



CAMBRIDGE R/UDAT



R/UDAT: CAMBRIDGE MAY 18 - 22, 2006



What is a Regional/Urban Design Assistance Team (R/UDAT)?



Since 1967, the American Institute of Architects (AIA) has run the R/UDAT (pronounced roo-dat) program. This is a results-driven community design program based on the principles of interdisciplinary solutions, objectivity and public participation. It combines local resources with the expertise of a multi-disciplinary team of professionals, usually from the fields of urban design, architecture, landscape architecture, planning and economic development, who volunteer their time to identify ways to encourage desirable change in a community. They address the social, economic and political issues as well as develop potential urban design strategies. This comprehensive approach offers communities a tool that mobilizes local support and fosters new levels of cooperation.

Following months of preparation, the team visits the community for four intense, productive days. At the end of the visit, the team presents an illustrated document of strategies and recommendations for addressing the community's concerns. Implementation is overseen by a local steering committee of community leaders and citizens dedicated to following up on the recommendations. Team members return within a year to review progress and advise on implementation strategies.

The R/UDAT program has used this grassroots approach across the nation to help create communities that are healthy, safe and livable, as well as more sustainable.



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INTRODUCTION

citizens took time to speak to the R/UDAT members and, more importantly, to each other about the city's opportunities, struggles, essential character, shared values, differing viewpoints and critical concerns.

In preparation for the R/UDAT, the Cambridge Steering Committee developed a Cambridge R/UDAT web site (www.cambridgeRUDAT.com) and conducted a survey of their community both to pique the interest of citizens to participate in the upcoming event and to cull additional information that might affirm or challenge data achieved to date.

In the spring of 2006, the Main Street program of Cambridge, MD, invited the R/UDAT program to their city to perform an assessment of how the Cambridge Main Street program could advance its mission for commercial revitalization and economic enhancement of the city's distinctive and historic core. The application was reviewed by the AIA's Committee on Design Assistance, and both the Cambridge R/UDAT Steering Committee and the R/UDAT program arranged for the team to be in Cambridge May 18 - 22, 2006 to meet with the community, see sites within the target area, assess other areas undergoing change, and visit other parts of town that evoked questions about future development.

The five-day visit consisted of more than 20 panel interviews, involving more than 110 citizens from various groups presenting their perspectives on the strengths, challenges and opportunities facing this town on Maryland's Eastern Shore. In addition, a series of tours conducted by car, trolley, helicopter and skipjack imparted a real sense of this multi-faceted town to the R/UDAT members. The team walked through the Race Street and Pine Street areas with local guides to see the shops, housing, offices, historic landmarks and potential developments that contribute to Cambridge's competitive advantage.

A town hall meeting with more than 100 citizens took place at Governor's Hall at Sailwinds Park on the waterfront. These

The R/UDAT members for Cambridge, MD, comprise a collection of experts in economic development, housing, urban design, historic preservation, architecture, environmental design and public policy. This group processed the information provided -- statistics and ordinances, historic records and images, as well as the strong public engagement previously mentioned -- to come forward with a series of strategic steps and expected outcomes that will aid the City of Cambridge to realize its potential along with its great strengths in the region and the state.

These recommendations range from the evident-and-readily-achievable to the challenging-yet-valuable, from the recognizable to the surprising. In every instance they are the Cambridge R/UDAT's assessment of what it will take to provide the city with a roadmap that can guide it to a prosperous future worthy of its illustrious past. This past reflects the lives and contributions of Cambridge's broad, diverse population; the future that R/UDAT sets forth in the report reflects the community's deep roots.

At the time of this R/UDAT, the City of Cambridge stands on the verge of updating its *Comprehensive Plan*, which will be the underlying document to guide and, ultimately, to enable public policies and development initiatives for years to come. It is our sincere hope that this R/UDAT will contribute substantively to a successful outcome of that most important effort.

A series of strategic steps and expected outcomes will aid the City of Cambridge to realize its potential along with its great strengths in the region and the state.



CAMBRIDGE R/UDAT



CONTEXT



Context

Cambridge, Maryland is an historic town settled by Europeans in the 1600s and was incorporated in 1684. Today, Cambridge is the county seat of Dorchester County and is a blend of old and new. The historic courthouse, built in 1854, remains a centerpiece of today's downtown business district. At one time, merchant ships from Europe docked at historic Long Wharf. Today, 18th- and 19th-century homes and offices still stand on High Street in tribute to the community's maritime and agricultural past; new townhouse condominiums stand side-by-side with traditional waterfront businesses.

Located on Maryland's Eastern Shore, Cambridge is home to a wealth of natural resources. The Chesapeake Bay has long been recognized as a national treasure-it is the largest estuary within the United States and is home to a great diversity of wildlife habitats. The Bay has supported changing populations and resource needs for millennia. Additionally, the Eastern Shore contains numerous smaller tributaries and soils capable of supporting large-scale agricultural efforts. As a result, the Eastern Shore, including Cambridge, were natural places for human settlements that maintained a close relationship to natural resources. Cambridge has the additional asset of the Choptank River, a tributary to the Chesapeake Bay and a deep-water port.

Cambridge has a proud history related to the waterfront industry as well as arts and entertainment. For centuries the city's economy has been inextricably linked to the Choptank River and Cambridge Creek. The community has long relied on oystering, crabbing and other maritime industries for its success. These occupations led to the creation of a canning industry that was linked to local agricultural efforts as well. Processing of local crabs is still an active business on Cambridge Creek and the processing waste stream provides raw material for a local organic fertilizer industry. Recreational boating has become a popular and prominent activity in Cambridge. However, many of the services that support maritime interests,



whether commercial or recreational, are disappearing.

Over time, the Chesapeake Bay area has become increasingly developed and is currently experiencing some pressures on, and even detrimental impacts to, its water- and land-based resources and habitats. One of the ways in which Cambridge has experienced this impact is through declining oyster and crab populations, as well as declining water quality, in the Choptank River. However, Dorchester County is still home to a high concentration of undeveloped lands, as large as Blackwater National Wildlife Refuge and as small as Great Marsh Park in Cambridge. These lands and their associated waterways are now as prized as open spaces and recreational



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opportunities as they have historically been valued as sources of food and livelihood.

The City also has a strong arts and entertainment tradition, highlighted by its role as a key stop on the jazz circuit of the 1940s and 1950s when Pine Street served as a hub of African-American culture for the region. Today a variety of local artists and entertainers live and work in the area. This tradition and the resource created by the presence of active local artists are not being leveraged to the extent possible.

