%	794	13.5%
Other services (except public administration)	14	12.3%	588	10.0%
Accommodation & food services	13	11.4%	379	6.4%
Health care and social assistance	12	10.5%	511	8.7%
Professional, scientific & technical services	7	6.1%	748	12.7%
Admin, support, waste mgt, remediation services	4	3.5%	342	5.8%
Wholesale trade	3	2.6%	221	3.7%
Transportation & warehousing	3	2.6%	129	2.2%
Information	3	2.6%	118	2.0%
Educational services	3	2.6%	64	1.1%
Manufacturing	2	1.8%	187	3.2%
Finance & insurance	1	0.9%	310	5.3%
Real estate & rental & leasing	1	0.9%	265	4.5%
Arts, entertainment & recreation	-	-	82	1.4%
Management of companies & enterprises	-	-	27	0.5%
Forestry, fishing, hunting, and agriculture support	-	-	15	0.3%
Unclassified establishments	-	-	10	0.2%
Mining	-	-	3	0.1%
Utilities	-	-	2	0.0%

Source: U.S. Census; County Business Patterns and Jakubiak & Associates, Inc

# *Public Hearing Draft*

## *07-21-2008*

**Exhibit 2.4:**



Source: U.S. Census; County Business Patterns and Jakubiak & Associates, Inc.

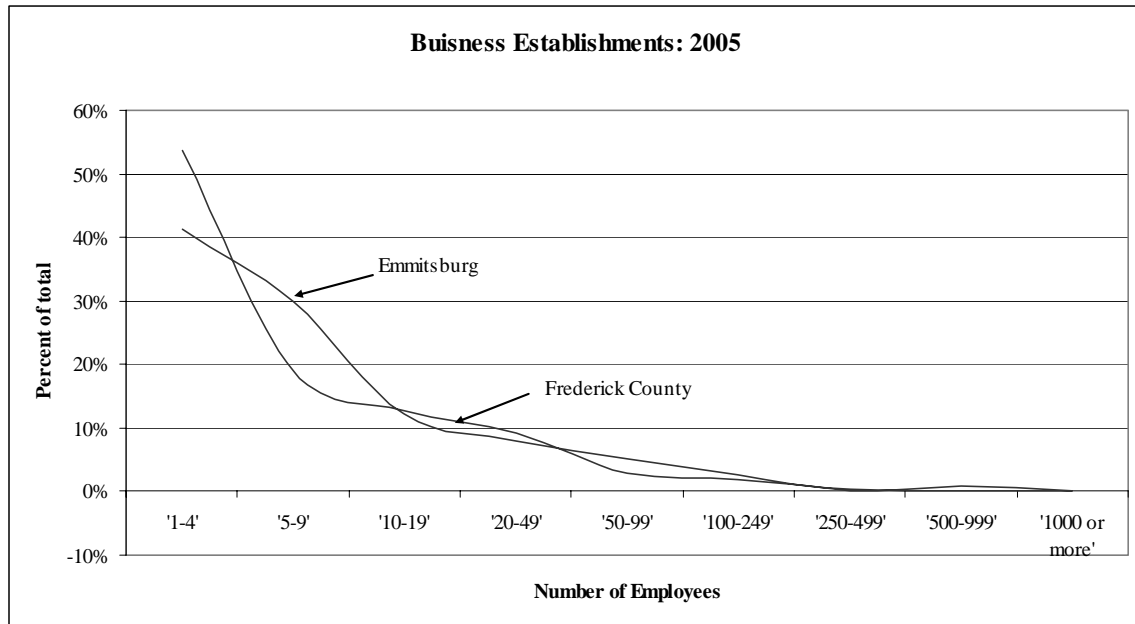
Exhibit 2.4 shows that Emmitsburg’s Construction sector is the dominant industry with over 24 percent of the total Emmitsburg establishments in this sector. Also prominent are: Retail, Other Services, Accommodation and Food Services, and Health Care and Social Assistance. This is consistent with Frederick County, which also has large concentrations of Construction and Retail Trade establishments. The Town differs from the County in that the County has a relatively large number of businesses in Professional, Scientific, and Technical services, while the Town has more Religious and Automotive establishments making up the Other Services category.

# Public Hearing Draft

## 07-21-2008

Exhibit 2.5 illustrates business size in Emmitsburg as compared with Frederick County. The distribution of businesses by the number of employees is consistent between the County and Town. Differences are evident with respect to the smaller firms: 30 percent of the Emmitsburg businesses have 5-9 Employees, compared to 20 percent in Frederick County.

**Exhibit 2.5:**



Source: U.S. Census; County Business Patterns and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

### **Workforce, Employment, and Income**

Table 2.7 shows where the workforce in Emmitsburg and Frederick County is employed within the State. Employment opportunities in the Emmitsburg area are more than double the number of available workers in the Town. Despite this, only 18 percent of the Town's workforce is employed within Emmitsburg. Also noteworthy is the fact that over 800 Town residents, or 75 percent of the workforce, are employed within Frederick County.

**Table 2.7: Residents Work Location Choices: 2000**

	Emmitsburg		Frederick	
	number of workers	percent of total	number of workers	percent of total
Total workforce	1,077		102,318	
work in Emmitsburg	191	18%	n/a	
work in Frederick County	807	75%	60,272	59%
work in Maryland	986	92%	93,084	91%

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

Overall, the number of jobs in Emmitsburg increased 27 percent between 1998 and 2003, from 1,955 to 2,486 jobs. During this same period, Frederick County experienced a 24 percent growth in employment from 64,779 to 80,300 jobs. Major Employers in the Emmitsburg area include Federal Emergency Management Agency (FEMA), St. Joseph's Provincial House/Villa St. Michael/St. Catherine's Nursing Center, Frederick County, Mount Saint Mary's, and the Town of Emmitsburg.

Despite the higher levels of employment within the area, the median income for Emmitsburg is lower than that of nearby municipalities as well as significantly lower than the County as a whole. Factors that contribute to this likely include a relatively low labor force participation resulting from the presence of college students and senior citizens. This may be explained largely by the Town's high proportion of residents 65 and older. This segment of the population often lives on a fixed income, which may be lower than those of residents in the labor force, resulting in a lower median income for the Town. In the County, 74 percent of the population over 16 years of age participates in the labor force compared to 60 percent in Emmitsburg.

The 2004 estimated median income for the Emmitsburg zip code area was \$52,483, in contrast to the Town's 1999 median income of \$38,710. Only 13 percent of the zip code area population is over the age of 65<sup>1</sup>, compared to 21 percent of the population within the Town's boundaries.

---

<sup>1</sup> Claritas, July 2006.

# Public Hearing Draft

## 07-21-2008

**Table 2.8: Median Household Income By Area: 1999**

<b>Area</b>	<b>Annual Income</b>
Maryland	\$ 52,868.00
Frederick County	\$ 60,276.00
Emmitsburg	\$ 38,710.00
Thurmont	\$ 49,530.00
Taneytown	\$ 42,820.00
Smithsburg	\$ 50,795.00

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

### Summary

The data presented in this section allows for a better understanding of the needs of the residents of Emmitsburg.

To summarize:

- The population of Emmitsburg has been growing over the past 20 years, consistent with County and state patterns.
- The number of households has steadily increased and slightly less than half of these households are renting.
- Twenty-one percent of the residents of Emmitsburg are over 65 years old; about 16 percent of these residents live in one of the two major nursing centers in Emmitsburg.
- Most area businesses are small and about one-quarter of them specialize in construction, retail, automotive, or religious services.



# Public Hearing Draft

## 07-21-2008

### 2.3 NATURAL ENVIRONMENT

The Town of Emmitsburg is situated at the foot of the Catoctin Mountains, at the eastern edge of the Appalachian Mountain range, and the Upper Monocacy River Watershed. This watershed covers 966 square miles in Maryland and Pennsylvania. The Monocacy River is a tributary of the Potomac River which drains into the Chesapeake Bay.

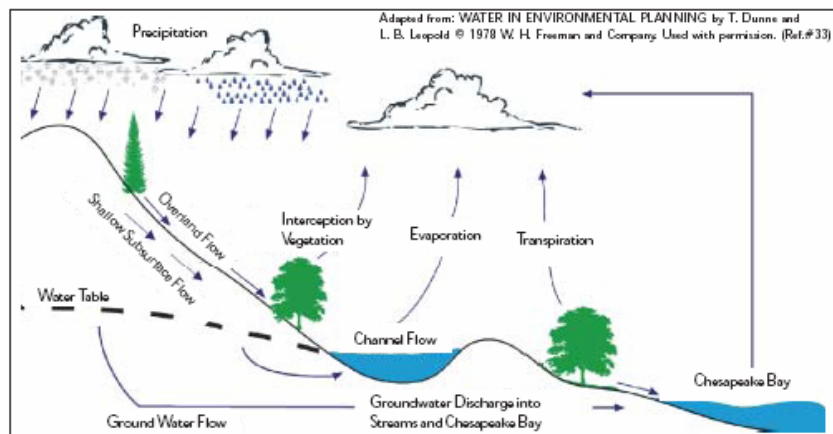
Locally, Emmitsburg is situated within a valley through which Tom's Creek runs. The high relief topography of the Catoctin Mountains extends to the valley and floodplains of Emmitsburg. The maps, text, and exhibits in this section help define the limits of development potential; reveal the important roles that natural resources play in Emmitsburg; and reinforce the importance of sound, long-range, land-use planning. The Emmitsburg Environmental Features Map is the primary data set for this section.

#### Water Resources

##### Surface Water, Streams and Stream Buffers

The Emmitsburg Environmental Features Map shows the streams in and around Emmitsburg. These include Tom's Creek, Flat Run Creek, Middle Creek, and other intermittent tributaries that flow from the Piedmont Province into the Monocacy River.

#### Exhibit 2.6: Hydraulic Cycle



Source: Maryland Department of Natural Resources

# *Public Hearing Draft*

## *07-21-2008*

Natural vegetation in stream floodplains, particularly forests, provides environmental benefits by reducing surface run-off, preventing erosion and sediment movement, moderating temperature, providing organic material, providing overhead and in-stream cover habitat, and promoting diversity of aquatic life. Exhibit 2.6 illustrates the hydraulic cycle present in streams. For a vegetated stream buffer to be effective in providing benefits it must be a certain width on either side of the stream. Table 2.9 below indicates the size of buffer necessary to provide various benefits.

**Table 2.9: Stream Buffer Size Requirement by Function<sup>2</sup>**

<b>Function</b>	<b>Buffer</b>
Habitat for wildlife	300 - 1,600 feet
Flood Mitigation	70 - 200 feet
Sediment Control and Stream Stability	50 - 100 feet
Nitrogen / Phosphorous Removal	50 - 100 feet
Pesticide Reduction	45 feet
Bank Stabilization/Food Production	25 feet

Source: USDA Forest Service-Northeastern Area State and Private Forestry

Maintaining healthy streams and forest buffers along Tom’s Creek and Flat Run is critical to reducing nutrient and sediment loading to the Monocacy River and in the Chesapeake Bay. The Maryland Department of Natural Resources (DNR) has evaluated stream buffers in the Upper Monocacy Watershed. As shown in 2.9, there are inadequate buffers in the Tom’s Creek sub-watershed within the Town of Emmitsburg. About 15 miles of buffer along Tom’s Creek are classified as inadequate within this watershed.<sup>3</sup> For the purpose of the DNR study “inadequate” means that the forest buffer is less than 50 feet wide, measured from the edge of the stream.

**Table 2.10: Inadequate Stream Buffers: Tom’s Creek Watershed**

<b>Inadequate Buffer(miles)</b>			<b>Percent Inadequately Buffered</b>	
<b>Right</b>	<b>Left</b>	<b>Total</b>	<b>Right</b>	<b>Left</b>
15.44	15.03	30.47	54.2	52.7

Source: Maryland Department of Natural Resources

<sup>2</sup> USDA Forest Service-Northeastern Area State and Private Forestry, “Riparian Forest Buffer Widths: The Chesapeake Bay Watershed Forestry Program”. 2003.

<sup>3</sup> See Maryland Department of Natural Resources Research on the Upper Monocacy River

# Public Hearing Draft

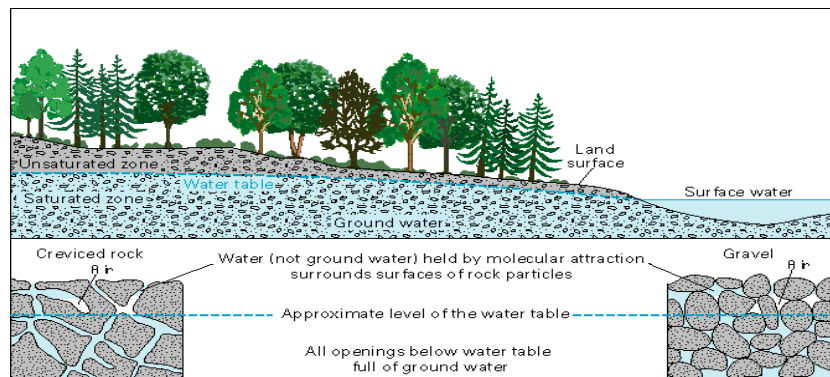
## 07-21-2008

The Town of Emmitsburg relies on a reservoir, Rainbow Lake, located on Turkey Run for a portion of its water supply. Turkey Run is a tributary of Tom's Creek located beyond the western boundary of the Town running down from College Mountain.

### Groundwater

The underground water table, which stores water, is recharged by precipitation within the watershed. Exhibit 2.7 below shows the optimum condition for underground water recharge for a groundwater well and the surrounding vegetation. To provide healthy recharge for the water supply and since Emmitsburg's sub watershed is part of the Chesapeake Bay watershed, it is critical that healthy stream buffers are maintained.

### **Exhibit 2.7: Underground Water Recharge**



Source: U.S Geological Survey

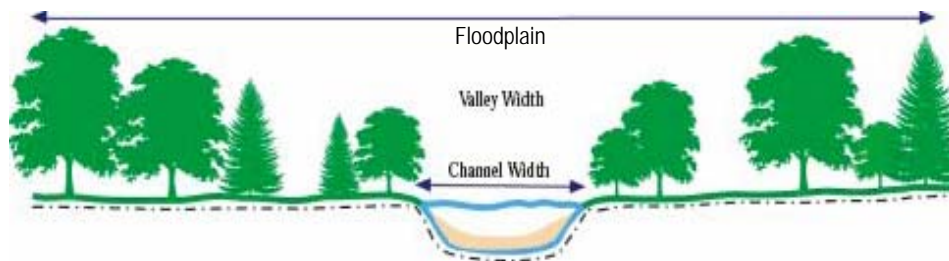
# Public Hearing Draft

## 07-21-2008

### 100-Year Floodplain

FEMA delineates 100-year floodplain limits as areas that have a one percent annual chance of being flooded. The limit of floodplain inundation is generally determined by the size of the watershed, local geology, and the pattern of surrounding land uses. The boundaries of Emmitsburg's floodplains are defined by broad and flat valleys. The diagram below shows a cross-section of a typical floodplain in open space use.

#### **Exhibit 2.8: Stream Channel and Valley Width**



Source: Maryland Department of Natural Resources

The 100-Year Floodplains in Emmitsburg are shown on the Emmitsburg Environmental Features Map. Floodplains encompass broad areas along both sides of Tom's Creek, Flat Run Creek, Middle Creek, and their tributaries. Major flooding events may be expected within the 100-year floodplain. As shown on the Emmitsburg Environmental Features Map, floodplains cross all major roadways leading into and out of Town. Within a floodplain increased flood potential makes resulting damage worse. The conversion of natural areas to developed uses is regulated by the Town's floodplain management regulations.

### Wetlands

Wetlands are lands inundated or saturated by surface or ground water often enough to support a prevalence of vegetative or aquatic life that requires saturated soil conditions for growth and reproduction. Typically, this includes swamps, marshes, bogs, wet meadows, river overflows, mud flats, and natural ponds.

Wetlands play a pivotal role in regulating the interchange of water within watersheds as well as in the global water cycle. By definition, water saturation in the root zone at or above the soil surface for a certain amount of time during the year characterizes wetlands. Precipitation and surface water are stored and slowly released into surface water, groundwater, and the atmosphere. Wetlands also help maintain the water table level, by providing force for ground water recharge and discharge to other waters. Acting as a sink for nutrients, wetlands provide organic compounds, nutrients, and other components necessary for plant and aquatic life. Finally, they

# Public Hearing Draft

## 07-21-2008

serve as habitat for certain rare and endangered species and breeding or spawning grounds for various species of birds, fish, and reptiles.

The Emmitsburg Environmental Features Map shows Emmitsburg's wetlands. They are primarily located within the floodplain associated with Tom's Creek, but there are several isolated wetland areas within the Town as well. In Emmitsburg, no wetlands are delineated as wetlands of special concern by the State of Maryland.

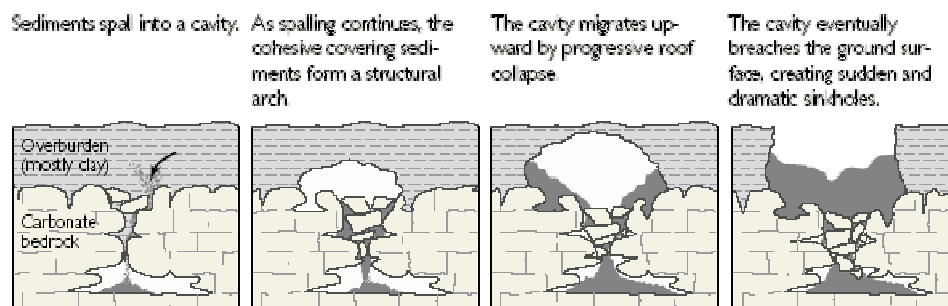
### Geology

Physical factors like geology and soils determine local topography, hydrology and potential for erosion. In the geology of the Upper Monocacy River watershed, Catoctin Mountains, and Piedmont province there are three major formations: the Wissahickon Formation, Weverton Formation, and the Metarholite Formation along with its associated pyroclastic sediments.

The Town of Emmitsburg is situated within the Piedmont Valley, characterized by New Oxford Formation, Gettysburg Shale, and Frederick and Grove Limestone. The valley also has minimal Antietam Formation, Diabase Sills and Dykes, Harpers Formation, and Ijamsville Formation.

Geological formations around Emmitsburg are susceptible to sinkhole development. Redirection of drainage as a result of development can upset the natural equilibrium, affect the Town's underground water yields, and cause infrastructure damage.<sup>4</sup> (See Exhibit 2.9 below) To prevent this, care should be taken to maintain natural drainage and protect natural areas along Tom's Creek and Flat Run.

### Exhibit 2.9: Sinkhole Development



Source: U.S. Geological Survey

<sup>4</sup> For more information of Sinkholes see Maryland Geological Survey Study on Frederick Valley.

# *Public Hearing Draft*

## *07-21-2008*

### **Soils**

Soils are unconsolidated earth material composed of superficial geological strata, consisting of clay, silt, sand or gravel size particles as classified by the U.S. Soil Conservation Service. Generally healthy and productive soils and landscapes play a pivotal role in the production of food, maintenance of water quality, sustenance of primary industries, and support of rural and urban development.

Emmitsburg's soil type consists of Penn series, Readington, Croto, and Lehigh soils. The western portion of Town has large concentrations of hydric soil formed under conditions of saturation or flooding. These types of soils are susceptible to erosion especially in steep and mountainous regions.

There is a full range of the soil types found in Emmitsburg including: nearly level to very steep, shallow to deep, well drained, and somewhat excessively drained and poorly drained soils. These soils form as a result of residuum derived from red shale, siltstone, and fine-grained sandstone found on short steep ridges, hills, and nearby lowlands.