For decades, Cambridge has been experiencing less population growth and development than its neighbors. But it appears that the trend is shifting. The Hyatt Regency Chesapeake Bay Golf Resort, Spa and Marina, which opened in 2002, is flourishing. These guests want places beyond the Hyatt's boundaries to shop and dine. The success of the resort has increased developer interest in the small town. With a current population of about 11,000, Cambridge has the potential of doubling or even tripling in size in the next 10 to 15 years. The 2000 census counted 5,230 housing units with an average household size of 2.23 people. Currently there are more than 7,000 residential units in the development process or in the planning phases and more applications are being submitted. These new units are located or being proposed in the Cambridge Creek area as well as in outlying areas. This growth has the potential to help revitalize the downtown area and increase recreational and retail opportunities, but also has residents concerned about community character, cost of living and environmental issues.



Cambridge has historically had a population that is split almost equally between whites and African-Americans; additional ethnic groups, including Hispanics, have been moving into the City in recent years. The City has long-standing racial tensions; as brought to the forefront by the riots in the 1960s at the height of the civil rights movement. This history may be playing out today—two blocks, Poplar and Race Streets, are experiencing successful revitalization, while Pine Street, the heart of the traditionally African-American business district, which was significantly damaged in the riots, is still struggling to recover. Recently instituted events, such as Heritage Day and the Groove City Jazz and Blues Festival, have demonstrated a shared appreciation across the community for the City's unique history.

Cambridge has requested that the R/UDAT address the following topics:

- Investment in the city center: assessing infill and redevelopment opportunities, both commercial and residential, within the downtown area (focused on Race and Pine Streets) and waterfront areas;
- Planning for the future: focusing on managing issues related to growth and sustainability connected to the current development boom in the area;
- Economic Development: generating employment and economic activity in a changing economy;
- Housing Affordability: increasing home prices and the growing need and concern for affordable and appropriate housing;
- Leadership: fostering an environment that supports a stronger, less divided Cambridge.

CAMBRIDGE R/UDAT



GUIDING PRINCIPLES

Guiding Principles

The approach for the future development of the City of Cambridge must be based upon a clearly articulated set of principles that are interrelated and applicable to the broad range of needs and opportunities facing the city. These guiding principles form the framework which, if implemented in a thoughtful manner, R/UDAT believes will provide the means through which the City of Cambridge may enjoy development that takes advantage of its unique and rich attributes as a unique and beautiful community on Maryland's eastern shore.

Principle 1: Conserve Community Character

The City of Cambridge boasts a portfolio of natural and man-made assets that must be preserved even as opportunities for change and advancement are pursued. These icons explain why Cambridge was originally founded, survived over the centuries, and is attracting reinvestment, rethinking, and renewal today. Among these assets are its historic sites, districts, and events; its natural settings that form the edges of the city and connect it to a rich environment throughout the county and region; a carefully crafted scale that makes for comfortable experiences at any range of engagement whether walking along tree-lined streets or approaching from the Choptank River; and the waterfront which speaks to the City's rich history and opportunity from land- or bay side.

Principle 2: Leverage Competitive Advantages

Cambridge should build on its strengths. In order to develop a sustainable and prosperous economy the competitive advantages of a location must be fully leveraged to generate economic opportunities. The competitive advantages are assets and the application of those assets that create value for an industry that can not be easily replicated.



Principle 3: Strengthen Leadership and Cooperation

The successful implementation of these recommendations will be borne of one fundamental principle: leadership. Both short- and long- term successes will result from individual and cooperative initiatives by leaders who see and seize opportunities. In order to realize these opportunities government, business, civic, and non-profit leadership will need to intelligently leverage their resources in order to achieve what no one of them can do alone. No one sector of the community can be expected to be the sole catalyst for appropriate planning and implementation and inherent in the leadership principle is the ability to work effectively across groups and interests.

In the public sector, intergovernmental alliances of mutual interest must be struck in order for Cambridge to access its fair share of available resources from the regional, state, and national levels. These alliances will be formed at the level of elected leaders, appointed officials, and career public servants. The skill set to execute the city's vision towards its best outcome can be honed by public sector leadership through many resources including the Mayor's Institute on City Design, leadership programs for elected leaders, such as Harvard University.



Principle 4: Value the Heart of Cambridge

The City of Cambridge should recognize its historic core as the anchor of its public life, commercial activity, and regional value. Any project built in this important area should bring a standard of quality in design and use that adds irrefutably to the essential character that makes Cambridge distinctive. The city should first evaluate any potential public project for viable location within the core before considering any remote site. Many major cities across America are reviving this "core approach" and enjoying the benefits of active, diverse, and complementary investment in their respective hearts.

Principle 5: Encourage Strategic Mixed-Use Infill and Developments

In many towns and cities, the vibrancy and value created by locating a variety of uses in close proximity and shared developments is being rediscovered. Many historic communities like Cambridge were originally founded and settled with a clear awareness of how the linking of interdependent uses supported their commercial and social success. In looking at new opportunities for revitalization of the historic communities, as well as the development of new, distinctive places, the principle of blending complementary and compatible uses both on site and in their immediate context must be encouraged.

Principle 6: Define and Create Public Domain

The City of Cambridge must look at opportunities along the waterfront to open parcels, from wetlands to boulevards and trails to create positive public spaces enjoyed by every citizen. By the way in which these spaces are sited, built and programmed, the City and its partnering agencies must assume the approach that open space is not simply the un-built remnant of developments, but critical components in the overall quality of life for residents and visitors. For many citizens who may never know anywhere else in their lives, Cambridge's public domain will be the one assurance they have to experience beauty in their world.

Principle 7: Strategically Locate and Plan Attractions and Events

Locate community attractions in the center of Cambridge and create a physical connection between attractions; plan community events so that they support businesses in the community and are scheduled in a manner that will enhance participation rather than generate conflicts. Cambridge has a long, unique, and diverse history as well as long-standing community assets related to its working waterfront and downtown area, including Race and Pine Streets. The community has a well deserved sense of pride related to those assets. In order to create a critical mass of activity that will draw residents and visitors alike to the downtown and waterfront, the center of Cambridge, to celebrate that history and enjoy today's Cambridge, existing attractions in the area should be preserved and new attractions should be located in this area. The attractions should be physically linked in such a way that an exciting and cohesive sense of place is created; people should be able to safely explore the area without having to return to their vehicles and, as a result, discover new aspects over time as they return to the area.

Principle 8: Create Day/Night Vibrancy

In order to create a vibrant and thriving downtown, the appropriate attractions and amenities catering to the right audiences are needed. The Arts and Entertainment district needs to be populated with restaurants, theaters, galleries and other venues that can provide a day and nightlife. Given Cambridge's population size, multi-purpose venues (e.g., a location that can operate as a performing arts center, art gallery and movie theater) should be efficiently utilized.



Principle 9: Connect the Fabric: Linking the Key Places That Define Cambridge

The City of Cambridge enjoys an embarrassment of riches: Cambridge Creek, the historic district including Race and Pine Streets, the Long Wharf, Blackwater Natural Wildlife Refuge, the Choptank River, the Hyatt Regency Chesapeake Bay, neighborhoods, parks, walkable streets, and a regional network of parks, creeks, and open space. Each attribute is an amenity in its own right, however, they require thoughtful connection to fully realize their benefit as synergistic components for this beautiful community and region.

A range of opportunities exist to connect these nodes, such as trails, pedestrian paths, secondary waterways, bike lanes, linear parks, and enhanced transit in addition to streets. Also the use of strategically placed parking decks can serve as transitional gateways from the car to the sidewalk for many visitors who want to engage Cambridge in the manner in which it was originally developed and is still best enjoyed.

Principle 10: Provide Equal Access to Economic Opportunities

A market-driven economic model that creates jobs by leveraging a location's competitive advantages to retain, attract and grow businesses is one very important aspect of economic development. Just as important to job creation is connecting residents to jobs that already exist and preparing them for jobs expected in the future. Therefore, workforce development must be a key component of any economic development plans.

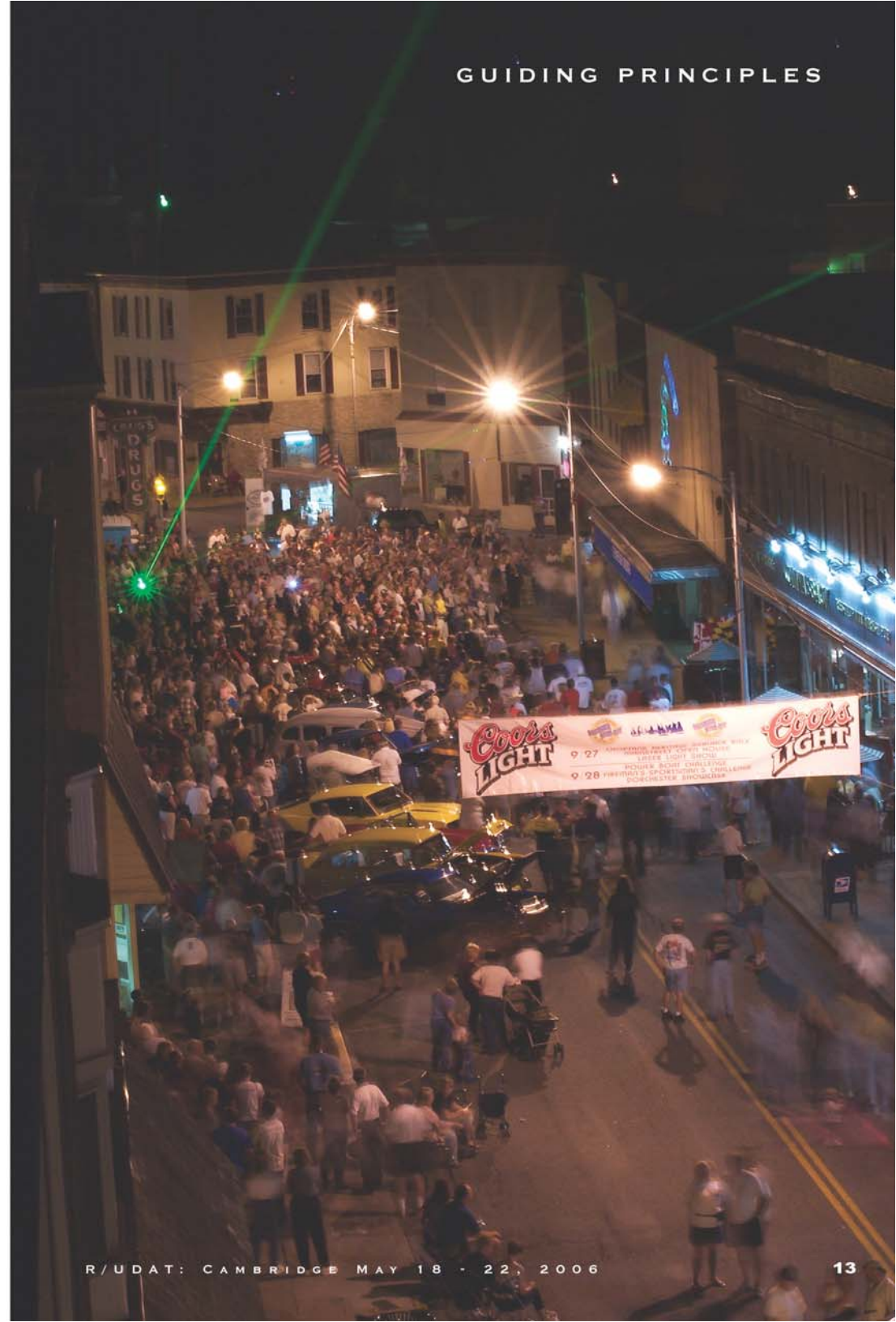
Small and emerging businesses are increasingly becoming the backbone of Cambridge's economy. Therefore, providing support and encouraging entrepreneurship, especially for minority and woman-owned business is another important component of economic development plans.

Principle 11: Preserve and Create Positive Activities for Existing and Future Residents

Healthy communities embrace the diversity of their populations and seek to promote their inclusion within the social and economic fabric. This diversity in Cambridge spans across all age groups from children to teenagers and young adults and seniors; family composition from young families to single parents to empty nesters; racial and ethnic backgrounds from the existing African-American and white families to the burgeoning Hispanic and Asian populations; and life course from recent college graduates and young professionals to semi-retired and retired individuals who are moving to the community in increasing numbers.

Principle 12: Promote Sustainable Communities Within Cambridge

As the City continues to evolve, it is critical that the core needs of both existing and future residents are met and addressed. These include the availability of a diversity of housing types and arrangements from affordable to high-end housing; the opportunity to access quality educational, healthcare, and other social services; and the ability to live in safe and nurturing environments. The achievement and maintenance of these well-rounded communities requires the involvement of not only the public sector but faith-based organizations within the communities that advocate for and address the needs of their residents.