# *Public Hearing Draft*

## *07-21-2008*

### **Steep Slopes**

Steep slopes are surface formations with a vertical incline greater than 22.5 degrees or 25 percent. Slopes of this degree have sufficient steepness to cause erosion or increased flooding when disturbed for land development or agriculture. The Emmitsburg Elevations Map shows steep slope areas in bright red.

The area surrounding Emmitsburg is characterized by moderately sloped lands with increasing slopes in the northern part of Town towards the Mason-Dixon Line. Some steeper areas are present along portions of Flat Run and Tom's Creeks. Exhibit 2.10 shows an example of development on a steep slope.

### **Exhibit 2.10: Steep Slopes**



Houses built on steep slopes are prone to damage from slope failure.

Source: Utah Planning Office

When steep slopes and highly erodable soils combine, the impacts of development are magnified. Where there are highly erodable soils, slopes less than 25 percent will have similar effects as a 25 percent slope with regard to erosion and increased flooding as a result of development.

# Public Hearing Draft

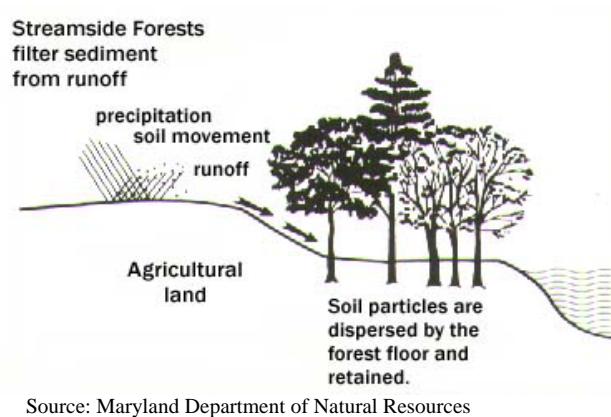
## 07-21-2008

### Environmental Corridors

Natural lands in the Upper Monocacy River watershed enhance water quality and provide habitat for plants and animals. Forests contribute to the conservation of a region's biodiversity. The main environmental corridors in Emmitsburg contain ecologically important lands.

Among the benefits of preserving these corridors, forested areas help to stabilize steep slopes, slow storm water run-off, and clean the air during photosynthesis. Major stands of forests, on a macro level, act as natural buffers to harsh weather conditions and help to moderate temperatures.

### Exhibit 2.11: Streamside Forests



The sub-watersheds around Emmitsburg contain 306 acres of interior forest and 1,435 feet of streams. The Town's environmental corridors, as shown on the Emmitsburg Environmental Map, exist along Tom's Creek and Flat Run. Emmitsburg has other large patches of forest in the northern portion of Town toward Irishtown Road and west of Flat Run. Smaller and more fragmented woodlands exist around St. Joseph's Provincial House, Welty Road and North of Seton Avenue (See Emmitsburg Environmental Features Map).

Somewhat fragmented by development and farming, Emmitsburg's woodland areas, in their natural condition, form part of the Catoctin Mountain forest. This is the largest block of forest between Washington County and the Chesapeake Bay, making it an important factor in the health of the Chesapeake Bay.

# *Public Hearing Draft*

## *07-21-2008*

### **2.4 LAND USE**

#### **Surrounding Area Land Use**

The Emmitsburg Existing Land Use map illustrates the land use pattern in the Town and surrounding area. Four observations are most relevant:

1. U.S. Route 15 largely separates developed from undeveloped land in the Emmitsburg area. Land to the east of Route 15 remains largely undeveloped.
2. The vast majority of land surrounding the Town is in agricultural or open space use.
3. Streams run through much of the land to the east of Route 15, and Tom's Creek provides a natural edge to land development southwest of Town.
4. There are pockets of low-density residential development within the growth boundary but outside of Town.

#### **Municipal Growth Area**

The Municipal Growth Area was established to control and focus outward expansion of the Town. Emmitsburg's existing municipal growth area is outlined in blue on the Emmitsburg Existing Land Use Map. Open Space and Agricultural Uses characterize the lands in this growth area. The size of the Municipal Growth Area, including the Town, is 7 square miles.

#### **Town Land Use**

With regard to the Town's land use pattern as shown in the Emmitsburg Existing Land Use Map, four observations are most relevant:

1. The historic downtown is centered at the intersection of Main Street (U.S. Route 140) and Seton Avenue (Business U.S. Route 15). Historic residential, commercial, and institutional uses make up this core of Town.

# Public Hearing Draft

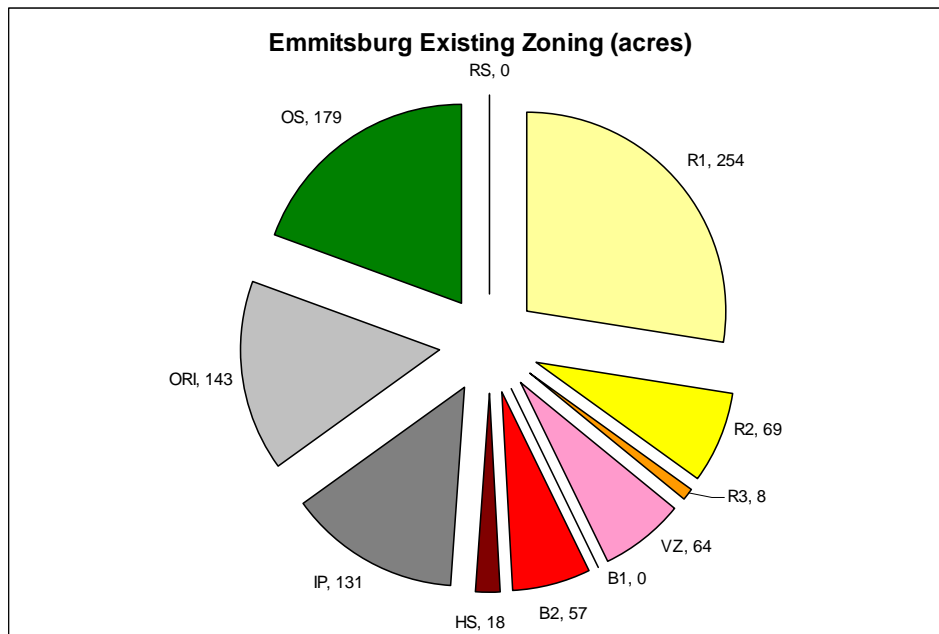
## 07-21-2008

2. New low-density residential development has occurred on the edges of the village center. These developments are characterized by cul-de-sacs and suburban street layouts in contrast to the grid street pattern found in the traditional areas of Town.
3. Little development has occurred within the Town's boundaries on the East side of U.S. Route 15, with the exception of a light industrial use at the intersection of Creamery Road and U.S. Route 15. Current zoning on this edge of Town allows for office research parks, industrial park, and highway service uses.
4. The National Register for Historic Places lists 216 contributing buildings and one contributing site in Emmitsburg. (These are discussed in more detail under the heading Community Design)

### Current Zoning

The current zoning of Emmitsburg can be seen on the Emmitsburg Existing Zoning Map. There are 11 different zoning designations. These are shown on the Emmitsburg Existing Zoning Map. The designations, "Residential Suburban" and "Neighborhood Business District", are not in use in any existing zoning area. These 11 zoning designations, as currently established in the zoning ordinance, are described below. The breakdown of the amount of land in each zoning category is shown in Exhibit 2.12.

### Exhibit 2.12



# Public Hearing Draft

## 07-21-2008

### Residential Zoning

Residential Suburban (RS): 0 acres. This residential zone allows for lower density development on large lots in outlying areas beyond the core of Emmitsburg. The minimum lot size is 20,000 square feet, with a minimum front yard setback of 35 feet, side yard setback of 12 feet and rear setback of 30 feet. This district allows for single-family homes and community facilities.

Low-Density Residential (R1): 254 acres. This residential zone allows for single-family residential units characterized by larger lots and green space. The minimum lot size is 12,000 square feet, with a minimum front yard setback of 35 feet, side yard setback of 12 feet and rear setback of 30 feet. This district allows for single-family homes, planned-unit developments, community facilities, and certain business uses of historic structures.

Medium-Density Residential (R2): 69.3 acres. This residential zone encourages compact development that maintains green space and avoids development of sensitive natural areas. The minimum lot size is between 6,000 and 8,000 square feet, with a minimum front yard setback of 35 feet, side yard setback of 10 feet and rear setback of 30 feet. This district allows for all uses permitted in the low-density residential zone as well as duplexes and town houses. Town houses have a special set of regulations, which allow a density of 7.26 units per acre. Generally, front yard setbacks for town homes are 25 feet and rear yard setbacks are 35 feet.

High-Density Residential (R3): 8.4 acres. This residential zone seeks to provide a range of housing types which provide access to street networks and activity centers, while preserving sensitive natural areas. The minimum lot size is between 6,000 and 8,000 square feet, with a minimum front yard setback of 35 feet, side yard setback of 10 feet and rear setback of 30 feet. This district allows for all uses permitted in medium density districts as well as multifamily dwellings. Town houses are also allowed in this zoning category at a density of 7.26 units per acre.

### Mixed-Use Zoning

Village Zone (VZ): 64.5 acres. This district allows for a mix of residential, commercial, and institutional uses in an effort to maintain the character of Emmitsburg, create a place for community, and strengthen the local economy. Allowable uses in this district include; medium to high-density residential uses, community facilities, lodging, medical centers, institutions, and neighborhood business district uses.

### Commercial Zoning

Neighborhood Business District (B1): 0 acres. This district allows for a mix of pedestrian-scaled retail and service businesses. Allowable uses include; lodging; major retail; food, drug, and beverage; specialty shops; service and recreation; and business and professional uses as defined in Section 20.020 of the Emmitsburg Zoning Ordinance.

# *Public Hearing Draft*

## *07-21-2008*

*General Business District (B2)*: 57.31 acres. This district allows for the grouping of shopping, service, office, and entertainment uses with requirements for vehicular accessibility and pedestrian safety. Allowable uses include all those uses allowable in the Neighborhood Business District as well as; banks, repair services, service stations, restaurants, funeral homes, vehicle service centers, and car washes.

*Highway Service District (HS)*: 17.56 acres. This district allows for compact vehicular services including service stations, motels, and restaurants. This includes lodging, restaurants, vehicle service stations, office buildings, and fire services as defined in Section 20.040 of the Emmitsburg Zoning Ordinance.

### Industrial Zoning

*Industrial Park District (IP)*: 130.8 acres. This district allows for both heavy and light industrial uses that would be incompatible with commercial uses. Allowable uses in this district include warehousing and storage, and light manufacturing that does not produce large amounts of environmental or noise pollution as defined in Section 24.020 of the Emmitsburg Zoning Ordinance.

*Office Research Industrial District (ORI)*: 142.9 acres. This district allows for research and development uses such as office and limited manufacturing. Allowable uses in ORI districts include; light manufacturing, research and testing, offices, public buildings, restaurants, lodging as defined in Section 21.040 of the Emmitsburg Zoning Ordinance.

### Open Space Zoning

*Open Space District (OS)*: 179.4 acres. This district seeks to preserve open spaces within the Town. Allowable uses in this district include farms, nurseries, parks, nature and wildlife preserves, schools and churches, flood control, and nursing homes as defined in Section 28 of the Emmitsburg Zoning Ordinance.

# *Public Hearing Draft*

## *07-21-2008*

### **Analysis of Current Zoning**

Existing zoning in the Town of Emmitsburg contains areas where incompatible uses are in close proximity to one another. This results in negative air quality and a potential increase in the affects of noise. For example, gas stations and residential uses are not well suited to be next to one another. Gas stations emit fumes, are open late, and have increased traffic during later hours. This affects nearby residential and neighborhood commercial uses. Incompatible uses include:

- The Highway Service Districts within and adjacent to the Village Zone.
- Industrial uses along Creamery road that abut institutional uses along South Seton Avenue.
- Industrial uses abutting the Village Zone.



# *Public Hearing Draft*

## *07-21-2008*

### **2.5 COMMUNITY DESIGN**

#### **Historic Core Design**

The historic core of Emmitsburg has a unique and historic character created by both the layout of the streets and design element of the buildings. The Village Core contains both a vertical and horizontal mix of residential and commercial uses, restaurants, gathering places, professional and non-professional services, and institutional uses. The principal town design characteristics in the village center of Emmitsburg include the following features:

- Buildings along the street, while fronting and abutting the street edge, have varied setbacks.
- Prominent three and four story buildings with distinctive architectural styles are centrally located at the intersection of Main Street and Seton Avenue.
- Compact two story townhouse/rowhouse and detached housing along the Main Street corridor
- A residential density exceeding ten units per acre.
- Rear alley access to structures that front on Main Street.
- On-street parking along Main Street with no front yard parking.
- Pedestrian access through the Main Street and Seton Avenue corridors and complete<sup>5</sup> pedestrian mobility at the Main Street and Seton Avenue intersection.
- Commercial operations geared to both resident and visitor needs.
- Residential neighborhoods adjacent to the village center.
- Civic open spaces near to the Main Street corridor and rural open spaces at the periphery of Town.
- Streets scaled to accommodate both pedestrians and vehicular traffic including street trees, sidewalks, and pedestrian scale signs and buildings.

---

<sup>5</sup> A complete pedestrian network provides full mobility from all corners of the intersection.

# *Public Hearing Draft*

## *07-21-2008*

### **Scenic Byways**

U.S. Route 15 and Seton Avenue are both Nationally Designated Scenic Byways. These two roads are part of the Catoctin Mountain Scenic Byway. Additionally, Emmitsburg is an 'Old Main Streets Scenic Byway' as designated by the State of Maryland. MD Route 140, Taneytown Road, and Seton Avenue are the routes on this byway.

Emmitsburg's Historic District is a stopping point of interest along the Journey through Hallowed Ground route. The Journey through Hallowed Ground travels through parts of Pennsylvania, Maryland, Virginia, and West Virginia largely along Business Route 15. This route celebrates the history and seeks to preserve the scenic beauty of the area.

### **Gateways**

There are currently three main gateways into Emmitsburg's historic village center. Each provides different views and has other visual characteristics that serve to welcome residents and visitors to this central place. The uniqueness of these visual characteristics helps to define the Town of Emmitsburg, creating a source of enjoyment for visitors and pride for the Town. The Emmitsburg Design Features Map identifies these gateways.

The longest gateway is along South Seton Avenue at the approach to Town. After vehicles pass over Tom's Creek, they pass a complex of major institutional buildings: FEMA, Saint Joseph's Provincial House, National Shrine of St. Elizabeth Ann Seton, Villa Saint Michael, and Saint Catherine's Nursing Center. These major institutions are followed by smaller institutions, civic buildings, and detached homes that transition into the village center of Emmitsburg. This transition in scale, combined with the natural features present, provide a progressive entrance into Emmitsburg's historic village center.

There are also two gateways at the west and east edges of the village center. Upon entering Town from the west, one of these gateways is located at the intersection of Mountain View Road and West Main Street. It is characterized by forking roads which have green space along with the Emmit House and WWI Doughboy Monument.

From the east, the gateway is located at the intersection of East Main Street and Silo Hill Road. This eastern gateway is currently characterized by a shopping center on the right and low-density residential development on the left. Both of these gateways provide views of the Town's steeples, panoramic mountains, and village center.

A fourth gateway into Town could be created along North Seton Avenue as vehicles enter the Town from the North. This drive provides views of the Catoctin Mountains. The development currently occurring at this gateway is a state highway rest area on U.S. Route 15.

# *Public Hearing Draft*

## *07-21-2008*

### **Focal Points**

Emmitsburg's main focal point is at the intersection of Main Street and Seton Avenue in its historic downtown. This intersection opens up to form a Town Square area characterized by buildings set back from Main Street. These setbacks currently provide for parking in front of the buildings. Formerly, this area was the location of the Town's well and later, a water fountain. This fountain was removed to allow room for increasing vehicular and truck traffic. Residents and visitors still identify with the location as a central focus of the Town. This focal point, the community center, a gathering place for the Emmitsburg community, are identified on the Emmitsburg Design Features Map.

### **Scenic Views**

One of Emmitsburg's predominant features is its views of the surrounding natural and built environment. Emmitsburg is located in the Piedmont Valley. Most locations throughout the Town provide excellent views of the surrounding mountains. Emmitsburg is also home to churches with tall steeples that provide visual interest and meaning. Many of Emmitsburg's scenic views are identified on the Emmitsburg Design Features Map.

### **Historic Structures and Districting**

Emmitsburg's historic district was listed on the National Register of Historic Places in March 1992. This historic district is along Main Street between Mountain View Cemetery and Creamery Road, including part of Seton Avenue. There are 216 structures included in Emmitsburg's Historic District.

Three historic structures are listed on the National Register: St. Joseph's College and Mother Seton Shrine, St. Euphemia's School and Sisters' House, and the Shoemaker III Village Site. Maryland's Register of Historic Places includes additional structures—some of which are listed in Table 2.11. There are a number of schoolhouses, farms, bridges over Tom's Creek, and Mason-Dixon millstones on Maryland's Register. Locations of many of these structures can be seen on the Emmitsburg Historic Resources Map.

# Public Hearing Draft

## 07-21-2008

**Table 2.11: Historic Resources**

---

<b>Resource Name</b>	<b>Address</b>
Emmitsburg Historic District	Roughly, Main St. E of Mountain View Cemetery to Creamery Rd. and Seton Ave. adjacent to Main MD Route 806
St. Joseph's College and Mother Seton Shrine	
Creamery Road House	16508 Creamery Road
Motter House & Tenant House	10635 & 10647 Harney Road
Annandale Road Log House	Annandale Road
Mount Saint Mary's College	
St. Euphemia's School and Sisters' House	50 & 52 DePaul Street
Shoemaker III Village Site	Address Restricted
Stonehurst	9436 Waynesboro Road (MD 140)
World War I Doughboy Monument	W. Main Street (MD 140) & Frailey Road
Bridge 10002	South Seton Avenue (US Business 15) over Toms Creek
Bridge 10062	Main Street E. (MD 140) over Flat Run
Bridge 10063	Taneytown Pike (MD 140) over Middle Creek
Bridge 508	Creamery Road over Toms Creek

---

Source: Maryland Inventory of Historic Places

# *Public Hearing Draft*

## *07-21-2008*

### 2.6 HOUSING

Comparative housing statistics are shown in Table 2.12. Generally, the pattern of housing in Emmitsburg is similar to that of neighboring cities and towns in Frederick County. Several differences between Emmitsburg and nearby towns and the County in the 2000 Census housing data are worth noting; namely, the value of homes, percent of multi-family housing units, and median year a home was built.

**Table 2.12: Comparative Housing Statistics: Emmitsburg and nearby Municipalities: 2000**

Category	Emmitsburg	Thurmont	Taneytown	Frederick City	Frederick County
Median home Value of Owner Occupied Units	\$104,700	\$135,400	\$124,800	\$138,000	\$160,200
% Vacant Structures	5.9	3.4	3.4	5.5	4
<b>Single-Family</b>					
% 1- unit detached	43.3	64.8	57.4	34.6	65.1
% 1 unit attached	19.7	13.5	22.4	28.9	17.1
<b>Sub-Total</b>	<b>63</b>	<b>78.3</b>	<b>79.8</b>	<b>63.5</b>	<b>82.2</b>
% 2 units	6	3.8	8.8	3.2	1.8
<b>Multi-Family</b>					
% 3 or 4 units	9.2	5.1	4.7	4.4	2.2
% 5 to 9 units	8.5	4.1	3.5	6.6	2.9
% 10 to 19 units	6	6.8	2.3	16.1	6.5
% 20 or more	6.5	1.1	0.2	6.1	2.7
<b>Sub-Total</b>	<b>30.2</b>	<b>17.1</b>	<b>10.7</b>	<b>33.2</b>	<b>14.3</b>
% Mobile home	0.8	0.8	0.7	-	1
% Boat, RV, van, etc	-	-	-	-	-
Median number of rooms	5.5	6.1	6	5.6	6.6
Median year Structure built	1939	1973	1945	1975	1974

Source: U.S. Census Bureau and Jakubiak & Associates, Inc.

# Public Hearing Draft

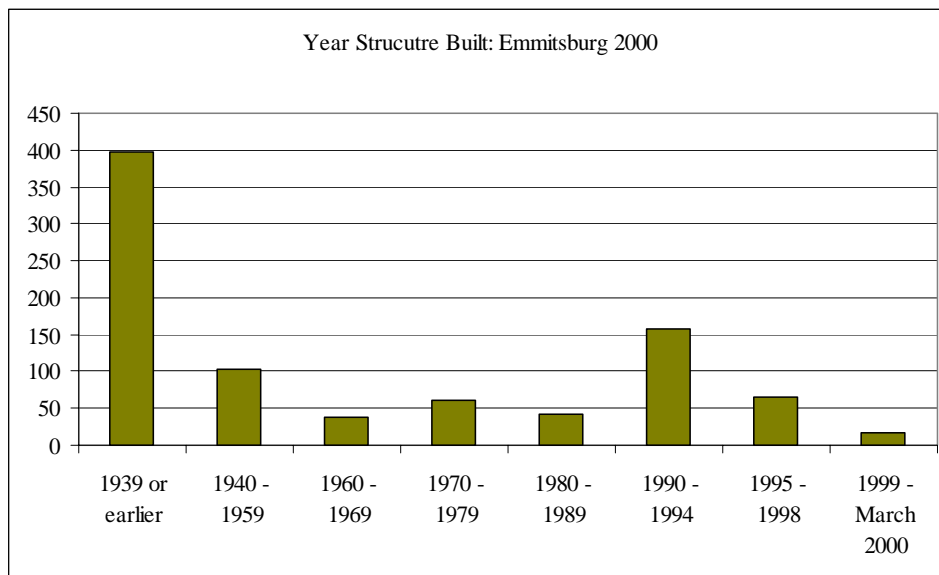
## 07-21-2008

Multifamily Housing in Emmitsburg is generally located in the western portions of Town. New single-family housing is also located in northwestern area of Town in the Brookfield and Pembroke subdivisions. Other subdivisions, including Emmet Gardens, are located near Flat Run.

Table 2.13 shows the U.S. Census home value of \$104,700 for Emmitsburg as compared with Frederick County where the value was \$160,200. In Frederick County, the median home sale price increased 132 percent from \$136,000 in June of 2000 to \$315,000 in June of 2006.<sup>6</sup> The new housing built in Emmitsburg is priced beyond the level considered affordable as workforce housing. Workforce housing is housing that is generally affordable to those households earning between 80 to 100 percent of the median household income. Workforce housing is not presently being provided in the Emmitsburg housing market. In 2004, the median household income for the Emmitsburg zip code was \$52,483.

As shown in Table 2.13, 30 percent of the housing units in Emmitsburg are in multifamily structures, the highest among surrounding towns with the exception of Frederick City. Emmitsburg's median age of housing was the oldest among the surrounding towns. Exhibit 2.13 below shows the breakdown of the year structures in Emmitsburg were built.

**Exhibit 2.13**



In 2000, six percent of Emmitsburg's dwelling units were listed as vacant; this was the highest among nearby towns and Frederick County. The town closest in vacancy to Emmitsburg was Frederick City, which had 5.5 percent vacant structures.

<sup>6</sup> Maryland Association of Realtors

# *Public Hearing Draft*

## *07-21-2008*

### **2.7 TRANSPORTATION AND CIRCULATION**

The Town of Emmitsburg's road network is characterized by a system of highways, streets, and alleyways. Emmitsburg's Functional Road Classification, as designated by the Maryland State Highway Administration (SHA) in 2005, is shown on the Emmitsburg Streets and Highways Map. It is based on daily traffic volume, characteristics, purpose, and location of the road.<sup>7</sup>

Streets and Roads do not exist independently. They form part of a network of routes that facilitate the movement of goods and services. Road networks have two major functions: 1) providing access for vehicular movement from origin to destination and 2) between adjoining properties.

#### **Street and Road Classifications**

##### Principal Arterials

Principal arterials link large population and employment centers. They range from expressways to two-lane roadways. Access to principle arterials should be limited to intersections with public streets and controlled by establishing distance between points of access. Under SHA's 2005 Functional Road Classification, U.S. Route 15 and Taneytown Pike (MD Route 140) are designated as Principal Arterials. U.S. Route 15 links Pennsylvania, Maryland, and Washington, D.C. Taneytown Pike, a two-lane rural road in Frederick County, connects Baltimore with Waynesboro in Pennsylvania.

##### Minor Arterials

Minor Arterials provide a lower level of mobility while placing a greater emphasis on access points. They provide links to the collector roadway system and connect small population centers to the overall arterial system. Access should be controlled by establishing local connections between adjacent developments, establishing distance between points of access, and preventing private/individual driveway connections. SHA classifies Harney Road and MD Route 140 west of Town (including West Main Street) as Minor Arterials.

---

<sup>7</sup> Federal Highway Functional Classification, Frederick County, MD 2005

# *Public Hearing Draft*

## *07-21-2008*

### Collectors

Collectors provide for land access and vehicular movement within residential, commercial, industrial, or agricultural areas. Access should be controlled by establishing distance between points of access; local connections between adjacent developments; and prevention of private/individual driveway connections. South Seton Avenue is classified as a Major Collector by SHA. It connects U.S. Route 15 to MD Route 140 and thus represents a critical link in the road network. Other Emmitsburg roads that serve as Minor Collectors are Annandale Road, Tract Road, North Seton Avenue, and Keysville Road.

### Local Streets

The local network provides direct access to adjoining residential properties and is not intended to carry through traffic. Streets in this category include residential streets, cul-de-sacs, loop streets, and alleyways. Emmitsburg's traditional road network is laid out in grid form in the center of Town. However, curvilinear street designs have become common in newer suburban neighborhoods surrounding this center.

# Public Hearing Draft

## 07-21-2008

### Local Circulation

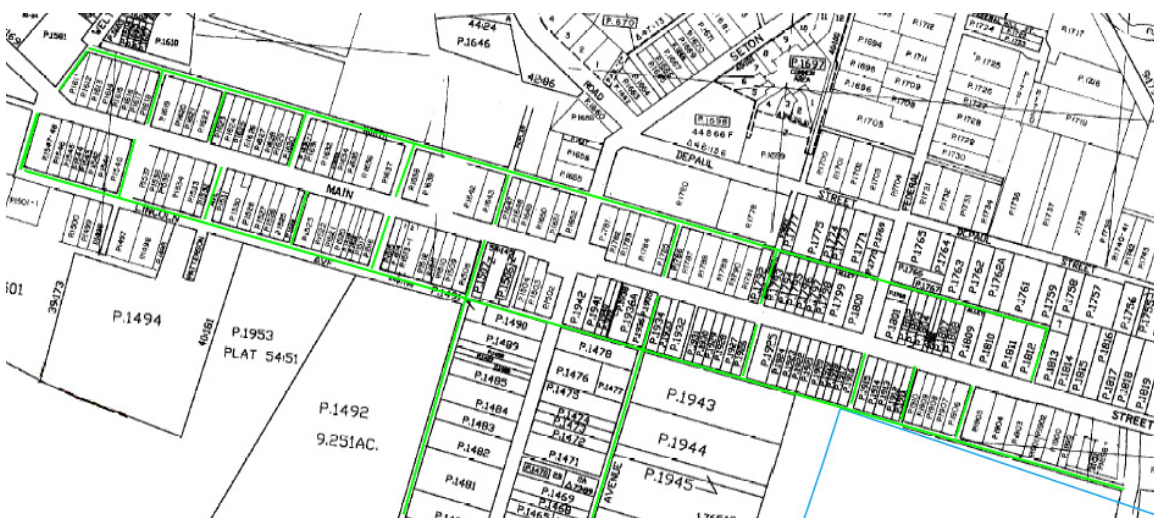
Within downtown, MD Route 140 turns into Main Street, facilitating the movement of traffic between Pennsylvania and Maryland, especially Waynesboro and Taneytown. Emmitsburg is also served by Hampton Valley Road, which connects MD Route 140 to Catoctin Mountain Park via Mountain View Road. Annandale Road also connects to Main Street in the center of Town.

Because of its location at the nexus of the Pennsylvania, Maryland, and Washington, D.C. corridor (See Emmitsburg Regional Overview map), Emmitsburg has seen a spike in regional commuter traffic on its network of streets, alleyways, and highways. Traffic on MD Route 140/PA Route 16 increased by 149 percent between 1980 and 2005.

As the bulk of traffic converges on the Town limits, motorists frequently use local streets and alleyways to circumvent the gridlock at various intersections in downtown, especially along Main Street/MD Route 140 and at the intersection of Main Street and South Seton Avenue. As a result, alleyways that were constructed primarily for loading and service access become overwhelmed with vehicles traveling at inappropriately high speeds. The green lines in Exhibit 2.14 designate these alleyways.

The use of Main Street as a principal arterial (as classified by SHA) is in conflict with the Town's goals for its historic commercial and residential center.

### Exhibit 2.14 Downtown Alleyways:



# Public Hearing Draft

## 07-21-2008

The Town's Traffic volume data, shown in Table 2.13, indicates a significant increase in traffic in the Emmitsburg area over the last 25 years—particularly on Route 140 (Main Street) and Seton Avenue.

**Table 2.13: Average Vehicles per Day**

<b>Section of Highway</b>	<b>1980</b>	<b>2005</b>	<b>Percent Change</b>
US Rt. 15 at East Main (MD 140)	7,300	14,525	99.0%
US Rt. 15 at West Main (Waynesboro Rd)	5,350	8,425	57.5%
Rt.15 Bus.(Seton Avenue) at US Route 15	12,100	20,425	68.8%
Harney Road @MD 140 West	5,350	8,425	57.5%
South Seton Road at Main Street	4,300	8,425	95.9%
North Seton Road	3,000	4,425	47.5%
MD Route 140 / PA Route 16	3,400	8,475	149.3%

Source: Maryland State Highway Administration and Jakubiak & Associates, Inc.

### Regional and County Transit Access

Frederick County is served by TransIT, a department within the Citizens Services Division of the Frederick County Government, which provides scheduled public transit, paratransit, and commuter assistance to County residents.

The department operates public transit services between Emmitsburg, Thurmont, Point of Rocks, Walkersville, and Frederick. The Brunswick/Jefferson and Emmitsburg shuttles run between FSK Mall, the Frederick Towne Mall, and West End. TransIT also operates commuter shuttles weekdays between Frederick and the Route 85/Crestwood Boulevard business corridor. The FSK Mall stop provides connection to the MARC train station in Frederick City.

TransIT-Plus is a county-wide specialized transportation service that provides services for senior citizens and persons with disabilities within Frederick County. TransIT-Plus provides commuter information on other regional transportation services, such as MARC commuter rail, regional commuter buses, and ridesharing (computerized carpool/vanpool matching).

### Sidewalks/Trails

The Town of Emmitsburg includes a sidewalk network in the village center. Some sections of the existing sidewalks, especially on Main Street, are obstructed by building stairways and street trees. These obstructions prevent two pedestrians from walking abreast along the entire length of

# Public Hearing Draft

## 07-21-2008

the street. Additionally, some portions of sidewalk beyond the village center are discontinuous, as shown in Exhibit 2.15.

In new subdivisions, some portions of sidewalk have been constructed while others have not. This is due to sidewalks not being required to be completed in front of a lot until a house is constructed on that lot. As shown with red circles in Exhibit 2.15, there are gaps in connections between the new subdivision sidewalks and the existing sidewalks in downtown. The sidewalk along the east side of South Seton Avenue begins at FEMA and is continuous into Emmitsburg's Village Center. However, this sidewalk network does not continue to Mount Saint Mary's. Therefore, there is no pedestrian or bicycle connection to the University.

**Exhibit 2.15: Emmitsburg Sidewalks**



Source: State of Maryland and Jakubiak & Associates, Inc.



# Public Hearing Draft 07-21-2008

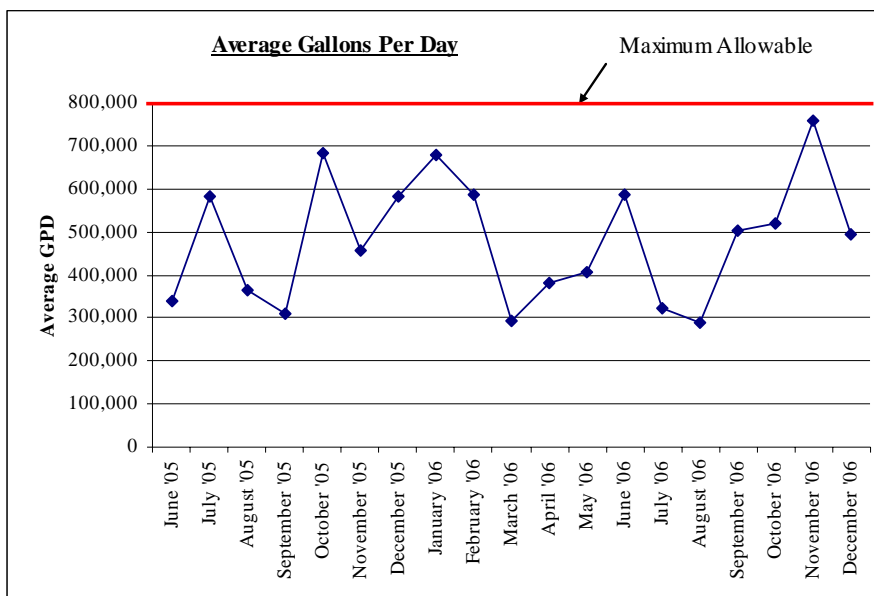
## 2.8 COMMUNITY FACILITIES

Community facilities and services described in this section include those elements of infrastructure which are most impacted by growth and development. Community facilities and services sustain and strengthen the Town as population grows; provided that their capacity, quality and accessibility are monitored and maintained. Sections 3 and 4.5 of this report contain assessments of supply and demand for municipal water and sanitary sewer services and assesses the impact of projected growth on these services.

### Emmitsburg Wastewater Treatment

The Town of Emmitsburg's Wastewater Treatment Plant (WWTP) was built in 1986; its location can be seen on the Emmitsburg Water Resources Map. The treatment plant has a design capacity of 750,000 gallons per day (gpd) and an allowable capacity of 800,000 gpd. Emmitsburg's WWTP utilizes lagoons, overland flow, chlorination/de-chlorination, and post aeration to treat its wastewater before discharging into Tom's Creek via Flat Run. The plant's discharge area is located on Creamery Road, east of U.S. Route 15. In 2006, the average total discharge of wastewater in Emmitsburg was 485,000 gpd, and the Town's water consumption was 369,549 gpd. Exhibit 2.16 shows trends in wastewater treatment in Emmitsburg.

Exhibit 2.16:



Source: Town of Emmitsburg and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

The existing sewer collection system contains 50,000 feet of sewer lines made up of 30,000 feet of terra cotta pipes and 20,000 polyvinyl chloride (PVC) pipes. The terra cotta pipes were installed between 1930 and 1950, and the PVC around 1980.

Groundwater infiltration and inflow into the wastewater collection system has been a past concern. Recently, a series of improvements to the system have been completed. Ongoing restoration work on the sewer lines through the Waybright property to the WWTP is currently underway.

### **Public Water**

There are three aquifers from which Emmitsburg draws its water: the Catoclin Metabasalt Aquifer, a Gettysburg Shale Aquifer, and a Crystalline Rock Aquifer. Combined with Rainbow Lake, the Town's Reservoir, and water purchased from Mount Saint Mary's these groundwater resources provide drinking water to Emmitsburg. The Town's water resources are described in Table 2.14.

**Table 2.14: Emmitsburg Water Resources**

	<b>Permitted (Average gpd)</b>	<b>Maximum gpd</b>	<b>Comments</b>
Rainbow Lake	168,000	350,000	
Wells 1 and 2:	168,000	252,000	These wells are located close together and are counted as one because drawing from one well impacts the yield of the other.
Wells 3 and 5:	87,000	131,000	These wells are subject to the same conditions as Wells 1 and 2.
Well 4	40,000	60,000	
Well 6:	10,000	29,000	This well has a very low capacity and is kept online only for emergency use.
Well 7:	83,000	109,000	This well is not currently online, the cost of bringing this well on line is estimated at \$500,000.
Well J:	55,000	120,000	This well is not currently online. the cost of bringing this well on line is estimated at \$500,000.
Mount Saint Mary's	100,000	-	

# Public Hearing Draft

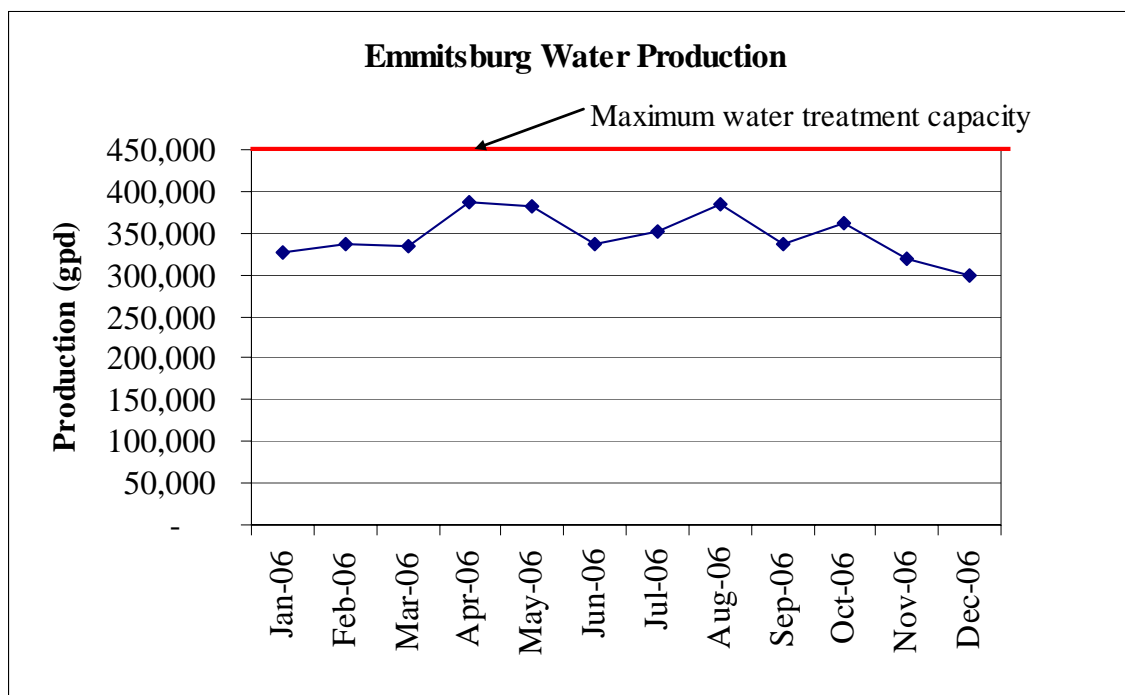
## 07-21-2008

The Town's water treatment facility has a 450,000 gpd capacity and a storage tank with 600,000 gallon capacity. The average water production in 2006 was 346,250. In January of 2006, 49.0 percent of Emmitsburg's drinking water was drawn primarily from underground wells, 44.9 percent from Rainbow Lake, and 6.1 percent from Mount Saint Mary's University.