CAMBRIDGE R/UDAT



ECONOMIC AND
COMMUNITY STRATEGIES

Economic and community development strategies

When Cambridge Main Street approached R/UDAT, it was clear that economic opportunity was going to form a central component of the team's analysis. In many ways the request to look at any Main Street program implies that market-driven considerations will form the basis of investigation. In the urban context of Cambridge, the economic perspective became even more insightful as R/UDAT found an uneven development pattern both geographically and financially across the City for residential development. The related yet opposite impacts on green-field development and on reinvestment in existing City neighborhoods meant that understanding of these market forces was even more paramount in our design-based planning approach.

R/UDAT's approach also includes community. Because the nature of the current economic dynamic in Cambridge speaks directly to the housing market, the need to engage community with sophisticated insight was even more acute. This section of the report attempts to explain the trends of the marketplace, their impacts on the community, ways in which Cambridge can leverage this new market and previously existing advantages to better effect. It also looks at the community and service-based operations within the City to assess the social infrastructure available to the population during these economic changes and, hopefully, to prepare them to benefit as much as possible.



The unprecedented housing boom is predicted to double or triple the City of Cambridge's population, increase its tax base and draw additional retail and amenities to serve the growing popula-

tion. However, it is important to couple new housing projects with sound economic and community development strategies to create a sustainable community where all citizens can prosper. Sustainable communities require a strong economic base, affordable housing, quality education and access to healthcare. The R/UDAT team has identified a series of strategies that aim to address the critical issues in order to create a sustainable community in the City of Cambridge.

Economic strategies

The R/UDAT team selected the following target industries, which we believe are attractive market-based opportunities that effectively leverage the city's competitive advantages:

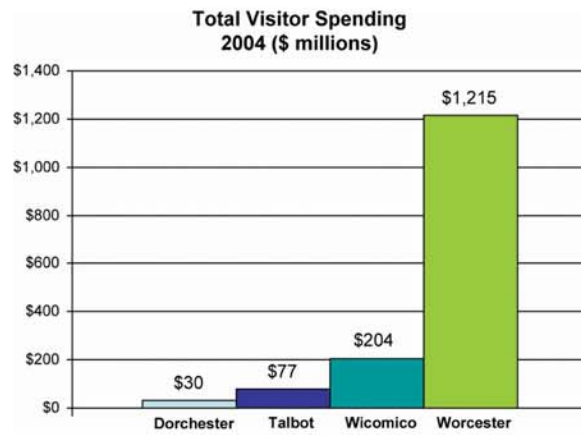
- Tourism
- Advance Manufacturing
- Health Services
- Potential Niches

Tourism

Roughly 40,000 tourists visit Cambridge annually to enjoy its rich recreational, natural and historic attractions, according to Dorchester County Tourism. Cambridge is the crown jewel of the Delmarva Peninsula, with public access to the waterfront for fishing, sailing and picnicking; natural wildlife for hunting and bird watching; notable history with Harriet Tubman, jazz music and maritime and manufacturing industries. It is the eighth largest industry in employment for the County, employing 723 in 2004 and offering average wages of \$28,000, according to the Maryland Office of Tourism Development.

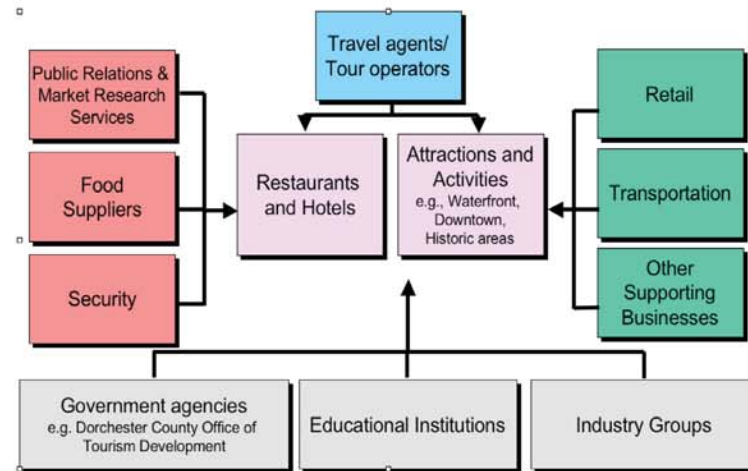
Unlike its neighboring cities along the Delmarva, Cambridge's tourism is largely untapped, representing a key potential new economic engine for the county. According to the chart showing total visitor spending, Dorchester County total visitor spending is 61% below Talbot County, 85% below Wicomico County and 98% below Worcester County largely driven by Dorchester's lower tourism volume. Given the size of Dorchester County and its unique assets, increased investment in the tourism cluster can strengthen the county's economic base. For example, according to the Maryland Office of Tourism Development, there were 3,750,652 person trips in 2004 to Ocean City and on average 73% of the trips were

made by car. This means that there were at least 2.5 million person trips that passed through Cambridge. If Dorchester County is able to capture 5% more of the person trips to Ocean City that would more than triple the total visitor spending to the County and create jobs and business opportunities.



In order to capture more of the tourism volume that is already in the surrounding region, Dorchester County, with the City of Cambridge as the anchor, must fully develop the downtown Arts & Entertainment District (including Race and Pine Streets), strengthen the attractions, increase the number of mid-sized hotels and bed and breakfasts, address security issues in key areas, provide workforce training related to the tourism industry and in general create a tourism culture. A competitive tourism industry would not only benefit tourists, but would also improve the quality of life for residents.

The diagram below shows the key components of the tourism industry for Dorchester County. The R/UDAT team utilized the diagram as a framework to devise a holistic strategy for the industry.



Downtown Arts & Entertainment District Recommendations
 Development of the downtown assets is critically needed to create a thriving tourism cluster. The current approximate vacancy rate of 20% (as reported by Cambridge Main Street) will need to be significantly reduced. Obvious amenities are needed, such as the following:

Restaurants: There is a budding restaurant corridor emerging on Race Street. However, more eating establishments are needed to form an eclectic mix from upscale to traditional settings to cafés and lounges.

Entertainment: Outside of the Elks Lodge and Zebra Lounge, there are few entertainment venues in the downtown. A blend of nightlife activities, such as bars, music venues, and dance and comedy clubs are needed to create a 24/7 atmosphere. Additionally, family-oriented and day-time activities, such as a movie theater and performance arts venue, are needed.