Emmitsburg's water supply system is designed to provide services to the Town's population and businesses. The infrastructure services not only residents, but also existing institutions in the Town, such as St. Joseph's Provincial House and the Federal Emergency Management Agency.

In general, the Town purchases water from Mount Saint Mary's to meet the high water demand. However, if the Town's treatment plant exceeds optimum capacity, Emmitsburg can tap into Mount Saint Mary's water system to supplement shortfalls. In 2006, the Town purchased an average of 17,180 gpd from Mount Saint Mary's. As shown in Table 2.14 and Exhibit 2.17, water consumption is lower during winter months and higher in summer months.

**Exhibit 2.17:**



Source: Emmitsburg Town Report and Jakubiak & Associates, Inc

# Public Hearing Draft

## 07-21-2008

### Schools

#### Public Schools

The Frederick County Board of Education operates the school system attended by Emmitsburg residents. Under the current school districting system, the schools shown in Table 2.15 are those that serve Emmitsburg residents. Emmitsburg Elementary School also houses a pre-kindergarten program. This table also shows the enrollment and capacity of these three schools. Enrollment in each school is below state rated capacity. Despite this, Emmitsburg Elementary School has four portable classrooms in use.<sup>8</sup>

**Table 2.15: School Enrollment Capacity: Spring 2008**

<b>School</b>	<b>Enrollment</b>	<b>% of capacity</b>
Emmitsburg Elementary School	306	90%
Thurmont Middle School	687	76%
Catoctin High School	993	87%

Source: Frederick County Public Schools Enrollment and Capacity Report, March 2008

Emmitsburg Elementary School is scheduled for expansion due to capacity and security issues within the existing building. Entry to the school is through the existing cafeteria, which leads to security concerns for visitor management. Additionally, access to classrooms cannot be controlled because of the design of the school. These problems will be alleviated with the proposed expansion.

#### Mother Seton Elementary

Mother Seton Elementary School is located on 14.5 acres at 100 Creamery Road. This private Catholic School teaches children from pre-kindergarten through grade eight. Estimated enrollment for Mother Seton Elementary in the spring of 2008 was 388 students.

---

<sup>8</sup>Capacity is calculated using a ratio of the number of students per classroom. This ratio of students to classrooms is often higher than that of the student to teacher ratio. Because of this the number of classrooms needed often exceeds the number of available classrooms, but not the calculated capacity of the school. Portable classrooms are considered as part of the capacity of the school. Additionally, the presence of half day pre-K programs can cause a reduced capacity calculation.

# *Public Hearing Draft*

## *07-21-2008*

### Mount Saint Mary's University

Mount Saint Mary's University and Seminary lies outside of the growth boundary of Emmitsburg. However, the University offers classes, programs, and services that are a resource for Emmitsburg residents. Overall student enrollment in 2006 was 2,200, which includes students taking classes at both the Emmitsburg and Frederick campuses.

### **Parks and Recreation Facilities**

The recreational needs of Emmitsburg are met through the following parks combined with additional parks found within residential subdivisions.

- Emmitsburg Community Center: This two-acre park includes a paved multi-purpose area and a community building including an indoor gymnasium.
- Emmitsburg Community Park: This 72-acre park includes two baseball diamonds, two tennis courts, a multi-use court, playground equipment, swimming pool with a kiddie pool, picnic pavilions, barbeque sites, bandstands, horseshoe pits, restrooms, walking paths, and parking facilities. It is located behind the Community Center.
- Emmitsburg Memorial Park: This six-acre park includes playground equipment, a T-ball diamond, three baseball/softball diamonds, (all baseball diamonds have dugouts and bleachers) a picnic area, barbeque sites, a seasonal snack bar, restrooms, a pavilion, and parking. It is located off Potomac Avenue.
- Emmit Garden Park: This one-acre park includes a backstop. It is located in the Emmit Garden's residential subdivision.
- Northgate: This private, one-acre park contains playground equipment. It is located in the Northgate residential subdivision.
- Silo Hill: This one acre-park contains playground equipment. It is located in the Silo Hill residential subdivision.

These parks and open spaces provide a recreation standard of about 45 acres per 1,000 residents of Emmitsburg. There are other parks and open space in the Town including common area recreation sites in new subdivisions and open spaces on school sites.

# *Public Hearing Draft*

## *07-21-2008*

### **Fire and Police Protection**

The Vigilant Hose Fire Company provides fire protection to the Town of Emmitsburg. The fire department is located at 25 West Main Street. The service area of the fire station encompasses a 44 square mile area that includes a portion of Pennsylvania. The Fire Company includes both volunteer staff and paid administrators.

The County Sheriff provides police services for Emmitsburg. The service area for the County Sheriff includes much of Northern Frederick County and can remove personnel from the Town for long periods. Therefore, the Town supplements the County Sheriff with three deputies on contract service at a satellite office located in the former Town Hall Building.

### **Emergency Services**

#### Emmitsburg Ambulance Company

The Emmitsburg Ambulance Company provides emergency pre-hospital care to residents of Emmitsburg and surrounding areas. A special response unit serves the Town with two ambulances. Both volunteer and paid personnel run and operate the Ambulance Company. An emergency refuge area for residents is housed in the Ambulance Company's new headquarters on Creamery Road.

#### Hospitals

Nearby regional hospitals include Gettysburg Hospital, Frederick County Memorial Hospital, Washington County Hospital. Washington County Hospital is nearby and contains a trauma center.

### **Community Services**

#### Child Care

Child Care facilities include private centers, such as the Emmitsburg Early Learning Center and public programs such as the Federal Head Start Program.

# *Public Hearing Draft*

## *07-21-2008*

### Up County Family Center

The Up County Family Center, located on West Lincoln Avenue, provides family support services including in-home services, health education, job skills training, and childcare.

### **Community Center**

The Emmitsburg Community Center located at 300-A South Seton Avenue houses many Town services and other service organizations. These services are listed and described briefly here.

### Town of Emmitsburg Office

The main administrative offices and offices of the Town's elected officers are located at the Town Hall on South Seton Avenue. Town Hall contains the offices of the Town Manager, Town Clerk, Town Zoning Inspector, and support staff. The Mayor and Town Council chambers are also located at Town Hall.

### Public Library

Frederick County operates the Emmitsburg Library located in the Community Center. The Frederick County Public Library System includes five branches: the C. Burr Artz Public Library in Frederick, Brunswick Branch Library, Middletown Branch Library, Thurmont Branch Library, and Emmitsburg Branch Library.

### Catoctin Community Agency School Services (CASS) Advisory Council

The CASS advisory council provides advisory services to the Catoctin CASS program. Catoctin CASS is an early intervention and support program for families with children.

### Frederick County Parks and Recreation Programs

The Frederick County Parks and Recreation Department holds adult and youth activities as well as summer camps at the Emmitsburg Community Center.

# *Public Hearing Draft*

## *07-21-2008*

### Head Start Classroom

One of the 15 Head Start Classrooms in Frederick County is located in the Emmitsburg Community Center. The Federal Head Start Program is a preschool program for children from low-income families. Children's educational, social, and health needs are cared for through this program while the children are prepared for kindergarten.

### Senior Center

Emmitsburg has three senior housing facilities, St. Joseph Provincial House, Lincoln on the Park, and St. Michael's. The Emmitsburg Senior Center provides programs and weekday lunches for independent adults over 60 years of age.

# Public Hearing Draft

## 07-21-2008

### SECTION 3 – FUTURE CONDITIONS

*Forces already set in motion suggest the level and pace of household growth through 2010. The magnitude and character of growth beyond 2010, to 2030, is more likely to be impacted by policies set forth in this Comprehensive Plan. The purpose of this section is to:*

- *Document the magnitude of growth anticipated through 2030*
- *Document the potential impact of growth on the adequacy of facilities*
- *Document the primary development opportunities and constraints in Emmitsburg*

---

---

### 3.1 FUTURE HOUSEHOLD POPULATION AND GROWTH

#### Baseline

In 2000, there were 862 households (occupied dwelling units) in the Town of Emmitsburg. Between 2000 and April 2008, the Town issued 223 building permits for new dwelling units at a rate of around 30 permits per year (see below). By May of 2008 the Town had 1,085 households.

**Table 3.1: Building permits issued 2000-2008**

<b>Year Issued</b>	<b>Total</b>
2000	9
2001	22
2002	33
2003	53
2004	48
2005	25
2006	21
2007	6
2008*	6

Source: Town of Emmitsburg  
\*as of April 30, 2008

# Public Hearing Draft

## 07-21-2008

Table 3.2 shows approved residential development projects and the units that are remaining to be built. These units that have been approved but not built are known as “pipeline” units. The completion of these five pipeline projects would add 147 new households to Emmitsburg.

**Table 3.2: Major Pipeline Residential Developments April 2008**

<b>Project Name</b>	<b>Available Lots</b>
Bollinger Apartments*	36
Brookfield	42
Emmit Ridge*	60
Southgate	9
<b>Total</b>	<b>147</b>

\*Not currently active projects

Source: Frederick County Planning Office and Jakubiak & Associates, Inc.

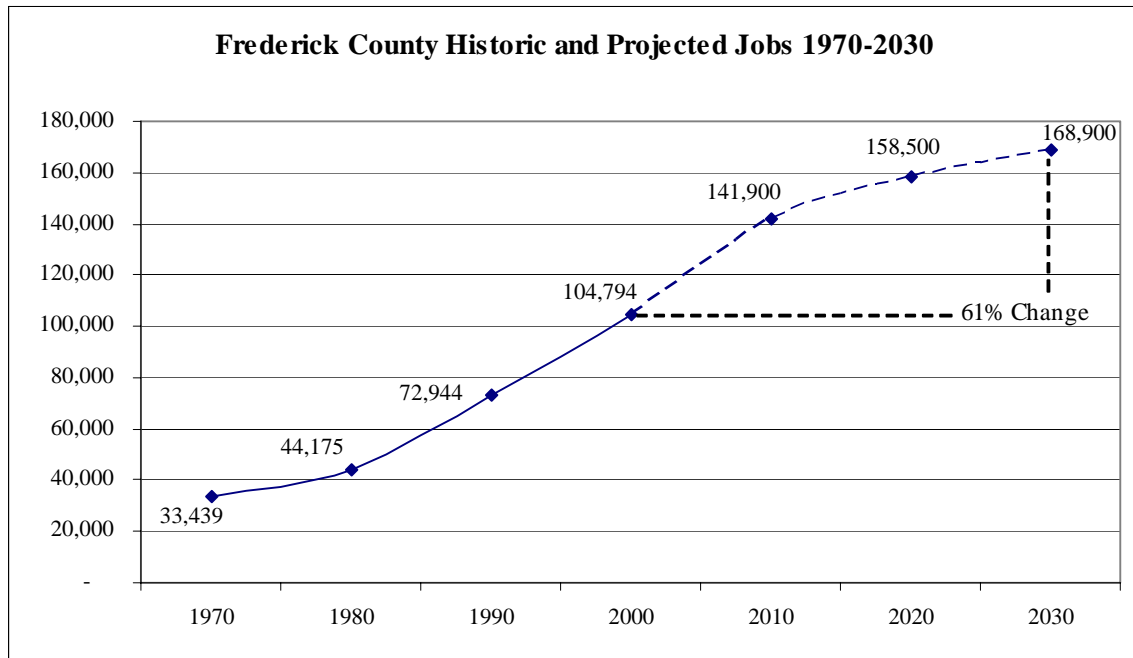
### **Growth Projection**

Development beyond 2010 will be impacted by the recommendations of this Comprehensive Plan. Emmitsburg’s proximity to the City of Frederick and the I-270 Corridor means that its growth potential will be impacted by employment growth in the region. As shown in Exhibit 3.1, Frederick County’s job growth is projected to increase by 61 percent or by about 64,000 jobs from 2000 to 2030.<sup>9</sup>

<sup>9</sup> Recall from Chapter 2 that 75 percent of the Town’s labor force is employed in Frederick County.

# Public Hearing Draft 07-21-2008

**Exhibit 3.1:**



Source: Frederick County Economic Development Department and Jakubiak & Associates, Inc.

It is anticipated that a percentage of this future job growth would locate in Emmitsburg. The Town has about 200 acres of undeveloped land zoned for commercial and/or industrial use. It is projected that 60 percent of this land could be developed by 2030 as a result of job growth in Frederick County. This translates into an estimated 84,500 square feet of commercial and 548,000 square feet of industrial and office development in Emmitsburg by 2030.

It is projected that between 2008 and 2030, new residential units *could* be added to the Town at a rate of about 40 units per year. This would result in 840 new households being added by 2030. At this growth rate, the Town may be expected to reach 1,950 households by 2030.

This growth would translate into an average annual rate of growth between 2000 and 2030 of 2.75 percent. This is comparable to the average annual rate of growth between 1980 and 2000—2.73 percent. In 2030 about 1,088 new households *could* be added to Emmitsburg in response to past growth trends and future regional employment growth.

# Public Hearing Draft

## 07-21-2008

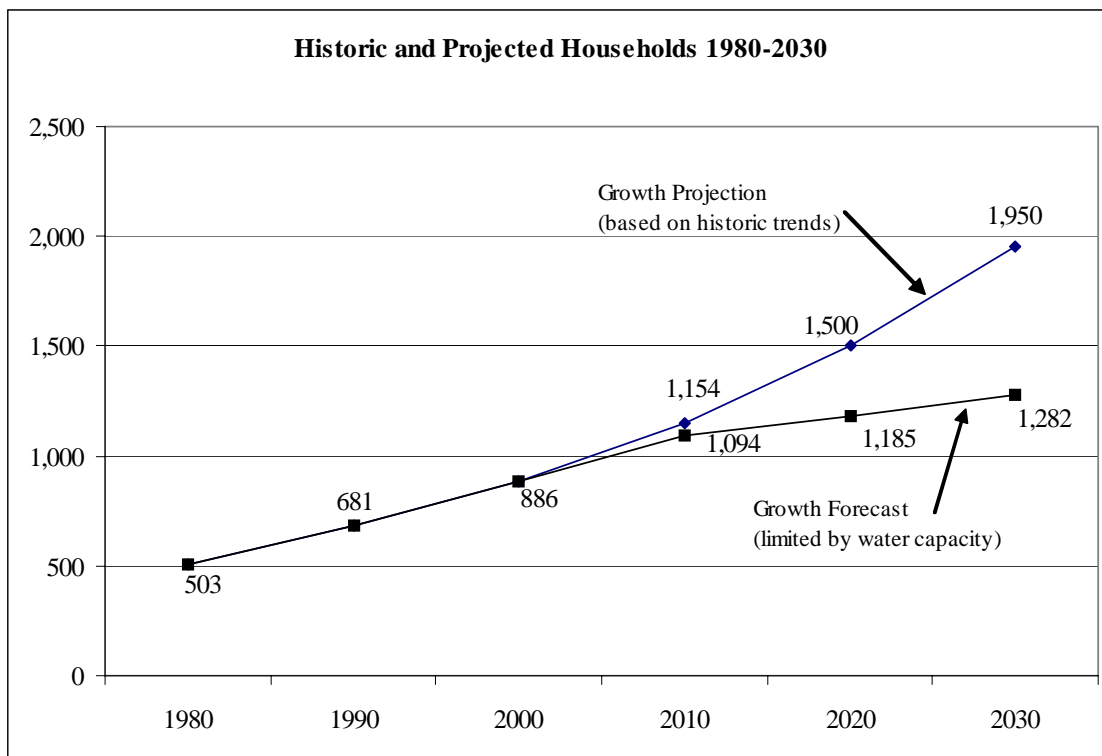
### Growth Forecast

The “Growth Projection” (the projection for the Town’s growth described on pages 55 and 56 of this Plan) assumes there are no constraints on development. The forecast presented here is what is a reasonable level of growth given constraints. Indeed, although job and historic growth trends indicate a future growth rate of 2.75 percent through 2030, water resource limitations restrict the amount of growth possible in Emmitsburg. The current amount of available drinking water can only support the residential and commercial development that can occur within the existing municipal boundaries of the Town.

The amount of growth that can be supported by the available resources in Emmitsburg includes growth in the pipeline, (147 units) as previously discussed, and other infill development in Town, as permitted under current zoning. This would result in approximately 230 new households and 632,500 square feet of non-residential (commercial and industrial) development by 2030.

Exhibit 3.2 illustrates the 2000-2030 household projections and forecast. This Comprehensive Plan is designed to address the “Growth Forecast”. In other words, the Land Use Plan presented in Chapter 4 anticipates a growth of 230 households through 2030 at an average annual rate of 0.8 percent.

**Exhibit 3.2:**



Source: U.S. Census and Jakubiak & Associates, Inc.

# *Public Hearing Draft*

## *07-21-2008*

### **3.2 IMPACT ON COMMUNITY SERVICES AND ROADS**

The addition of about 230 households between 2008 and 2030 translates into 575 new residents (based on a projected 2.5 persons per household). This will have an impact on the following services as described below.

#### **Water & Sewer**

The Town establishes a level of service for water and sewer based on 250 gallons per day (gpd) per equivalent dwelling units (EDU). In addition to this EDU allocation, the Town has a policy of maintaining an additional 20 percent of capacity in both systems. This results in an allocation of 300 gpd for each new residential unit or non-residential EDU. Given this EDU allocation, the additional housing units would add demand for 69,000 gpd of water and sewer capacity. It is projected that non-residential development will demand 79,000 gpd. The total impact of residential and non-residential development on the water and sewer systems would be an additional 148,500 gpd. Further evaluation of capacity and future demand for water and sewer is addressed in detail in Section 4.6.

#### **Schools**

School levels of service are based on the 2007, state rated capacity for Maryland schools. Given the pupil generation rates for all types of housing, this forecast growth would result in an additional 37 elementary school students, 21 middle school students, and 30 high school students generated from growth in Emmitsburg alone<sup>10</sup>. The service area for the schools Emmitsburg residents attend includes area of the County beyond Emmitsburg; County growth in the service area will further impact schools. The additional students from Emmitsburg alone will cause Emmitsburg Elementary School to be over capacity. Thurmont Middle and Catocin High School will not reach capacity from growth in Emmitsburg alone. As of May 2008 portable classrooms are being used at Emmitsburg Elementary School, although expansion of the school is planned.

---

<sup>10</sup> Pupil Generation Rates for all types of housing: elementary schools, 0.16; middle schools, 0.09; and high schools, 0.13. Pupil Generation Rates are calculated considering only the public school population. The impact of the growth forecast on student enrollment at private schools and home-schooled students is not considered in this estimation.

# *Public Hearing Draft*

## *07-21-2008*

### **Parks**

Currently two community level parks, Memorial Park and Community Park, serve the Town. Community parks are meant to serve a large area with many households. Both of these parks provide recreational resources to a 2 mile radius for the entire Town.

Neighborhood parks, another level of recreational resource, have a service area of about one-quarter mile. The purpose of neighborhood parks is to serve a nearby population—children should be able to safely access these parks by walking or biking. Emmitsburg has four neighborhood parks, serving much of the Town. However, there is no neighborhood park on the north side of Route 140, in the western part of Town. Much of the forecasted growth is in developments that are ongoing, or in areas served by existing neighborhood parks. However, development northwest of Route 140 continues to be underserved by neighborhood parks.