Retail: Cambridge needs to create a more interesting shopping experience in the downtown, especially since shopping is within the top five activities among visitors to Maryland

(second most common activity at Ocean City, according to Cambridge Main Street). Additionally, higher quality retail will allow the City of Cambridge to capture more sales from local residents, where there is a current leakage of 27% (27% of total retail expenditures by Cambridge residents was spent outside of Cambridge, according to the BBP Associates City Market Feasibility Study, October 2004). It needs to be at the right price point to appeal to both residents and tourists, especially since year-round residents are critical to sustaining retail and entertainment activities.

In order to support the amenities described above, volume must be drawn to the area to provide an adequate customer base. Fortunately, there is a population base to build upon. Traffic derived from the Chesapeake Community College can help to create a hip 24/7 downtown provided there are activities targeting this group. Large employers in the area (e.g., Dorchester County Office) provide a diverse daytime crowd that can be converted to an evening crowd with appropriate entertainment. Also, the upcoming move of the Dorchester Arts Center to the downtown area will help to spur more artistic activities in the area. However, more residents and visitors are needed. Therefore, it is essential that the Main Street program focus on activities that can generate traffic and business activity in the area with less risk from a business perspective.

The creation of more public spaces is a relatively inexpensive way to gather people. The R/UDAT team has identified possible locations for such public squares in the downtown area. Public spaces can be used to host a city market, festivals and fairs. Public spaces are also good for extemporaneous live performances from local artists and offer an informal place to meet others. The recent successful Groove City Jazz and Blues Festival and Heritage Day are models of the type of events that need to take place in public spaces on a regular basis. The city's strong maritime heritage, African-American history, arts community and other assets may provide opportunities for new events. These activities should be concentrated in areas in and around the downtown and are not limited to public squares. For example, the Summer Send-Off Block Party or similar events can be held on Pine Street.

To the extent possible, the public square should include art that is reflective of the community. A sculpture representative of Harriet Tubman or the civil rights movement, or artifacts that reflect the area's rich maritime and manufacturing industries, are examples of what can be physically placed in the public square. (See the Physical Framework section for more information on the proposed locations of the public spaces.)

Additionally, a recommendation from one of the R/UDAT interviews suggested the use of mosaics and murals dispersed throughout the downtown area as another unique attraction to the area and to create a sense of place. The recommendation was based on the murals created for Chemninus Murals in Vancouver Isles, British Columbia. Similar to the public square art, the mosaics and murals should tell a story of Cambridge's past. The murals can be strategically placed on the sides of buildings, in alleyways, as well as on sidewalks to create an interesting walking experience.

The Dorchester Arts Center (DAC) can play a vital role in incorporating the arts, youth and the overall community in advancing tourism. For example, the murals and art pieces for the public squares described for the downtown area can be created by the DAC. This is aligned with the DAC's vision of connecting the community through the arts. Also, the DAC can work with local galleries, again utilizing youth and the overall community.

Attracting the right mix of businesses to the downtown area is a challenging and long-term process. The use of tax incentives can help to accelerate its development. The R/UDAT team recommends that the state consider expanding the Arts & Entertainment District state income tax exemption to include restaurant owners, entertainment venues (e.g., bars, clubs, etc), and specialty retail (e.g., clothing boutiques, bookstores, jewelry, etc.) in order to attract more businesses to the downtown. A comprehensive market analysis is needed to determine if such an incentive is feasible based on the return on investment.

Another impediment to downtown development is vacant and underutilized properties. There are various policies that exist to

address this challenging problem, ranging from code enforcement to eminent domain. No solution is without its side-effects, which include the typically high administrative cost to enforce and/or collect against a penalty or the owner utilizing the property for less productive purposes to avoid penalties. For this reason it is worth the effort to work with the owner to devise amendable solutions. For example, in other communities, including Pittsfield, MA, vacant downtown storefronts are being used as studio spaces for local artists. This creates activity in the storefronts, but does not lead to leasing property for less desirable uses.

Incentives can also be used for targeted locations such as Pine Street. Pine Street has a rich African-American history that has to be preserved. Pine Street should be designated as a Target Investment Zone (TIZ) in order to utilize historic preservation credits. The R/UDAT team recommends that preservation credits be used to upgrade housing along Pine Street in keeping with its architectural authenticity. Then it should be promoted for live/work uses. For example, office spaces for professionals such as accountants and lawyers; personal services such as hair salons; and entertainment venues for jazz music and other social activities. The signage of these mixed-used projects should be reflective of its past. In the long run, as the traffic to downtown grows, there is a potential for Pine Street to provide local services catering to the community and visitors based on its cultural assets.

In addition to tax incentives, aggressive marketing is another important tool that should be effectively leveraged to develop the downtown area. In order to supplement the overall tourism marketing, dedicated marketing of the downtown area is needed. The marketing should focus on both end-users (e.g., residents and tourists) and business operators (e.g., potential restaurateurs and specialty retailers).

In order to avoid a high turnover of businesses related to bankruptcy in the downtown area, it is important to conduct a full market analysis to determine the capacity for the various amenities described and the right mix based on market demand. Based on the capture rates forecast by the 2004 City Market Feasibility Study, there are opportunities for much

more retail expenditures, given that a reasonable capture rate for a local retail district ranges from 30 to 60 percent. The capture rate measures how much spending by residents is done in the defined market area. Higher capture rates indicate more spending and less potential for new retail. Cambridge's capture rates also reveal that there is more opportunity to expand retail services catering to local residents than tourists.

Projected Cambridge City Market Sales & Capture Rates, Market Area 2009

	Capture Rate	
	Residents	Visitors
Specialty Food Stores	30.0%	60.0%
Food Service & Drinking Places	10.0%	30.0%
Selected Specialty Retail	20.0%	40.0%
Average	15.0%	38.6%

Source: BBP Associates

Strengthening the Assets Recommendations

Harriet Tubman is one of the most popular figures in American history. Her birthplace in Dorchester County is of great interest to many visitors and should be leveraged more as a key attraction. Currently, the museum, located in downtown, is faced with financial challenges. It is operated by a group of volunteers so the hours of operation are limited and inconsistent. The building itself has challenges that may require significant investment. Business owners in close proximity to the museum mention that groups and individuals are disappointed when they arrive to the museum only to find it closed. Funding to fully operate and renovate the museum is greatly needed. During the R/UDAT interviews, downtown developers and business owners offered to contribute financially to help keep the museum operational. Their offer needs to be expanded into an aggressive national campaign to raise funding to upgrade the museum and introduce additional features, such as a Center for Tolerance. By virtue of the campaigning efforts alone, appreciation for Harriet Tubman's legacy will be renewed and individuals who contribute will be interested in visiting the museum.