### **Fire, Police, & Emergency Services**

Fire, Police, and Emergency Services provide service to an area larger than the Town itself. The level of service from fire, police, and emergency is affected not only by development in Emmitsburg but also by development in their service areas. Additional residents in the Town will impact the provision of these services, as will development in other parts of the region. It is therefore most appropriate to monitor the response times of these services and work with the service providers and Frederick County to ensure that response times stay at their current levels as development occurs.

# *Public Hearing Draft*

## *07-21-2008*

### **3.3 DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS**

The purpose of the Comprehensive Plan is to guide the Town of Emmitsburg to make informed decisions regarding future development. An understanding of the opportunities and constraints that affect development is necessary to achieve this goal. This section will draw on the previous characterization of the Town in order to form conclusions that will inform future recommendations.

#### **Opportunities**

##### Compact nature of the Town

Emmitsburg's compactness presents an opportunity for promoting a mix of housing varied by size and type. Compactness also facilitates mixed-use development, where travel time to work and leisure activities can be reduced and bicycling and walking opportunities expanded. The compact scale of the Town allows for more efficient use of infrastructure and community services.

##### Infill Potential

Emmitsburg can accommodate the forecast growth along with commercial and employment growth within the existing boundaries of the Town. About 64 percent of the forecast growth will go into existing subdivisions, the remaining infill can be accommodated through development in undeveloped sections of Town (largely small pockets on the west end of Town), subdivision of lots, and use of second story apartments in village zone areas. Non-residential infill can occur in the village zone areas and on the east side of Route 15. These development areas are further shown in the Land Use Plan Map in Section 4.2.

##### Street and Sidewalk Connectivity

Opportunities exist in Emmitsburg to connect the existing grid street network, alleyways, and sidewalks to the curvilinear streets in new residential sub-divisions. The existing sidewalk network requires only very small additions to provide full pedestrian connectivity between new subdivisions, the Jubilee supermarket to the east of Town, and the Village Zone. The Town could pursue closing gaps in sidewalks in an effort to increase walkability.

# *Public Hearing Draft*

## *07-21-2008*

### Environmental Stewardship

Emmitsburg's geographic location makes it a prime candidate for adopting ecological principles into its planning decisions. Forested areas have the capacity to help in preserving the Town's water supply by protecting and purifying underground and surface water resources and reducing the impacts of flooding.

### Historical Resources

Emmitsburg has a rich history beginning with its fossil resources and spanning to the historic buildings and churches within the Town. Fossils containing dinosaur prints have been found in the Emmitsburg area. Historic structures shown on the Emmitsburg Historic Features Map in Section 2.5 include a number of buildings in and around Emmitsburg. The presence of these resources provides an opportunity for Emmitsburg to preserve its links with the past as well as pursue the economic opportunities associated with historic tourism.

### **Constraints**

#### Sensitive Natural Areas

The Town's floodplains, wetlands, steep slopes, and geological types limit locations for future development. Past development has not always occurred in harmony with these environmental features. Future development in Emmitsburg should be conformed to these environmental constraints.

Development in the floodplains along Tom's Creek, Flat Run, and Middle Creek can further increase potential for flooding when vegetation is removed from the stream buffer. Existing wetlands in Emmitsburg are located mainly in the west end of Town. In anticipation of the Town's future growth, ecological and Leadership in Energy and Environmental Design (LEED) principles should be incorporated into new sub-division and infill development design to avoid problems such as sinkholes and foundation erosion.

#### Accessibility/Mobility

U.S. Route 15 divides the Town and may fragment development. Development on the east side of Town would present new residents with limited accessibility to the rest of Emmitsburg. This constraint to resident accessibility should be considered when reviewing residential developments.

# *Public Hearing Draft*

## *07-21-2008*

Additionally, the use of Main Street as a regional highway route limits the creation of a pedestrian and bicycle friendly Main Street. The road and sidewalks are narrow and constrained by the structures on either side. This leaves little room for widening sidewalks, beautification of the streetscape, or a designated bicycle route along the street. Sidewalk obstructions block portions of these narrow sidewalks.



# *Public Hearing Draft*

## *07-21-2008*

### SECTION 4

#### THE VISION, GOALS, AND POLICIES OF THE COMPREHENSIVE PLAN

---

---

#### 4.1 LONG-RANGE VISION

This Comprehensive Plan has a horizon of roughly 20 years. The maps and recommendations, most notably the Future Land Use Plan Map, are meant to guide land conservation and development through 2030. Following this introduction, recommendations on land use, transportation, the environment, water resources, community facilities, community design, and municipal growth are presented. These policies and recommendations concern themselves with the next 20 years.

This plan also recognizes the importance of a long-range vision. A long-range vision allows a community to respond to opportunities and threats. It helps clarify varying goals and direct the efforts of individuals, institutions, and the actors in community development, such as the Town, Mount St. Mary's University, Frederick County, the State, and private developers. The Emmitsburg Vision Plan Map is presented here as the unifying concept for the future of Emmitsburg. The major components are summarized below:

1. **A Civic Village.** The historic downtown is vibrant and grows to encompass new areas as population and incomes rise. Concerted efforts to revitalize downtown are undertaken and bear fruit. The Town, County, Mount Saint Mary's University and other local institutions work in partnership with property owners, residents, and the merchants of Main Street to make downtown an economically vibrant center for community life and to preserve its heritage.
2. **An Educational Village.** A new mixed-use institutional center, connected to Mount St. Mary's University, grows up near the intersection of South Seton Avenue and U.S. Route 15. It is connected to downtown by South Seton Avenue, which is the main gateway and home to the major institutions of the community which serve as a scenic backdrop to College Mountain. The primary purpose of this area is to promote the development and expansion of the institutions of the University and to strengthen the physical connections between the University and the Town.
3. **A Commercial Village.** A new commercial shopping village grows up east of the intersection of U.S. Route 15 and MD Route 140. The area allows room for an expanded commercial tax base while meeting the shopping needs of area residents. It is setback far enough from U.S. 15 so it does not interfere with the scenic qualities of the highway

# *Public Hearing Draft*

## *07-21-2008*

corridor. Clustered, higher-density housing is allowable upon the development of commercial uses—giving the complementary mix of shops and housing the opportunity to flourish.

5. **Green Belt.** A green belt of varying width is maintained around the Town—that is, between the current municipal limits and the municipal growth boundary and including those preserved lands outside of the Municipal Growth Boundary. No development takes place in this area unless by conscious decision of the Town to annex. If annexation and development do happen in this green belt, substantial land area will be dedicated to the green belt concept, and developed areas will be clustered in small patches formed by natural areas. Consequently, the amount of land converted to a developed use in any given parcel will be small compared to the parcel's total size.
6. **Environmental Corridors.** Environmental corridors are established. These natural areas coincide with streams, wetlands, and intact woodland areas. In most areas, establishing the corridors means that some lands now in farming use will someday revert to natural woodland and open space should development on the parcel take place. The planned corridors connect fragmented or isolated woodlands into coherent networks. This expresses a basic long range planning challenge—how to manage the conversion of a land use pattern dominated by farming to one that supports a balanced and humane environment rather than one dominated by suburban sprawl. The conversion of farmland to suburban development will be part of Emmitsburg's future where this conversion takes place in an environmentally conscientious manner.

The above are the six major physical planning components of the Town's long-range vision. The policies and recommendations, which follow, are consistent with this vision. Like the vision, they are drawn from the research and analyses presented in Sections 1 through 3 of this report. Like the visions, the recommendations reflect the input citizens of Emmitsburg provided between 2005 and 2008.

# *Public Hearing Draft*

## *07-21-2008*

### **4.2 LAND USE**

There are two maps included in this section. The first is the Emmitsburg Land Use Plan Map. This map deals with the land use plan as constrained by existing water resources it is the focus of this Comprehensive Plan and its recommendations. The second map is the Emmitsburg Recommended Unconstrained Land Use Plan Map . This second map addresses land use changes that will be made when water is available (as further described) within the Municipal Growth Boundary. The map is meant to provide guidance to the Planning and Zoning Commission in the process of updating this Comprehensive Plan when water capacity is available for development. Changes in land use (and associated updates to the Emmitsburg zoning ordinance) within the Town boundary supported by this Plan should have priority over new annexations where water and sewer capacity remain limited.

#### **Background**

The land use pattern of Emmitsburg is described in Chapter 2 of this report. Emmitsburg's village zone in the Town's village center reflects the traditional pattern of development in the Town. Historic structures and a grid street network characterize the village center. Beyond the village center, conventional suburban style development has been occurring. Wide curvilinear streets and larger lots characterize this newer development. U.S. Route 15 largely provides an edge to Town, and development has mainly occurred on the west side of this major highway. Beyond the town limits, the land is mainly woodlands or used for farming.

#### **Land Use Plan Recommendations**

##### Future Land Use

The general plan for future land use within the Emmitsburg Town Boundary, through 2030, is shown on the Emmitsburg Land Use Plan Map. The recommended land use categories are described below:

*Preserved Environmental Corridors:* Areas designated as preserved environmental corridors make up a system of interconnected parks and natural surface pathways. These corridors connect residents with their natural surroundings, provide a recreational resource, provide migration corridors for wildlife, and preserve the predominant qualities of the landscape. Mountains and

# Public Hearing Draft

## 07-21-2008

forests surrounding Emmitsburg are connected with other, smaller, forested areas via these corridors, thereby preserving wildlife habitats.

In areas that are currently not developed, uses of land designated Environmental Corridor should be limited to nature preserves, camping and resort developments, forest conservation areas, parkland, institutional uses with minor environmental impact, or single-family lots 20 acres in size or larger. The main emphasis when converting existing farmland to another use will be the restoration of natural woodland, riverine, or meadow conditions.

In sections of Town where developed uses overlap areas covered by environmental corridors, the Environmental Corridor designation represents an overlay on the base land use. This means that redevelopment activities within these overlay areas should help reestablish the functions of the natural resource. For example, impervious surface areas should be reduced. Residential lots within floodplain and stream buffers would be heavily planted and where possible, areas of the lots would be reforested. The designation of lands as environmental corridor does not mean that uses permitted by right would be prohibited, only that they should be required to meet environmental standards in keeping with their sensitive location. The Section 4.4, Sensitive Areas, explains the method for delineating environmental corridors.

*Rural Residential:* The rural residential category includes the existing pockets of residential development surrounding the Town. Some of these areas closest to Town are served by municipal water or sewer service. No new rural residential development is recommended within the Emmitsburg Municipal Growth Boundary. Though it is recognized that the County may issue building permits on existing rural residential lots, the Town should not extend municipal water and sewer services to such lots.

*Single-Family Residential:* Areas presently developed or developing within this designation are generally characterized by conventional suburban patterns; curvilinear streets, cul-de-sacs, large setbacks from the street, etc. They include subdivisions such as Pembroke, Brookfield, and Emmet Ridge. The Plan recommends that these areas remain in single-family use. One additional area southwest of Main Street is designated for future single-family residential use.

*Village Core:* The area designated as Village Core includes downtown Emmitsburg, the traditional neighborhoods adjacent to Main Street and undeveloped areas both north and west of downtown. The Village Core includes a mix of commercial, employment, institutional, civic, and residential uses.

*Institutional:* Land designated for institutional use is located along South Seton Avenue and U.S. Route 15, forming an institutional corridor that characterizes the southern gateway into Emmitsburg. Institutions, such as schools, government agencies, churches, and community centers provide education, employment, and services to the Town.

*Commercial:* Lands designated commercial are located at the intersection of South Seton Avenue and U.S. Route 15 and encompass the Silo Hill commercial center near the intersection of U.S. Route 15 and MD Route 140. New commercial development in Emmitsburg should be directed to the historic village center; therefore, limited land area is designated for commercial use in the Future Land Use Plan.

# Public Hearing Draft

## 07-21-2008

*Office Research:* Land designated for Office Research is located on the east side of U.S. Route 15, north of MD Route 140 and along Creamery Road on the west side of the highway. This designation allows for research and light manufacturing. Along Creamery Road, the Plan recommends the gradual transformation of the current industrial land uses into research and office uses. These uses are more compatible with an in-town location and the surrounding institutional and residential uses. The Town should maintain land zoned for office, research, and industrial development and work with the County Office of Economic Development to target firms that may seek to expand operations into Emmitsburg.

*Light Industrial:* Land designated light industrial is concentrated on the east side of U.S. Route 15. This arterial road provides a separation of potentially incompatible uses from the main residential and institutional areas of Emmitsburg. Industrial uses provide employment through manufacturing and research. Industrial land uses are often incompatible with residential uses; therefore, this plan recommends that future industrial development occur on the east side of U.S. Route 15.

*Parks:* The Emmitsburg Community Park comprises 72 acres, which extend from West Lincoln Avenue to Tom's Creek. Other parks within the town limits include the Emmitsburg Memorial Park on Chesapeake Street, Emmit Gardens Park, Silo Hill Park, Northgate, and the Emmitsburg Elementary School.

*Agriculture:* As shown on the Future Land Use Map, the majority of the land outside the town limits should remain in farming.

### Recommended Land Use Changes upon Development of Adequate Water Resources Plan

The plan for Emmitsburg when sufficient water and sewer capacity is available is shown on this map. The corresponding land use categories are described here.

*Single-Family Residential:* The area shown for future single-family residential development is roughly between Flat Run Creek and U.S. Route 15. Single-family houses and duplex units are acceptable housing types. Lot sizes should range from between 9,000 to 14,500 square feet. The Plan identifies properties within this area as acceptable for annexation upon the submittal of development concepts and annexation agreements acceptable to the Town.

*Town Residential:* Lands recommended for Town Residential use are located between Mountain View Road and Annandale Road and between Annandale Road and the Town Park. The Plan recommends that compact development occur within these areas and provide a range of housing types. Examples of acceptable housing types include senior housing, town homes, and single-family lots like those in the historic section of Emmitsburg. Institutional uses such as houses of worship and day care centers are encouraged. An area of village style commercial development should be included on a portion of the development site. Any commercial development on this site must be zoned as village zone and be of village scale and design.

The Plan also recommends that the Town Residential designation be applied to additional areas on the north side of MD Route 140 between the Emmit Ridge and Brookfield subdivisions. As shown later in Section 4.6, in the Community Facilities Map, a public park is also recommended on this site.

# Public Hearing Draft

## 07-21-2008

*Commercial:* New commercial uses would be developed at the southern and northern intersections of Seton Avenue and MD Route 15. These areas are gateways into Emmitsburg and should be developed as a commercial gateway with special sensitivity to reflecting the design in Emmitsburg's village center as described in Section 2.5, Community Design, and Section 4.7, Community Design and Historic Resource Preservation.

*Institutional:* The Plan shows an institutional gateway into Emmitsburg from the south. Institutional development would occur at Mount Saint Mary's and along South Seton Avenue creating a scenic entrance to Town characterized by institutional uses.

### Zoning Recommendations

The Official Zoning Map and Zoning Ordinance should be comprehensively amended to have it conform with the Future Land Use Plan and the recommendations of this Comprehensive Plan in general. This will involve changing the zoning of certain properties, creating new zoning districts, and substantially re-writing the development regulations.

Institutional entities are a vital and significant part of the Town of Emmitsburg. In order to foster their development, the Town should create a new zoning district to accommodate the unique needs of institutions. The principle uses in the new district should include: civic and governmental organizations; schools (both public & private); religious institutions, nursing homes; performing arts centers; museums; and retreat/conference centers. The district should allow ancillary uses that directly support the principle use of the site. For example, University housing for students, faculty and staff, or a retreat center may include a small café and gift shop. The Zoning District guidelines need to ensure that the uses within the institutional zone do not detract from the services offered in the village center and other business districts. The institutional zoning designation should not be used for activities better suited/reserved for the business and commercial districts.

No development is planned for outside the Town limits at this time, as the Town does not currently have sufficient water supply to accommodate growth beyond that in Town. However, as water capacity is expanded in the future the Recommended Land Use Changes upon Development of Adequate Water Resources Map should guide future annexations. For properties outside of the current municipal limits, a zoning category consistent with the Future Land Use Map should be applied when the property is annexed.

### Main Street Recommendations

Promote the "Main Street" approach in the village center. This approach includes implementing strategies for marketing downtown, economic restructuring, community design improvements, and strengthening the organizations and institutions that support a vibrant downtown. The Town should consider applying to the Maryland Department of Housing and Community Development for designation as a "Main Street Maryland" community and making use of the technical assistance the State can provide. The town should also consider developing an economic development committee to tie business, government, and citizens together.

# *Public Hearing Draft*

## *07-21-2008*

### Housing Recommendations

- 1) The housing stock in Emmitsburg should be maintained, conserved, and improved in a manner that supports economic diversity within the community. All new housing developments that are added to Emmitsburg through future annexation should contribute to the Town's interests in promoting housing that is affordable to residents who work in the area.
- 2) A full range of housing opportunities—apartment buildings, accessory apartments, apartments above shops, duplexes, senior housing (providing all levels of care from unassisted senior living through assisted living through nursing homes), townhouses, and single family houses on a variety of lot sizes and configurations should be established and maintained in Emmitsburg.
- 3) Housing should be conveniently located and linked via roads, sidewalks, and trails to community facilities, schools, parks, and natural open spaces.
- 4) The Town and Mount St. Mary's University should develop workable strategies to address student housing issues in the Town; continuing a welcoming attitude toward student living in Town while addressing the impacts of inappropriate behavior and overcrowding.



# *Public Hearing Draft*

## *07-21-2008*

### **4.3 TRANSPORTATION**

#### **Background**

Travel in Emmitsburg occurs mainly along U.S. Route 15 and MD Route 140 (Main Street). These are the main arterial access routes. Commuter traffic traveling to and from Pennsylvania passes through Emmitsburg on Main Street and South Seton Avenue, causing rush hour congestion in the village center. To bypass this congestion, motorists in Emmitsburg often leave main routes and use the alleys that run parallel to Main Street. Regional truck traffic on MD Route 140 also impacts the quality of life in downtown.

The sidewalk network in the village center can be improved. Additionally, there are areas where disconnects exist in the network between the village center and surrounding residential areas. Additionally, the sidewalks in the village center are narrow and do not provide adequate space for pedestrians to walk side-by-side and pass one another. There is currently no pedestrian connection between Mount Saint Mary's and the village center. A trail connecting Emmitsburg and Mount St. Mary's University is in the planning stages.

#### **Transportation Plan Recommendations**

The general plan for transportation within the Emmitsburg Municipal Growth Boundary, through 2030, is shown on the Emmitsburg Proposed Streets and Highways Map and described below.

##### U.S. Route 15 - A Rural Expressway

U.S. Route 15, a four lane divided highway, should remain a rural expressway through the limits of the Emmitsburg area. Highway capacity should be preserved for regional traffic. Traffic signals and private driveway entrances should be avoided. The public road intersections that exist today should remain. Local accessibility and mobility are key priorities that must be balanced against the regional goal of free flow of traffic on the highway.

In keeping with this vision of U.S. 15, interchange location should be considered and studied in the context of a regional traffic solution. This plan shows two interchange locations, one at the northern and one at the southern intersection of U.S. 15 and Seton Avenue. One day development trends and/or regional traffic may require both. Therefore, any development proposals in the vicinity of either interchange should reserve land area that would allow interchanges to be built in the future. If and when an interchange is constructed at the southern intersection it should retain South Seton's attribute as a gateway into Emmitsburg, especially from points south.

# Public Hearing Draft

## 07-21-2008

### Major Street and Highway Improvements

The primary recommendation with respect to major street and highway improvements is regional cooperation in the study and selection of an option to divert regional commuter and through traffic around the village center. The optimal long-term solution to traffic congestion caused by regional commuting and through traffic from Pennsylvania to Maryland must involve multi-party cooperation between the Town, Frederick County, Adam's County, and its townships with leadership by the Maryland and Pennsylvania Departments of Transportation. This Plan recommends that the multi-party study of the options and appropriate alternative alignments be studied in detail to determine the most appropriate solution to the regional traffic problem and allow work towards that solution to commence immediately.

*Northern Residential Collector Parkway:* As shown on the Streets and Highways Map, a residential collector parkway would be constructed north of the present town limits. It would collect traffic from existing and future neighborhoods and provide a northern connection from MD Route 140 west of town to North Seton Avenue near U.S. Route 15. This road is not meant to be a bypass. Instead, it is intended to collect the local residential traffic from the existing and planned residential areas and convey it on a graceful slow moving parkway to the highway system. The road is aligned to avoid crossing a tributary of Flat Run just west of U.S. Route 15. The posted speed should be 35 miles per hour.

### Local Street Improvement Recommendations

*Irishtown Road Improvement:* Irishtown Road should be improved to an urban collector standard, from North Seton Avenue to the planned northern residential collector. The improved roadway should include sidewalks and street trees.

*Irishtown Drive Completion:* Irishtown Drive should be completed as a loop street that connects with Irishtown Road at two points. The connection of Irishtown Drive to Irishtown Road is a high priority. It would provide an alternative way in and out of the Northgate and Emmits Ridge subdivisions; passage is temporarily blocked during severe flooding events at North Seton Avenue.

*Silo Hill Road Extension:* Silo Hill Road should be extended northward to connect to North Seton Avenue. This would provide alternate access to the Silo Hill subdivision and provide access to the commercial area at the intersection of MD 140 and Silo Hill Road.

*Creamery Road:* Creamery Road from Main Street to its intersection with U.S. 15 should be preserved as an important access route to downtown and to the light industry and ambulance service on Creamery Road. Its functional classification should be changed from a local road to a minor collector.

*New Residential Streets in General:* All local streets built as part of future development should provide interconnectivity and improved accessibility between residential subdivisions, access to collector roads, and the village center.

# Public Hearing Draft

## 07-21-2008

### Transit Recommendations

An inter-jurisdictional effort between Emmitsburg, Frederick County, and Adams County should be undertaken to provide high-speed bus service to regional employment centers. These busses should have a regular schedule during peak commuting times. Stops along the bus route should be limited to major population centers and commuter parking areas. To ensure a high-quality bus system any bypass option should allow busses priority at intersections. This system should be connected with regional transit systems in Baltimore, Washington, D.C., and Pennsylvania.

The location and development of a commuter park and ride lot in the Town of Emmitsburg should be studied.

### Bike and Pedestrian Recommendations

*Area-wide Trail System:* The Proposed Streets and Highways Map shows a network of interconnected pedestrian and bicycle trails. These would encircle the village center and provide access from the village center to all areas within the Municipal Growth Boundary, and to Mount Saint Mary's University. The trails will be constructed within the Plan's recommended Environmental Corridors and over new and/or existing roadways. In addition to these trails, all new roads should have pedestrian and bicycle paths. The Town should seek to upgrade existing roads for pedestrian and bicycle compatibility.

*Sidewalks:* An interconnected network of sidewalks between residential areas and activity centers in Emmitsburg is created. Installation of sidewalks in the two areas along Main Street that are disconnected as shown in Section 2 of this Plan is a top priority. Sidewalks are installed to complete the connection on North Seton Avenue. These three connections will complete the sidewalk network into the village center.

*Sidewalks in General:* All new developments should have sidewalks that connect with the existing sidewalk network. Sidewalks should be provided where the entrance to a commercial building is separated from the street by a parking lot. These sidewalks should provide a connection between the street and the building entrance and include a green planting strip and provide pedestrians protection from vehicles. Pedestrian (and bicycle) mobility should be factored into all street and bridge improvement projects.

*Safe Routes to Schools:* A safe routes to school plan should be developed and implemented in Emmitsburg. This plan should incorporate the improvements to pedestrian and bicycle facilities discussed in this section as well as traffic calming measures where appropriate. Education and awareness programs should accompany the safe routes to school plan, providing education for children and parents as well as for local drivers.

# *Public Hearing Draft*

## *07-21-2008*

### Downtown Circulation Recommendations

*Parking:* Improve the parking situation for shoppers, visitors, and employees in the village center through signage and by securing a location or locations for municipal parking that is centrally located and easily accessible.

*Main Street:* The capacity of Main Street should not be expanded by removing parking, widening travel lanes or through means that would involve construction. Main Street should be a slow moving street. The movements of pedestrians and bicyclists should be protected and encouraged, even at the expense of slowing vehicle speeds on Main Street.

*Street Directional Signage:* A coordinated approach to directional signage should be implemented. Signs should direct visitors to parking, primary civic uses, and historic sites at a minimum.

*Alleys:* The alleys that run parallel to Main Street should continue to serve their essential function in providing mobility through town for residents. Potential conflict points between pedestrian and cars especially at alley intersections with Main Street should be studied and resolved. Parked cars and delivery vehicles should not obstruct the inter-parcel movements or emergency access provided by the alleys. Traffic calming measures should be implemented in the alleyways.

# *Public Hearing Draft*

## *07-21-2008*

### **4.4 SENSITIVE AREA STEWARDSHIP**

#### **Background**

Emmitsburg is located in a valley of the Catoctin Mountains. Three main creeks—Tom’s Creek, Flat Run, and Middle Creek—run through the area. Forested areas are prominent and steep slopes are present within the growth boundary. No threatened or endangered species have yet been documented in Emmitsburg. As documented in Section 2.3, Natural Environment, the combined geology and hydrology of Emmitsburg are such that care must be taken in the development process.

Properly functioning floodplains in Emmitsburg are vital to resident health and safety and in preserving water quality. Preservation of open spaces surrounding these buffers will become increasingly important as development occurs within and around Emmitsburg.

#### **Environmental Stewardship Plan**

Environmental Stewardship means that Emmitsburg embraces a responsibility to ensure that natural resources and sensitive areas, the beauty they contain, and the roles they play in sustaining public health and well-being are protected and sustained for future generations. Emmitsburg identifies strongly with its environmental elements, and the Town recognizes that the transition of land use from agriculture to urban provides a unique opportunity to repair and restore essential woodlands and open spaces. Therefore, the Emmitsburg Sensitive Area Stewardship Plan shows an expansion or growth of the natural areas within the Emmitsburg Municipal Growth Boundary.

Open spaces and natural areas provide recreation opportunities and serve to connect individuals with their surroundings. This Plan not only encourages the preservation and restoration of these resources for the important environmental benefits they provide, but also enables the active, thoughtful, and spiritual immersion into nature that promotes health and human development.

The general plan for sensitive areas within the Emmitsburg Municipal Growth Boundary, through 2030, is shown on the Emmitsburg Sensitive Area Stewardship Map and described below.

#### Environmental Corridor Recommendations

The Preserved Environmental Corridors shown on the Emmitsburg Sensitive Area Stewardship Map indicate areas where preservation, and in many cases, expansion of existing forested areas

# *Public Hearing Draft*

## *07-21-2008*

should occur. Not all areas shown as environmental corridor will be converted to that use by 2030; many areas may remain in farmland until such time development plans are submitted.

The corridors take into account woodlands, floodplain, all creeks and streams, steep slopes, and wetlands. The following recommendations are necessary for the full realization of these areas for wildlife movement, geology considerations, flood management, and overall environmental health as detailed in Section 2 of this Plan.

- 1) Development plans should include preservation, expansion, and stewardship of natural areas as shown on the Emmitsburg Sensitive Area Stewardship Map.
- 2) Areas of permanent open space should be created throughout the environmental corridors, with conveyance of conservation easements to the Town and/or designated land trusts. Wherever possible, open space in new development areas should connect with existing green corridors in the Town. These connections should allow for sidewalks, bike lanes, parks, and trails as shown on the Emmitsburg Future Land Use Map.
- 3) The amount of land in woodland use should increase by 2030. No net loss of forested areas should occur. Preservation of existing forested areas is the preferred method to ensure this result. Where it is not possible to preserve existing forested areas, reforestation will occur to compensate for this loss. An acceptable reforestation mitigation rate shall be established and made part of the zoning regulations of Emmitsburg.
- 4) Reforestation in areas designated as “green corridors” will occur prior to or when a development occurs.
- 5) Green corridors should provide connections to the sidewalk network in the village center.
- 6) Development plans show connections to existing green corridors in the Town. These connections should include sidewalks, bicycle lanes, parks, and trails within the green corridors, as shown on the Emmitsburg Environmental Stewardship Map.
- 7) Development plans should acknowledge the role and functions that buffers play and, to the extent possible, plant buffers in natural and/or landscaped vegetation of native species to improve water quality and scenic beauty.
- 8) Green corridors should ensure the preservation of the fossil resources in Emmitsburg by adjusting to protect significant archeological sites as discovered in the development process and through the inclusion of appropriate signage highlighting these resources.

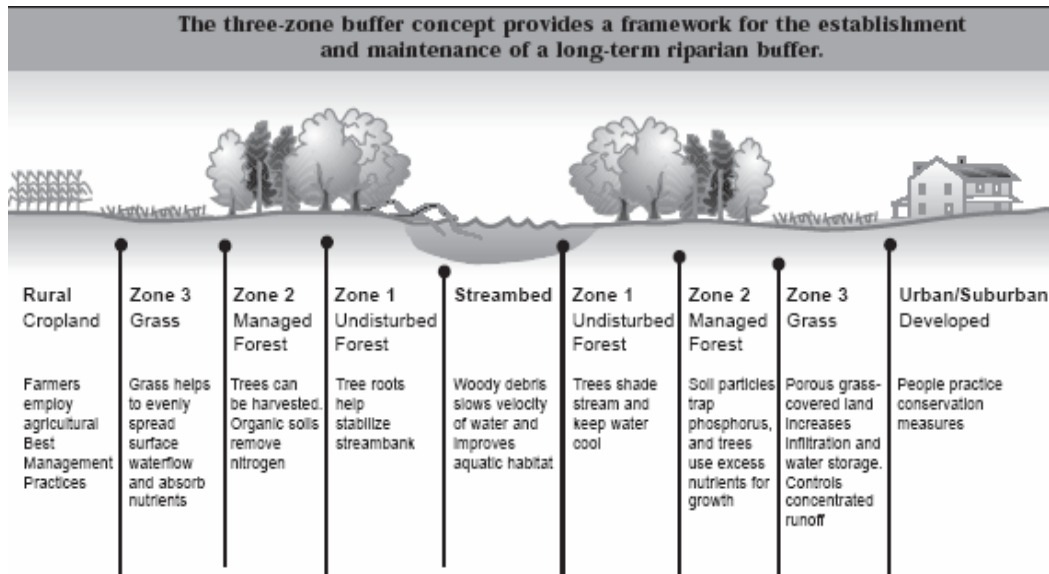
### Stream, Floodplain and Wetland Recommendations

Stream and floodplain buffers play essential roles in mitigating the effects of development while ensuring environmental health. When forested, these buffers can help to stabilize stream banks, manage water temperature, filter nutrients and toxins, and store water to prevent flooding. Each zone of the buffer provides important benefits, as shown in the Exhibit 4.1 below.

# Public Hearing Draft

## 07-21-2008

**Figure 4.1: Three-zone buffer**



Source: Maryland Cooperative Extension

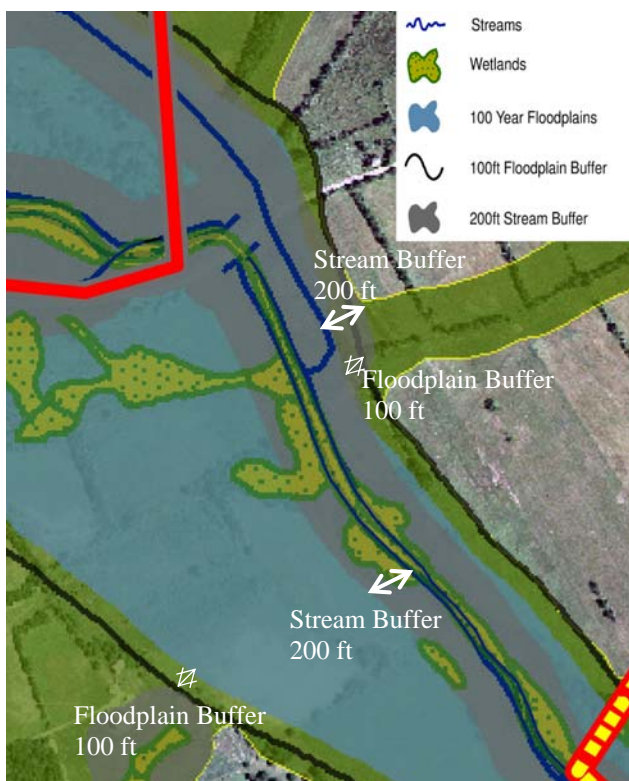
- 1) While it is generally the case that wetlands occur in environmental corridors, some wetlands are outside these corridors. No wetlands should be disturbed by development.
- 2) Development should acknowledge the role and functions of buffers and plant buffers in native vegetation to improve water quality and scenic beauty.
- 3) Floodplains:
  - a) Should be buffered by 100-feet of forested area. The 100-foot floodplain buffer is shown on the Sensitive Area Stewardship Map. FEMA updates to the floodplains should be observed as they occur.
  - b) Where forest does not currently exist, it will be re-established in this 100-foot buffer during the development process.
  - c) In areas where development has already occurred in the floodplain buffer, planting should occur where possible to reduce the overall long-term effects of development.
  - d) Redevelopment activities should reduce the amount of impervious surface on a site to the extent possible.
- 4) Streams:
  - a) Should have a 200-foot buffer of forested area or grassland. The 200-foot buffer is shown on the Sensitive Area Stewardship Map.
  - b) Where forest does not currently exist, it should be re-established in the stream buffer during the development process.

# Public Hearing Draft

## 07-21-2008

- c) In areas where development has already occurred in this buffer, planting should be encouraged to reduce the overall long-term effects of development.
- d) Redevelopment activities should reduce the amount of impervious surface on a site to the extent possible.
- e) Filling of ponds and other wetlands or diversion of streams should not be permitted. These environmental features should be preserved in their natural state, and foresting or forest preservation should occur around these areas.

**Exhibit 4.2 Stream and Floodplain Buffers**



- 5) Within the Zoning Ordinance, a modification procedure should be established for parcels in the Town where reasonable use of the parcel is not possible due to the extent of the stream and floodplain buffers on that parcel. The parcel should still be required to maintain some buffer from the stream and floodplain. Development on the parcel should incorporate low levels of impervious surface and increased planting in the area 200 feet from the stream and 100 feet from the floodplain while allowing reasonable use of the property.

# *Public Hearing Draft*

## *07-21-2008*

### Energy Conservation

The Town should undertake a comprehensive energy consumption budget estimate for Emmitsburg and develop recommendations that ensure implementation of responsible energy conservation measures. In the meantime, new development should detail ways in which energy will be reduced and carbon emissions minimized as part of the project approval submittal. The following may be considered possible means to reduce energy consumption and carbon emissions over typical development projects submitted: building orientation with respect to the sun, solar panels, tree planting to shade buildings and sequester carbon, sidewalks and trails to promote walking, use of windmill technologies, adoption of green building technologies, and direct street connections to minimize miles traveled.

In addition, the Town should require that Leadership in Energy and Environmental Design (LEED) standards be incorporated into all new development.

### Eco-tourism

The Town should maintain efforts to encourage environmentally friendly use of preserved/undeveloped woodland. The development of trails and other low impact uses should be pursued. The development of multi-user trails to provide recreation for residents, Mount Saint Mary's University students, and tourists are considered a major portion of such efforts. Continued allowance of hunting and fishing as appropriate should be preserved. The Town should work with the business community and Frederick County tourism to develop ways to increase knowledge of the rich history and resources of the Emmitsburg region.



# Public Hearing Draft

## 07-21-2008

### 4.5 WATER RESOURCES

This Plan is designed to meet basic values and ensure that a thoughtful balance is maintained between the natural resource base and the needs of existing and future development. This section addresses specifically water resources and the protection of these resources in light of the growth anticipated through 2030.

House Bill 1141, a 2006 amendment to Article 66B, requires a water resources element as part of all comprehensive plans. A water resources element must address future water and sewer capacity needs and identify future sources of drinking and receiving waters. A water resources element must also contain the framework for water resource protection and water quality improvements.

Perhaps more than any other element of this Comprehensive Plan, the Water Resources Element is interrelated with the vision and primary recommendations of the Plan. Therefore, this element can not be fully evaluated independent of the findings and recommendations of this Comprehensive Plan. The relevant sections and maps referenced in this section include:

<u>Section 2.3</u> <u>Natural Environment</u>	Describes the surface water and streams along with groundwater resources, floodplains, geology, steep slopes, and wetlands. This section provides information necessary to make thoughtful decisions for future growth that result in long-term water quality benefits and contains the Environmental Features Map.
<u>Section 2.8</u> <u>Community Facilities</u>	Provides information on the water and sewer systems in Emmitsburg, their current use and capacities. Detailed information about municipal groundwater wells is provided.
<u>Section 3.1</u> <u>Future Household</u> <u>Population and Growth</u>	Provides projections that are used in this Water Resources Element to plan for future capacity needs.
<u>Section 3.2</u> <u>Impacts on Community</u> <u>Services</u>	Describes impacts planned growth is projected to have on community facilities and services. This Water Resources Element draws from Section 3.2 in considering impacts of growth on water and sewer.
<u>Section 4.1</u> <u>Long-Range Vision</u>	Concepts outlined prioritize environmental stewardship. This Section provides the framework for much of the water resource protection recommendations found in this Water Resources Element.
<u>Section 4.2</u> <u>Land Use</u>	Lays the framework for water resource protection and designates areas for infill and expansion. Contains the Land Use Plan Map and the Recommended Unconstrained Land Use Plan Map .
<u>Section 4.4</u>	Provides recommendations for water resources protection. This Section

# *Public Hearing Draft*

## *07-21-2008*

<u>Sensitive Environmental Areas</u>	provides details of stream buffer and environmental corridor concepts and contains the Environmental Stewardship Map.
<u>Section 4.6 Community Facilities and Services</u>	Provides the framework for an Adequate Public Facilities Ordinance which would, upon adoption, support the recommendations of this Water Resources Element.
<u>Section 4.8 Municipal Growth</u>	Discusses annexation procedures to facilitate implementation of the recommendations in this Water Resources Element.

### **Background**

Water Resources in Emmitsburg include groundwater aquifers, surface water streams, and a reservoir. The objective of this Water Resources Element is to ensure capacity exists for existing and future residents and businesses while maintaining responsible stewardship of these resources.

Emmitsburg is surrounded by and contains areas of Tom's Creek, Flat Run, and Middle Creek. Turkey Run is outside the Town limits. Turkey Run is an essential resource to the Town as it supplies the Town's reservoir, Rainbow Lake. Rainbow Lake is located on College Mountain to the west of Emmitsburg. The Town of Emmitsburg owns much of College Mountain including the areas that surround Rainbow Lake. Adequately buffering and protecting these streams and Rainbow Lake is essential to protecting Emmitsburg's water resources. This Comprehensive Plan provides the framework to conserve and expand environmental corridors, which have the ability to protect Emmitsburg's water resources.<sup>11</sup>

Another aspect of responsible stewardship of water resources involves ensuring an adequate water supply. In the mid-1960s Emmitsburg experienced a severe drought. A milder drought occurred again in 2001. In response to these events, Emmitsburg has maintained a reserve water supply of 20 percent; meaning it maintains 20 percent more water capacity than is necessary to serve its daily needs. This buffer helps protect the Town's wells, ensuring adequate supply during drought conditions.