Dorchester County is one of the few places, if not the only place, on the Eastern Shore that provides public access to the

waterfront. This feature must be preserved and enhanced. Currently, boats arriving at the marina have very few services available to them. Amenities such as a fuel station, restaurants (some potentially on the water), bicycle rentals for easy access to key nodes throughout the county (e.g., downtown, natural and historic areas) can create a more entertaining experience. In general, whether arriving by car or boat, it is important to have various options (walking, biking, trolley) to get around. Additionally, more access to green space along interesting points of interest such as the waterfront would be appealing to tourists and improve the quality of life for residents. (See the Physical Infrastructure section on how the roads and other pathways are designed to facilitate transportation around the City and county.)

With 1,700 miles of shoreline and unspoiled nature, Dorchester County is a perfect destination for ecotourists. According to the International Ecotourism Society, ecotourism is responsible travel to natural areas that conserves the environment and improves the well-being of local people. It is estimated that there are more than 5 million ecotourists worldwide the majority of them in the U.S. Ecotourists' desire to preserve the intrinsic beauty of nature is aligned with the Dorchester culture. Therefore this represents an additional audience to reach out to about Dorchester's unique tourism assets.

Hotels and Bed & Breakfasts Recommendation

In order to increase the number of conventions to the area and convert more daytrippers to overnight guests, more lodging accommodations are needed. The Hyatt Regency Chesapeake Resort is a behemoth asset for the tourism industry in Dorchester County. According to an economic impact study of the Hyatt conducted by BEACON (Business, Economic and Community Outreach Network) at Salisbury University, the Hyatt provided employment to almost 5,500 full-time employees and contributed more than \$81 million to Dorchester County's economy. The Hyatt makes it possible for Cambridge to host conferences because of the size of its facilities. However, to attract larger conferences or events, such as the Blackwater Eagleman Triathlon, more hotel choices are needed. Additionally, a middle-tier high quality hotel and more bed and breakfasts are needed in and around the downtown area to

support visitors who would prefer not to stay in a larger hotel and to provide capacity for large events.

Hotels, just as all businesses, require volume in order to initiate a new operation. Similar to the logic of increasing volume to the downtown to spur business development, the volume of visitors to the area must be increased to fuel more lodging establishments. Through the use of itineraries catering to daytrippers, pent up demand for overnight stays can be created as individuals who have a memorable experience of the area make a conscience decision to come back and stay longer. There were several anecdotal testimonies of this pattern expressed at the R/UDAT town hall meeting. The pent-up demand can be leveraged to encourage more bed and breakfast operators to expand or start a business and attract the ideal hotel operator(s) that would complement the area's culture.

Security issues recommendation

The violent crime rate is down 44% from 2004 to 2001, while population basically stayed flat with a 2% decline during the same time period, according to the Bureau of Justice, crime reported by Cambridge City Police. Additionally, in the downtown area the satellite police operation Collaborative Supervision and Focused Enforcement (CSAFE) has coincided with a 22.2% decline in Part I crime since the program inception in 1996 to 2005 and an 8% decrease between 2004 and 2005, according to the Department of Police, City of Cambridge. (Part I crime is defined by the Federal Bureau of Investigation as homicide, rape, robbery, aggravated assaults, burglary, larceny and auto theft.) Despite decreasing crime levels, perception is reality. Therefore, more has to be done so that residents and visitors feel and are safer, especially in key tourism locations. A Business Improvement District (BID) is a possible long-term solution. BID is a publicly sanctioned, yet privately directed organization that supplements public services to improve shared, geographically defined, outdoor public spaces. BIDs have been proven to effectively improve security given the high visibility of security officers and partnership with municipal local enforcement. Additionally a BID can work to make the area more attractive to visitors and residents with programs such as uniform streetscapes. The TIZ structure used in Maryland provides similar benefits.

Workforce development recommendation

Linking residents to opportunities is paramount to economic strategies. Tourism provides job opportunities for individuals just entering the workforce such as youth and students. Additionally, the tourism industry offers tremendous part-time opportunities. Despite its low wages, the tourism industry should be viewed as a ramp onto the employment highway.

In order to prepare for tourism jobs, programs such as a hospitality and culinary institute can be instrumental. A hospitality and culinary institute can train local residents to be a chef, restaurant manager, or hotel manager and provide soft skills training. A partnership can be developed with a culinary institute, high schools, the Workforce Investment Board and the Maryland Department of Labor. A similar culinary institute exists in Talbot County focused on at-risk youth and should be replicated in Dorchester.

Create a tourism culture

In order to position tourism as a key economic engine for the County, virtually every member of the community has to be involved in some way, from being knowledgeable to answering questions about where to go to serving on boards for various tourism related organizations. Creating institutions for collaboration is also important. As tourism grows, the need to coordinate packages, promotions and calendars, as well as addressing common issues will grow. Therefore attractions, cultural institutions, restaurants, hotels, etc. will need to work together to advance the industry and each others' needs.

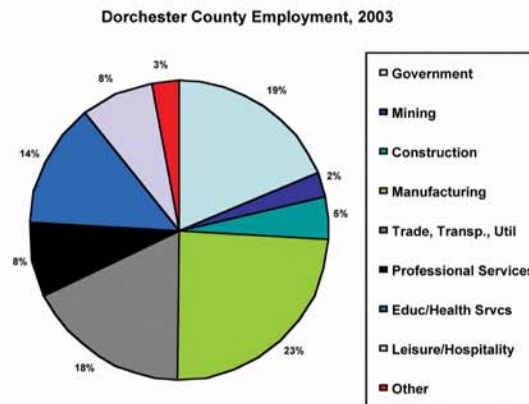
In addition, the current marketing to travel agents and tour operators, as well as the level of public relations, will need to increase as tourism increases. For example, a coordinated weekly publication like a Time Out magazine for the Eastern Shore can provide a centralized way for visitors to learn about what is going on in the region, which would benefit all the communities in the area.

In general, Dorchester County is well-positioned to grow its tourism industry given its location on the Eastern Shore, the Hyatt Regency Chesapeake Resort as a major engine and most importantly the area contains a wealth of natural, cultural and historical assets.