---

<sup>11</sup> For a detailed description of the groundwater resources refer to Section 2. 8. For more information on the essential functions of riparian buffers and wetlands in Emmitsburg refer to Section 2.3

# *Public Hearing Draft*

## *07-21-2008*

### Future Demand

Section 3.1, Future Household and Population Growth, of this Plan developed a household and commercial growth projection and forecast. Between 2000 and 2030, 230 new residential units would be built. All of these households are expected to be infill.

Each household is equal to one Equivalent Dwelling Unit, or EDU. One EDU is typically estimated to consume 250 gpd of drinking water and contribute 250 gpd to wastewater flow. In keeping with the Town's policy to reserve 20 percent of capacity, a rate of 300 gpd per EDU (20 percent more than 250) is used to calculate capacity and estimate demand throughout this Water Resources Element. Non-residential water uses are calculated in terms of how many EDU's are generated by that non-residential use.

Non-residential infill is expected to demand approximately 265 EDUs of capacity. No expansion of the Town will be permitted. This development would occur entirely within the current Town boundaries. Table 4.1 shows the resulting demand for approximately 79,500 gpd of capacity for non-residential uses by 2030.<sup>12</sup>

The total commitment to residential and non-residential infill development is approximately 230 EDUs. Therefore, the combined demand for water and sewer services through 2030 is expected to be 496 EDU's or 148,800 gpd in both systems.<sup>13</sup>

**Table 4.1: Future Water and Sewer Capacity Demand**

<b>Potential Development</b>	<b>Potential New Units (EDUs)</b>	<b>Water Capacity</b>	<b>Sewer Capacity</b>
<b>Residential</b>			
Pipeline	147	44,100	44,100
Other Infill	84	25,200	25,200
<b>Sub-Total</b>	<b>231</b>	<b>69,300</b>	<b>69,300</b>
<b>Non-Residential</b>			
Infill	265	79,500	79,500
	<b>265</b>	<b>79,500</b>	<b>79,500</b>
<b>Total</b>	<b>496</b>	<b>148,800</b>	<b>148,800</b>

<sup>12</sup> To calculate the number of EDU's for non-residential uses, land areas shown on the Emmitsburg Land Use Map were estimated and a Floor Area Ratio (F.A.R.) was assumed. An FAR is the square footage of buildings on the site as a percentage of the developable area of the site. It is assumed that 75 percent of the area not in environmental protection uses is developable. The remaining 25 percent would go to roads and other necessary infrastructure. This generates an estimated square footage of non-residential space. This square footage was then multiplied by an average of gpd demanded per square foot, which varied depending on the types of uses anticipated for the area. This resulted in a gpd demand, to estimate EDU's this demand was divided by 250 (in order to avoid underestimation as would have occurred using 300 gpd). The result was then multiplied by 300 gpd in order to ensure the 20 percent buffer.

<sup>13</sup> The Emmitsburg Municipal Growth Map, shows where the growth beyond the existing Town boundary is recommended to occur, this map is labeled to coincide with table 4.3

# Public Hearing Draft

## 07-21-2008

### Capacity

#### Drinking Water

Table 4.4 describes the permitted capacity and maximum daily flows of each of the drinking water sources in Emmitsburg. Wells 1 through 5 and Rainbow Lake have the capacity to serve an additional 219 EDUs of infill development. As noted above, infill development is projected to demand 496 EDUs. Well 7 could bring sufficient capacity to serve all of this infill development. The Town has chosen to limit future development to the “growth forecast” described in Section 3 in order to balance future growth with water availability. The “growth projection” found in Section 3 far exceeds the capacity of the drinking water system, and would require the study of additional water supply before this plan could be amended to reflect the “growth projection”.

**Table 4.2: Future Water Capacity**

	Permitted average gpd	2006 Av. Daily gpd + 20%	Remaining Permitted Capacity	Remaining Permitted EDUs
<b>Existing Water Sources</b>				
Rainbow Lake	168,000	169,522	-1,522	-
Wells 1 & 2	168,000	114,100	53,900	-
Wells 3 & 5	87,000	84,799	2,201	-
Well 4	40,000	28,853	11,147	-
<b>Sub-Total</b>	<b>463,000</b>	<b>397,274</b>	<b>65,726</b>	<b>219</b>
<b>Additional Wells-not in use</b>				
Well 7	83,000	0	83,000	-
Well "J" <sup>14</sup>	55,000	0	-	-
<b>Sub-Total</b>	<b>138,000</b>	<b>0</b>	<b>83,000</b>	<b>277</b>
Mount Saint Mary's College	100,000	17,180	82,820	
<b>TOTAL</b>	<b>701,000</b>	<b>414,454</b>	<b>231,546</b>	<b>496</b>

Source: Maryland Department of the Environment & Jakubiak & Associates, Inc.

<sup>14</sup> Well “J” has received a permit for the withdrawal of an average of 55,000 gpd of water. This withdrawal permit is based on both the available capacity and the Town’s water needs. Additional capacity exists for increased withdrawals upon approval from MDE.

# Public Hearing Draft

## 07-21-2008

Current capacity of the drinking water system in Emmitsburg includes:

- Production capacity (Rainbow Lake and Wells 1-5): 463,000 gpd
- Treatment capacity 450,000 gpd
- Storage capacity 600,000 gallons

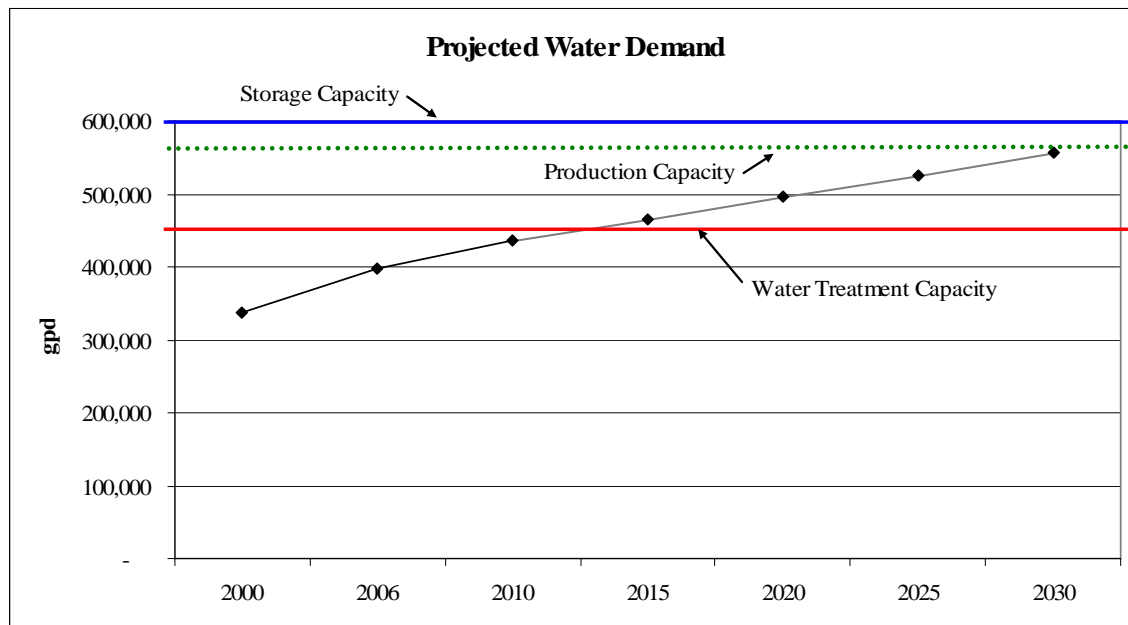
Exhibit 4.3 compares projected demand for water against capacity. It shows when the existing water system would need upgrades in order to meet the water demands of projected growth: treatment capacity would need to be increased by 2010. Drinking water capacity can be increased in the short run to serve the “growth forecast” by bringing Well 7, and sufficient water treatment capacity for this well, online. Longer-term expansion of capacity to serve the “growth projection” would require the study of the possibility of bringing Well “J” online and of drilling new wells.

### Projected Water Demand Evaluation

Demand → (make dash more visible)

2006 instead of 2005

### Exhibit 4.3



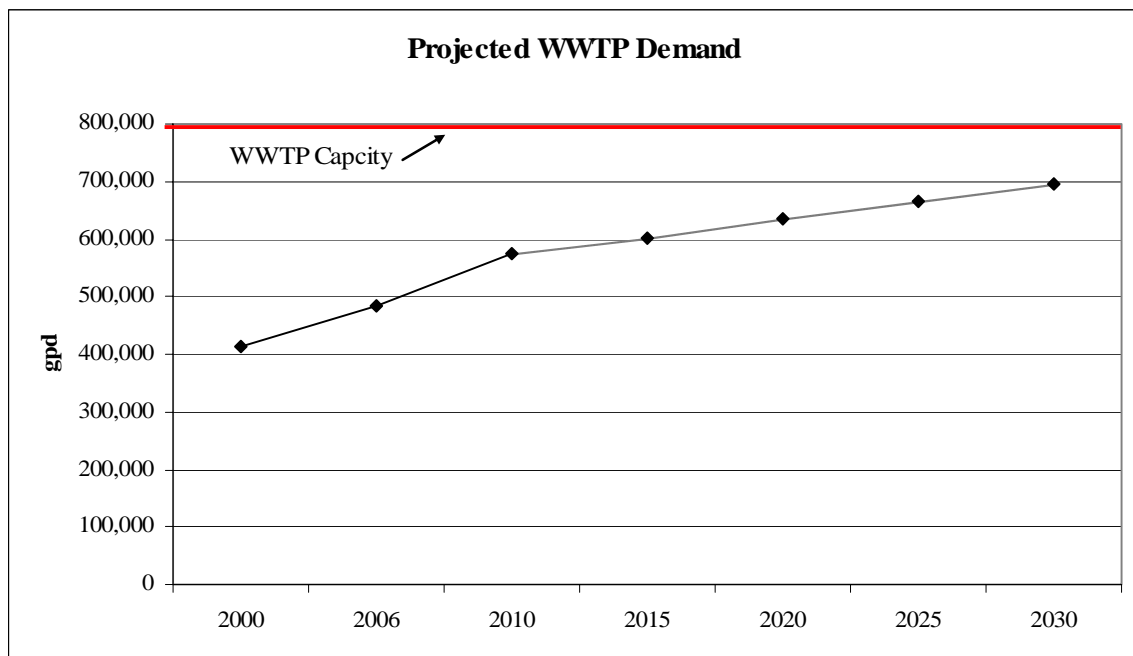
# Public Hearing Draft

## 07-21-2008

### Wastewater

The existing capacity of the Wastewater Treatment Plant (WWTP) is 800,000 gpd; however, a discharge of 750,000 gpd is permitted by MDE. Some of the current discharge from the plant is diverted to spray irrigation during the summer months. Upgrades to the plant are currently in the planning phases and are projected to be completed by 2010. These upgrades are expected to reduce the environmental impacts of discharge from the WWTP but not to increase capacity of the system. Exhibit 4.4 shows that capacity will be sufficient to meet demand generated by the “growth forecast” described in Section 3. It is important to note that there will likely be a drop (not shown in Exhibit 4.4) in wastewater discharge between 2006 and 2010 as the impact of inflow and infiltration is reduced by system-wide improvements.

**Exhibit 4.4**



# *Public Hearing Draft*

## *07-21-2008*

### **Recommendations**

#### Drinking Water Recommendations

- 1) New development is only approved if water resource, treatment, and storage capacity is available to serve new residents and businesses while maintaining the 20 percent buffer, (at 300 gpd per EDU) as called for in Section 4.6, Community Facilities and Services.
- 2) The approval of any request for zoning, plat, or development approval should be contingent upon the availability of adequate water supply.
- 3) The Town should develop and implement a water conservation plan that specifies water conservation goals, implementation actions, and evaluation measures.
- 4) New development shall include the means for rainwater re-use.
- 5) A Water Supply Capacity Management Plan should be completed and this Water Resources element should be updated as necessary upon the completion of this study.
- 6) The Town should contract a hydrological engineer to study the underlying aquifers and determine the most efficient locations for future wells.
- 7) The Town should develop wellhead protection requirements to prohibit uses in well recharge areas that have the potential to negatively impact the Town's drinking water supply. The wellhead protection ordinance for Frederick County should serve as a guide to the Town

#### Wastewater Recommendations

- 1) New development is only approved if wastewater treatment capacity is available, while maintaining the 20 percent buffer.
- 2) New development will bear at least a proportional cost of upgrades to the wastewater system made necessary by its capacity demands.
- 3) In consideration of annexation and zoning requests, proper stewardship of long-term costs means that development requiring a pumping station should only be allowed when a suitable location not requiring a pumping station is unavailable.
- 4) As new technology becomes available, the Town will seek to upgrade the WWTP to further reduce nutrient loading.
- 5) A Wastewater Treatment Capacity Management Plan should be completed and this Water Resources element should be updated as necessary upon the completion of this study.

# Public Hearing Draft

## 07-21-2008

### Water Quality

Emmitsburg is located in the Upper Monocacy River Watershed. This watershed is listed as impaired by the Maryland Department of the Environment (MDE). Water Quality in Emmitsburg is described here through two measures; Biological Integrity and Total Maximum Daily Loads.

#### Biological Integrity

The benthic index of biological integrity considers water resource quality by presence of certain ‘stream bugs’<sup>15</sup> that transform nutrients into biologically usable forms.<sup>16</sup> These ‘stream bugs’ are considered a useful measure as they are highly sensitive to environmental stress and their presence helps to improve overall water quality. Biological impairment and water quality of streams in Emmitsburg is shown in Table 4.3.

**Table 4.3: Biological Integrity**

	<b>Biologically Impaired*</b>	<b>Water Quality**</b>
Turkey Run	yes	poor
Tom’s Creek	yes	fair
Flat Run	yes	poor
Middle Creek	yes	very poor

\*As rated by MDE

\*\*As rated by the Maryland Biological Stream Survey

Source: Maryland Department of Natural Resources and Frederick County

#### Total Maximum Daily Loads (TMDL)

**Total Maximum Daily Loads (TMDL)** consider the amount of nutrients that enter the stream from both point sources, such as wastewater treatment plants, and non-point sources, such as runoff. Table 4.4 shows the 2002 average concentrations of nitrogen, phosphorus, and total suspended solids in milligrams per liter for the streams around Emmitsburg. However, MDE has not completed a TMDL report for the watershed; therefore, the relevance of these nutrient levels to stream quality cannot be determined at this time.

<sup>15</sup> The term ‘Stream bugs’ is as referred to as used by Maryland Department of Natural Resources to refer to insects that contribute to nutrient conversion in streams.

<sup>16</sup> Maryland Department of Natural Resources and Frederick County, “Characterization of the Upper Monocacy Watershed in Frederick County”. 2005.

# *Public Hearing Draft*

## *07-21-2008*

**Table 4.4: 2002 Water Quality Monitoring Summary**

Stream or Discharge Name	Average Concentration (mg/l)		
	Total Nitrogen	Total Phosphorus	Total Suspended Solids
Toms Creek	0.710	0.062	4.780
Middle Creek	0.510	0.063	4.380
Emmitsburg Wastewater Treatment Plant	16.600	2.490	26*
Emmitsburg Water Treatment Plant	1.700	0.060	6.200

\*insufficient data to indicate typical finding

Source: MD DNR Watershed Services and Frederick County

The Emmitsburg WWTP is being upgraded to include Biological Nutrient Removal and Enhanced Nutrient Removal technologies. This upgrade will reduce the amount of nutrients discharged by the WWTP. According to MDE<sup>17</sup>, total nitrogen is expected to be reduced from 16.60 mg/l to 3 mg/l and total phosphorus from 2.49 mg/l to 0.3 mg/l.<sup>18</sup> Current caps on nutrients from the WWTP are 9,137 pounds per year for nitrogen and 685 pounds per year for phosphorus. After the treatment plant has been upgraded to this level, it be permitted to discharge 750,000 gpd while remaining below the phosphorus limit.

Section 4.2, Land Use, lays out a plan that includes the responsible conversion of agricultural lands to residential and commercial uses and the preservation and expansion of existing forested areas. Under the Plan, forested environmental corridors would be established along streams and floodplains, development would occur at higher densities, and open space and parks would be required.

The land areas designated for future growth would add impervious surfaces. Stormwater management requirements in the Town and County along with the environmental corridors will help to mitigate the effects of this impervious surface area. The areas planned for development would allow for approximately 120 acres of environmental corridors. This would preserve existing forested areas and expand buffers along Tom’s Creek and Flat Run.

The extent of the increase in impervious surface coverage is analyzed at a County-wide scale. Frederick County’s research on impervious surface coverage is currently underway. Once Frederick County has completed this analysis and its own Water Resources Element, new information on impervious surface area and run-off may be incorporated into the Town’s Comprehensive Plan.

This Plan recognizes that water resources are not contained by state and jurisdictional boundaries. In Pennsylvania, the ongoing conversion of farmland and natural areas to developed use without adequate stream buffer protections may be expected to contribute to the impairment of stream resources in the Emmitsburg area. Interstate coordination of water resource protection is absent.

Tom’s Creek, Flat Run, and Middle Creek all pass through Adams County, Pennsylvania. There are two point-source discharge points in Pennsylvania; both are along the Miney Branch tributary

<sup>17</sup> Maryland Department of the Environment, “Facts About: Emmitsburg Wastewater Treatment Plant”. 2007.

<sup>18</sup> Nutrient loads for septic systems are 40mg/l nitrogen and 0.4mg/l phosphorus.

# *Public Hearing Draft*

## *07-21-2008*

of Tom's Creek east of Carol Valley. The increasing non-point source of nutrient loading to area streams from nearby Pennsylvania is a major concern. Currently, the primary land uses in Adams County are agriculture and low-density residential, served by private septic systems. Private septic systems on average contribute higher amounts of nutrients per gallon than public systems. These two land uses are the contributors to nutrient loading. It is expected an increasing amount of agricultural land in Adam's County will be converted to residential use during the timeframe of this plan. How this conversion occurs will have a substantial effect on the quality of Emmitsburg's water resources.

### **Water Resource Protection Recommendations**

Water Resources in Emmitsburg could become under pressure from development both in Town and beyond its borders. In keeping with Emmitsburg's commitment to environmental stewardship, this Comprehensive Plan lays out policies which require that future development improve water quality and water resource protection.

### Water Quality Recommendations

- 1) Preservation of College Mountain in its natural state will help protect future water supply from Rainbow Lake and its nearby wells.<sup>19</sup>
- 2) Implement the Environmental Corridors concept as outlined in Section 4.2, Land Use, using a careful development and re-development process that seeks to restore the essential functions of riparian environments.
- 3) Implement 200-foot stream and 100-foot floodplain buffers as outlined in Section 4.4, Sensitive Areas Stewardship. Where these buffers are already developed, redevelopment should seek to reduce impacts through minimizing impervious surface area and planting of native vegetation.
- 4) Emmitsburg should seek to develop a relationship with neighboring jurisdictions in Pennsylvania, with the goal of encouraging policies that will lead to improved water quality protection upstream.
- 5) Increase tree canopy to at least 50 percent coverage within Town limits.
- 6) New development should incorporate LEED standards for new neighborhoods, commercial, office, and other development.