Advanced Manufacturing

Despite the overwhelming consensus that all manufacturing is doomed to move overseas, manufacturing is still a major part of Cambridge's economy. Manufacturing is the largest industry by employment in the county, representing 24% in 2003, according to the Maryland Department of Labor, Licensing and Regulation, Office of Labor Market Analysis and Information. A portion of the industry is growing and seeking labor. That portion can best be described as Advanced Manufacturing. This includes manufacturers that make customized and/or high-end products, utilize proprietary processes and, in general, can charge a premium price relative to their competitors. Dispelling another misperception, these types of manufacturing are high-tech because they utilize new technology to make their products.

The R/UDAT team spoke with some of these employers who expressed their frustration with finding available and willing labor. They are even willing to provide training for free, including a col-



lege education in fields that are not even associated with their industry. Based on anecdotal evidence from these interviews, there seems to be an acute need for industrial technologists.

Industrial technologists are responsible for the maintenance of complex manufacturing equipment. These positions have significantly changed overtime due to technological advances, which require more skilled labor.

More needs to be done through partnerships with the Workforce Investment Board, community and faith-based groups to better connect available and willing labor to these opportunities. According to the employers we interviewed, this may not be that simple. Issues such as drugs, lack of soft skills, and a poor aptitude for learning have limited employers' ability to hire locally. This presents tremendous workforce development opportunities, where community colleges will have to play a vital role.

Additionally, more outreach to these companies is needed to proactively identify and address issues that may cause these growing businesses that offer attractive wages to leave the area.

Health services

Health services is another major industry in Dorchester's economy. Given the influx of retirees into the area, as well as more families the demand for health services will continue to grow not just in Dorchester, but also in the surrounding region. Additionally, health services is one of the fastest growing industries nationally due to medical advances. Health services growth and the aging of its workforce has created labor shortages, which is creating numerous job opportunities nationally. The R/UDAT team recommends that health services be pursued as a workforce development opportunity to connect underemployed residents to higher paying jobs as part of a regional effort.

Health Services Workforce Consortiums are being created throughout the country as a mechanism to address the labor shortage, benefiting healthcare providers while providing jobs to the community. It links hospitals and other healthcare providers, training institutions, licensing and industry associations and the public workforce system to screen, hire and train residents for key healthcare positions. It offers participants structured pathways to promotion through competency-based apprenticeships, which enable them to "earn while they learn." Participants have access to mentors and other support networks to help them navigate the consortium and identify appropriate opportunities. For example, by participating in this program, a cafeteria worker could receive successive training to become a certified nursing assistant (CNA), then an LPN, and then an RN. In addition to helping incumbent workers

advance, this system creates opportunities for entry-level workers to join the health services sector and move up the ladder, rather than remaining in entry-level positions.

Potential Niches

The target industries identified follow the guiding principal of focusing on areas that leverage Cambridge's strengths while being fueled by market driven opportunities. The R/UDAT team recommends that other areas are explored that also follow this guideline. One possibility that may be considered is wooden boat building.

Wooden boat design, building, and maintenance represent a niche opportunity that leverages the area's maritime strengths such as its deep port, which would allow for larger boats to enter the dock and responds to an apparent local fascination for wooden boats. The 2002 Economic Census showed a 20% increase in the number of boat building employees nationally from 1997 to 2002 and an 8% increase in the number of boat-building companies. However, Maryland is not a big player in this market, contributing less than 2% to the total value of shipments made in 2002 with less than 800 employees.

In Dorchester, wooden boat building is a cottage industry that, perhaps with more coordination and investment, can grow to a small to medium size industry in the area. The Richardson Maritime museum plans to house a boat building facility catering to youth in the area, which is a resource that can support this effort. Given that an economy can not rely on just its large employers it is worthwhile to pursue niches that are growing, such as boat building.

Business environment

In addition to target clusters, it is important to address the issues that affect the overall business environment. The R/UDAT team identified four key issues that, if addressed, can further stimulate the City of Cambridge's growth.

- Technology and telecommunications
- Entrepreneurship
- Business attraction and retention
- High taxes

Technology and telecommunications

Broadband connection is as fundamental to economic activity as highways, airports, and telephone connections in today's economy. The competitiveness of cities is severely hampered without providing this basic economic infrastructure. The City of Cambridge must act expeditiously to introduce this service and wireless to the area. Additionally, similar to Philadelphia's free hotspot or Google's offer to provide free wi-fi throughout San Francisco, Cambridge needs to also incorporate free hotspots in key strategic areas. These areas include the downtown, including the Arts and Entertainment district and the industrial areas. Broadband, wireless and free hotspots will open opportunities for increased telecommuting, and aid in the creation and retention of businesses.

Closing the digital divide is a critical issue that must be addressed in order for Cambridge to enhance its workforce, a key factor in retaining and attracting employers. To add in this effort, a suggestion was made at the R/UDAT town hall meeting to work to secure grant(s) to provide free laptop computers to disadvantaged youth. In addition to that advice, other opportunities need to be pursued that can also involve the adult workforce. For example, a Community Technology Laboratory (CTL) is being explored in Newark as mechanism to improve the technology education in schools and the computer skills of Newark's workforce. In addition the CTL will educate both youth and adults on the role of technology in every day life and business (including exploring the vast career opportunities available that involve technology). The CTL is a partnership with Seton Hall Law School and New Communities (a renowned local CDC or community development corporation).

Entrepreneurship

Small businesses with fewer than 500 employees drive the U.S. economy, according to the Small Business Administration. What is true for the overall U.S. economy is also true for the City of Cambridge. The majority of businesses within Cambridge are classified as small businesses. Therefore, it should be a priority to nurture, grow and encourage entrepreneurship, especially minority and women-owned businesses.

The heart of entrepreneurship is innovation. Entrepreneurs need a supportive environment that will allow them to test, groom and grow their ideas. Resources such as the Eastern Shore Entrepreneurship Center are critical to home breeding entrepreneurship by providing financial support and advisory services. These type of resources need to be expanded and target to minority and women entrepreneurs. In Hyattsville and Crisfield, entrepreneurship assistance groups have been created to foster minority and women entrepreneurship. These groups share goals to which they are held accountable to by the group, share problems and offer advice and advocate for entrepreneurship services that may be lacking (e.g., access to capital). The Empowerment Center in Cambridge is well-suited to create a similar service in Cambridge. The R/UDAT recommends that such support and peer to peer networking opportunities, as well as holistic business assistance programs (such as the Inner City Entrepreneurs program based in Boston) be pursued to the meet the entrepreneurship needs of this target audience.