---

<sup>19</sup> There are plans for multi-user trails to be constructed on College Mountain; however, the construction of these trails will minimize impacts to Rainbow Lake.

# *Public Hearing Draft*

## *07-21-2008*

- 7) Disturbance to natural features including vegetation on a site should be minimized during the construction process.
- 8) Upgrades to the WWTP should reduce nutrient loads in discharge.
- 9) Development around Emmitsburg should only occur upon annexation and connection to the municipal sewer system to reduce the nutrients that can result from long-term use of individual septic systems.

### Stormwater Management Recommendations

- 1) New construction should minimize the amount of impervious surface area.
- 2) Construction of new roads should incorporate street-side swales and other rainwater retention/absorption methods to reduce stormwater runoff.
- 3) On site rainwater collection and reuse is required in new development. This might include the use of rain barrels or cisterns with water reuse for irrigation or heating needs. Existing residents and businesses should be encouraged through incentives to adopt this practice.
- 4) New development is encouraged to use green roofs as a stormwater management technique.
- 5) To the fullest extent practical new development should use non-structural techniques to manage stormwater and otherwise comply with the highest standards of the MDE.

### **Conclusion**

This Plan lays the groundwork for responsible stewardship of water resources in Emmitsburg. The Town maintains policies which help to ensure that water supply is adequate for the population in drought or emergency situations. Under the Emmitsburg Future Land Use Plan, the water demand is within the existing capacity in the Town's wastewater treatment system and water supply and storage capacities.

This Water Resources Element acknowledges that planning for water supply and water quality must be done on a watershed-wide scale. Upon the County's adoption of a Water Resources Element, the Town will consider updates as may found to be necessary.



# *Public Hearing Draft*

## *07-21-2008*

### **4.6 COMMUNITY FACILITIES AND SERVICES**

#### **Background**

The Plan anticipates that the number of households in Emmitsburg will grow from about 1,085 households in 2008 to 1,282 households by 2030. This growth will impact existing community facilities and services. Emmitsburg's public facilities are generally below but reaching capacity.

#### **Community Facilities and Services Plan Recommendations**

The general plan for community facilities within the Emmitsburg Municipal Growth Boundary, through 2030, is shown on the Emmitsburg Community Facilities Map and described below.

#### **Adequate Public Facilities Ordinance Recommendations**

- 1) Adopt an Adequate Public Facilities Ordinance (APFO) to phase public facilities consistent with this Comprehensive Plan. An APFO ties development approval to defined standard levels of service. If streets are too congested, schools too crowded, water and sewer systems capacity not available, park space insufficient, or police, fire, and rescue services not adequate, then development cannot be approved until the problem is corrected. For each facility covered by the APFO, a funding source should be established to remedy any anticipated constraint.
- 2) New development should work cooperatively with police, fire, and emergency agencies to ensure that current levels of service and response times are maintained and improved. Streets should have multiple access points from main roads to minimize fire and police response times. When new development is proposed and before development approval is granted, a study should assess if expansion of police and fire services are required.
- 3) New development is only brought on-line if sufficient water and sewer capacity is available to serve the new residents and businesses while maintaining a reserve capacity of 20 percent. Proposed developments should cover the proportionate share of the costs for expanding water and sewer services made necessary by the new development.

# *Public Hearing Draft*

## *07-21-2008*

### Recommendations Relating to the Accessibility of Community Facilities and Parks

A public park is needed on the north side of town where recent and future residential development has created a demand for accessible park space. The Community Facilities Map shows the recommended location for this park. It is recognized that the topography of this site may prevent the development of ball fields, but make it an ideal location for facilities such as walking trails and sledding hills.

Conduct a study of existing park equipment, and establish a replacement and expansion schedule with first priority to Emmit Garden Park.

Parks located in environmental corridors should include walking and biking trails that connect to form a trail system. These parks should also include compatible park amenities such as benches, gazebos, and exercise equipment.

Install bike racks at either end of Main Street, at the intersection of Main Street and Seton Avenue, and at the Community Park. This allows bikers on the green corridors to access village center areas.

Consider a direct inter-parcel emergency access route between the Emmitsburg ambulance company on Creamery Road and Saint Catherine's.

# *Public Hearing Draft*

## *07-21-2008*

### **4.7 COMMUNITY DESIGN AND HISTORIC RESOURCE PRESERVATION**

#### **Background**

The character that most defines the unique quality of Emmitsburg is found in the historic village center and the approach to downtown along South Seton Avenue. These areas comprise the original plan for the Town and were laid out and constructed in the late 18<sup>th</sup> and early 19<sup>th</sup> centuries. Emmitsburg was platted in a rectilinear street grid pattern that is rooted in classic Roman town planning. Integral to this concept were two principal streets (Main Street and Seton Avenue). The use of minor streets or alleys that parallel Main Street is also a distinguishing feature of town planning which Emmitsburg shares with several other towns in Frederick County. Where Seton Avenue and Main Street intersect, the right of way is expanded and buildings are stepped back creating a town square.

Most of the Town's historic structures and resources are contained within the traditional center of the community. Emmitsburg was listed on the National Register of Historic Places in March 1992. This historic district is located along Main Street between Mountain View Cemetery and Creamery Road, including part of Seton Avenue.

#### **Community Design and Historic Resource Preservation Plan**

- 1) All future development and annexations should be the subject of a thoughtful development plan led by the town planner and endorsed by the Planning and Zoning Commission, prior to annexation. New development should be planned using the principles of town planning and design evident in the traditional center of Emmitsburg as well as meet community goals, such as preservation of land for community parks and reservation of land for institutional uses.
- 2) Undeveloped areas along South Seton Avenue should develop as institutional uses in a park-like setting. Buildings should be set far back from South Seton Avenue, comparable to the setbacks of FEMA and St. Catherine's.
- 3) U.S. Route 15 is a National Scenic Byway. All new development along the highway through the length of the Municipal Growth Boundary should be set-back at least 200 feet from the highway. The buffer formed by this setback should be planted in native woodland species. The buffer should only allow filtered views of future development along the highway. This also will help to reduce the impacts of highway noise on nearby uses as well as improve air quality.
- 4) Tree canopy town wide should be estimated and a long-range goal established to increase this canopy to 50 percent coverage within the town limits.

# *Public Hearing Draft*

## *07-21-2008*

- 5) Development that occurs adjacent to the village center should respond to the existing development pattern with similar street patterns, densities, and architecture. When possible, access to new development should link directly to the village center using existing surface streets as entry points. A set of required architectural guidelines for development of areas zoned Village and Town Residential should be developed.
- 6) New developments should carefully reflect the structural diversity of the village center in regard to the mixture of housing types and styles, and the mixture of lot sizes and shapes. Proposed developments should exhibit the variety, irregularity, and uniqueness in building location and design and reflect traditional Emmitsburg building patterns.
- 7) New buildings should be sympathetic to the traditional architectural character of Emmitsburg as described in Section 2.5, Community Design, of this report. Creative adaptation of traditional Emmitsburg building forms is encouraged, with special attention paid to nearby older structures
- 8) New neighborhoods should incorporate a village core area with a central civic park or village green, which will also be the location of prominent buildings in the community.
- 9) The churches and institutions of Emmitsburg serve a vital function in the development of the Town. As such, these structures should be preserved and restored as development occurs. Development adjacent to these structures should complement them in height and size, to preserve the role of these buildings in defining the character of the town. Graveyards should be preserved and buffered from new development.
- 10) Height impact studies should be required of all development that falls within the existing view sheds shown on the Emmitsburg Historic Properties and Design Features Map. No building or structure should obstruct or distract from these views.
- 11) A citizen led effort should identify how best to establish the gateways into Emmitsburg. For example, gateways can be established with defining architecture, statues, welcoming signs, landscaping, and gardens. The role of monumental architecture in establishing and preserving community character at main gateways cannot be overestimated.
- 12) Promote compatible and historically sensitive commercial buildings and residential units: The Zoning Ordinance should include illustrations that show and set standards that include design guidelines for each zoning district.
- 13) Remain actively involved in the Civil War Heritage Plan amended into the 1998 Comprehensive Plan by resolution of the Town Commissioners.

# *Public Hearing Draft*

## *07-21-2008*

### **4.8 MUNICIPAL GROWTH AND CONSERVATION**

#### **Background**

Section 3 of this report documents the forecast of future growth through 2030. In short, the Town had an estimated 1,085 households in 2008 and a number of units in the development pipeline. Growth through 2008 has largely been determined by past decisions. Development beyond 2008 will be impacted by the recommendations of this Comprehensive Plan.

This Comprehensive Plan recognizes that Emmitsburg is projected to grow by roughly 230 new households between 2008 and 2030. Due to water capacity constraints, no more land need be devoted to residential use than that which is available already within the existing Town limits.

#### **Municipal Growth Area Plan**

This Plan does not propose the expansion of the municipal limits because of the capacity constraints of the Town's water resources. This Plan focuses entirely on growth and re-development within existing Town limits until sufficient water resources are available for expansion. Therefore, no areas are targeted for annexation by this Plan.

However, the Unconstrained Land Use Plan Map shows areas that would become eligible for annexation upon the expansion of water capacity. The Unconstrained Land Use Plan Map will guide updates and amendments to this Comprehensive Plan when such water capacity constraints are resolved. Municipal growth will take place in the future upon amendment of this Comprehensive Plan. The maps in this Comprehensive Plan show a Municipal Growth Boundary in which municipal growth will occur. This boundary shows where the Town will expand as adequate water resources become available. This chapter sets forth the policies of municipal growth.

#### **Recommended Policies for Future Municipal Growth**

- 1) The Town's interests with respect to annexation are as follows:
  - a) Developers seeking annexation should contribute to housing affordability in Emmitsburg, primarily by providing workforce housing within their projects.

# *Public Hearing Draft*

## *07-21-2008*

- b) Developers seeking annexation should contribute to area wide improvements (that may or may not be linked to their specific development project) including supporting downtown revitalization, building road improvements, parks, etc.
  - c) Developers seeking annexation should plan their projects to the highest standards of community and environmental design.
  - d) Annexations should have a fiscal benefit to the Town. Existing residents should not bear financial burdens for new development or experience reductions in the quality of service.
- 2) Environmental factors, such as floodplains, steep slopes, and geology may make some areas unsuitable for development. Unsuitable areas will not be annexed into the Town except for the purpose of conservation and preservation.
  - 3) Annexations support the goal of environmental stewardship by requiring support and development of the interconnected system of parks and trails shown on the Emmitsburg Environmental Stewardship Map. Annexation plans must show reforestation or preservation plans for environmental corridors and preservation plans for existing forest.
  - 4) The pattern of floodplains in the Emmitsburg area should guide future land use in a way that preserves and expands existing open space and agricultural uses and creates a distinct boundary around the Town, as shown on the Environmental Stewardship Map.
  - 5) Annexations should require development to occur within the pockets formed by Emmitsburg's Preserved Environmental Corridors shown on the Land Use Plan Map.
  - 6) Annexations for commercial use should occur only if a suitable site is not available within the Emmitsburg Town Center.
  - 7) Annexations shall be required to provide adequate connections to the existing road network as well as pedestrian access (through sidewalks and environmental corridors).
  - 8) Annexations should only occur beyond the Municipal Growth Boundary when overriding municipal objectives need to be met. In such cases, the Municipal Growth Boundary should be modified, through amendment to the Comprehensive Plan
  - 9) The Town should negotiate annexation agreements for all annexation petitions. The annexation agreement should contain a concept development plan.
  - 10) Each Plan submitted for approval should be reviewed against the adopted Comprehensive Plan. Three areas the Planning and Zoning Commission should evaluate specifically are:
    - If the development is proposed for an area where a road is planned, the road should be built as part of the development.
    - If the development is located where a future park is planned, the park should be dedicated and improved as part of the development.
    - If the proposed development is located where a preserved environmental corridor is located, the corridor should be preserved and protected.

*Public Hearing Draft*  
*07-21-2008*

- The Town-wide pedestrian and bicycle trail system should be dedicated and built as part of the development.



# *Public Hearing Draft*

## *07-21-2008*

### **4.9 IMPLEMENTATION**

#### **Background**

County and State growth management polices seek to direct new residential and commercial development to planned and designated growth areas. These areas, which have become known as primary funding areas, include Emmitsburg<sup>20</sup>. Because of State and County growth management policies, Emmitsburg is a target for new housing and non-residential development.

Over the next six years, these are priority actions:

- Revise and comprehensively update the zoning ordinance and map
- Revise and update the subdivision regulations
- Adopt a road ordinance to implement the goals of Section 4.3
- Adopt an adequate public facilities ordinance

#### Regional Planning

- Participate in the Thurmont Region Plan process with Frederick County.
- Involve federal agencies and other institutions located in Emmitsburg in an ongoing plan implementation process.

#### Development Regulations and Standards

Comprehensively amend the zoning text and zoning map to implement the recommendations in this plan. The current residential zoning regulations largely promote a suburban form of development that is incompatible with the traditional forms of development in Emmitsburg.

Adopt new town street design standards that reduce the width of residential streets, require planting strips and street trees along with sidewalks and bikeways.

---

<sup>20</sup> Priority Funding Areas include areas within municipal limits as of 1997 and areas annexed by municipalities after 1997 that have been certified to meet the Priority Funding Area criteria.

# *Public Hearing Draft*

## *07-21-2008*

### Financing

The Town should continue to monitor and program the capital improvements needed to maintain the level of service of key facilities and services. Developers should fund improvements needed to support a new annexation proposal.

### **Conclusion**

In its preparation, this Comprehensive Plan has succeeded in bringing to light important information about land-use development and community facilities—most notably, drinking water. The Plan advances the Town’s goal that development and essential resources be balanced. The Town will remain pro-active in ensuring the long-term health of its water supplies and natural resource base.

A public workshop and Town-wide survey were conducted as part of the development process for this Plan. The public supported a plan that would create a walkable community supported by its institutions. Environmental protection and economic development in the village center were also central goals supported in the public participation process.

This Plan envisions Emmitsburg’s future as a Town where the traditional link with surrounding institutions and the natural environment remain defining elements. Environmental corridors link natural areas, provide recreational resources, and connect the Town with nearby institutions. Preservation of Emmitsburg’s heritage and natural setting are balanced with economic opportunities. Successful implementation will require the ongoing commitment on the part of Town officials, staff, and dedicated citizens.

# Public Hearing Draft

## 07-21-2008

### APPENDIX

---

---

#### A.1 PUBLIC PARTICIPATION

##### Workshop Results

###### LIVE

Rank	Goal
1	The conservation / preservation of a “green belt” around the Town should be pursued.
2	Downtown should be the central focus of community life and the Town should make decisions that reinforce this.
3	The Town’s traditional patterns of development (including lots sizes and street layout) should guide how we develop future neighborhoods.
4	The Town should grow with residential development and businesses on the east side of US 15.
5	(In contrast to the above statement) A large lot, low-density suburban subdivision is the preferred pattern for how we should develop future neighborhoods.

###### WORK

Rank	Goal
1	The Town should invest in making downtown a vibrant center for economic activity.
2	Promoting tourism in Emmitsburg is actively pursued.
3	Ensure that land and public facilities are available for future employers who may wish to move job-creating businesses to Emmitsburg.
4	Efforts should be devoted to encourage small and home-based businesses to locate and remain in Town.
5	(In contrast to the above statement), The Town should <u>not</u> proactively pursue new business development.

###### MOVE

Rank	Goal
1	Future development should provide for a mix of uses (housing and shopping, for example) to reduce the amount and distance new residents will have to travel to do everyday errands.
2	Libraries, schools, community centers, and downtown should always be accessible from any part of Town by walking or biking.
3	A bypass route around downtown is created to reduce congestion due to commuters from Pennsylvania.
4	Overpasses are planned along US 15 so that motorists can get from one side of US 15 to the other without having to drive on US 15 and making U-turns, etc.
5	“Traffic Calming” measures should be used especially in the alleyways running parallel to Main Street to reduce the volume and speed of traffic.

###### PLAY

Rank	Goal
1	Environmental protection is an essential aspect of planning. Future development including neighborhoods and shopping centers will meet higher standards.
2	An interconnected park and open space system is created as future development occurs, providing opportunities such as a recreational trail system that extends beyond the borders of Emmitsburg into the countryside.
3	Ensure a range of recreational facilities for residents of all ages; recognizing that 47 percent of the Town’s population is under 18 years of age or over 65.
4	Stewardship over our cultural heritage is promoted because it is a primary means of maintaining and developing a sense of identity and a sense of place.
5	The churches and institutions (civic, business, religious, educational, social, recreational, governmental) of Emmitsburg continue to contribute to human development and understanding.

# Public Hearing Draft

## 07-21-2008

### Survey Results

Surveys were sent to all households in Emmitsburg. The survey response rate was 12.5 percent. A score of 1 was the most favorable with 5 being least favorable

		Score		
		Mean	Median	
<b>LIVE</b>				
<b>Rank</b>				
1	The conservation / preservation of a “green belt” around the Town should be pursued.	1.85	1.00	strong support
2	Downtown should be the central focus of community life, and the Town should make decisions that reinforce this.	1.98	2.00	support
3	The Town’s traditional patterns of development (including lot sizes and street layout) should guide how we develop future neighborhoods.	2.50	2.00	no consensus
4	A large lot, low-density suburban subdivision is the preferred pattern for how we should develop future neighborhoods.	2.53	2.00	no consensus
5	The Town should grow with residential development and businesses on the east side of US 15.	2.75	3.00	no consensus
<b>MOVE</b>				
<b>Rank</b>				
1	A bypass route around downtown is created to reduce congestion due to commuters from Pennsylvania.	1.57	1.00	strong support
2	Overpasses are planned along US 15 so that motorists can get from one side of US 15 to the other without having to drive on US 15 and make U-turns, etc.	1.73	1.00	strong support
3	Libraries, schools, community centers, and downtown should always be accessible from any part of Town by walking or biking.	1.91	1.00	strong support
4	Future development should provide for a mix of uses (housing and shopping, for example) to reduce the amount and distance new residents will have to travel to do everyday errands.	2.19	2.00	support
5	“Traffic Calming” measures should be used especially in the alleyways running parallel to Main Street to reduce the volume and speed of traffic.	2.61	3.00	no consensus
<b>WORK</b>				
<b>Rank</b>				
1	Efforts should be devoted to encourage small and home-based businesses to locate and remain in Town.	1.77	1.00	strong support
2	Ensure that land and public facilities are available for future employers who may wish to move job-creating businesses to Emmitsburg.	1.94	2.00	support
3	The Town should invest in making downtown a vibrant center for economic activity.	2.26	2.00	support
4	Promoting tourism in Emmitsburg is actively pursued.	2.42	2.00	support
5	The Town should <u>not</u> proactively pursue new business development.	3.74	4.00	no support
<b>PLAY</b>				
<b>Rank</b>				
1	The churches and institutions (civic, business, religious, educational, social, recreational, governmental) of Emmitsburg continue to contribute to human development and understanding.	1.69	1.00	strong support
2	Ensure a range of recreational facilities for residents of all ages; recognizing that 47 percent of the Town’s population is under 18 years of age or over 65.	1.80	2.00	support
3	Environmental protection is an essential aspect of planning. Future development including neighborhoods and shopping centers will meet higher standards.	1.88	2.00	support
4	Stewardship over our cultural heritage is promoted because it is a primary means of maintaining and developing a sense of identity and a sense of place.	2.06	2.00	support
5	An interconnected park and open space system is created as future development occurs, providing opportunities such as a recreational trail system that extends beyond the borders of Emmitsburg into the countryside.	2.31	2.00	support