Business attraction and R\retention

Based on interviews and the R/UDAT town hall meeting, we recommend that business attraction and retention efforts be increased. Business attraction is very competitive because of the global economy. Therefore, it is necessary to compete in a structured and sophisticated manner. As a basic principle, the International Economic Development Council (IEDC) recommends that you develop a comprehensive website, which acts as a central source of information on everything related to Cambridge and Dorchester County (e.g., demographics, real estate information, economics, education, housing, etc.). The site should cover the 1,200 data elements which are the site selection data standards, according to IEDC. Additionally, the



city must involve the private sector in attraction efforts. For example, in Tampa a group of businesses called the Committee of 100, conduct road shows, meeting with companies, site selection consultants, brokers and developers within their target industries on a regular basis. Furthermore, they host tours and roll out the red carpet for interested companies, use their network to identify potential business attraction leads, and help respond to request for proposals from companies seeking to relocate. Their efforts have been instrumental in Tampa's successful business attraction efforts and the group is ranked as one of the top 10 economic development groups world-wide, according to Site Selection magazine.

Outreach is the key to identifying issues that can help to retain companies. The City of Cambridge should work with partners to establish an early warning system to identify companies that are looking to expand in the city, considering relocation or facing other issues that the city can help resolve. The early warning system basically involves making regular contact with com-

panies (e.g., once a quarter) either via phone, email or in person. The Chamber of Commerce, local colleges (e.g., Sojourner-Douglass College or Chesapeake College), industry associations, among others can help establish an efficient network to accomplish this type of activity.

High Taxes

According to R/UDAT interviews, Dorchester County and Cambridge City real estate taxes are among the highest in the region. In order to address the issue, R/UDAT recommends that a comparative analysis be conducted. The study would evaluate and compare the structure of the real estate taxes and its application with neighboring communities and best practice locations. Additionally, the analysis should seek to identify ways to streamline services between the County and the City. This should help to lower taxes.



Housing

Introduction

The ability to provide a palette of housing types at different price points and tenures is a key foundational element in sustainable communities. At a minimum, all residents must have access to decent, safe, and affordable housing—this should be recognized as a basic requirement. Everything beyond that promotes diverse, mixed income communities that enhance the social tapestry. Housing is a multi-faceted issue with different challenges that are defined by the unique characteristics of each community.

In the City of Cambridge, housing issues can be broken down into four distinct areas: market-rate housing, affordable housing, housing conditions and neighborhood revitalization, and rental versus homeownership.

Market-rate housing

Market-rate housing, sometimes called unrestricted housing because there are no income constraints as to who can own or rent a housing unit, is the least complex of the housing issues. It is driven by market demand and is generally financially feasible because the prices charged are based upon what is necessary to cover any loans or financial tools required to build the property and maintain it if it is a rental development. Developers and builders will usually not proceed with a market-rate development if there is too much financial risk involved or the profit-margin is not at or above a specified level. The biggest challenges to market-rate development from the development perspective usually are being able to secure enough land to permit the achievement of economies of scale, and successfully navigating the planning, permitting, and regulatory environment.

From the community side, the main challenge is ensuring that the development is of a type, scale, aesthetic and location that

adhere to a community's long-range plan and vision. This principle needs to be promoted and followed regardless of whether a community is in a growth, no growth, or declining mode. This is critically important because the footprint of development is often irreversible with long-term ramifications. As such, a community has to have at its disposal a well-thought out strategic plan upon which to base decisions and provide guidelines for development.

In Cambridge, the City is at a very critical juncture in its growth. According to the City records, there is upwards of 3,000 new housing units approved and in various stages of development/construction, with another 3,000 units being planned. Most of these units are market-rate homes located within new subdivisions on land the City has annexed in response to the myriad development proposals. In the face of this tsunami of new residential housing, the City has been making decisions about growth and development in the absence of a current and strong comprehensive plan. On all sides, this lack of a guiding document has led to accusations

and recriminations of favoritism, backroom decisions, and a lack of predictability.

The comprehensive plan that the City is getting ready to undertake should have as a key focus defining what the City wants to be and what they want to look like - identifying areas of growth and development as well as areas of conservation and open space; housing and design typologies; and goals with respect to size, mixed use, and mixed income, to name a few. The adoption of such a plan will provide the framework for transparency and predictability in the decision-making process, a result that is desired by resident stakeholders and developers as well as local officials.

Affordable housing

Affordable housing faces all of the challenges that market-rate housing does - land availability, financial feasibility, and navigation of the governmental approval process - plus two key challenges that are unique to affordable housing - obtaining gap financing and combating negative public perception. In most instances, affordable housing development projects, because of the lower price points at which the units are rented or sold, are usually in need of additional sources of financing to cover the cost of developing the units. Various federal and state programs are available to cover the resulting gap, but these programs do place restrictions on who the units can be sold or rented to, are extremely competitive, and typically have complicated application processes and complex financial structures.

Affordable housing also confronts "not in my backyard" issues, which pose challenges to the location of these developments in non-impacted or low-poverty areas. Often, then, these affordable housing opportunities end up in areas of least resistance, which means they end up in predominantly low-income areas that are frequently distressed socially and physically.

In Cambridge, nine affordable or subsidized rental housing developments have been identified. Two are owned and managed by the Cambridge Housing Authority (CHA), the other seven are privately owned and managed and are funded through the Low Income Housing Tax Credits (LIHTC) and/or U.S. Department of Housing and Urban Development (HUD) funding. One new affordable development, a senior component that is a part of the market-rate Foxtail Crossing housing devel-

opment, was recently awarded LIHTCs. The overall development is still going through the approval process at the city level.

Development Name	Location	# Units	Family/Senior
Calvin Mowbray Park (CHA)	Greenwood/Camelia	189	Family
Stephen Camper Park (CHA)	Pine/Douglas		Family
Parkside Village	Greenwood/Fairmont	30	Family
Carlton Courts	Hubbard/Carlton Court	40	Family
Bay Country Apartments	Greenwood/Fairmont	144	Family
Bradford House	Race/Cedar	121	Senior/Disabled
Greenwood Village	Greenwood/Cosby	20	Family
Amberly Meadows	Stone Boundary/Route 16	30	Senior/Disabled
Foxtail Crossing (in planning)	Leonards Lane/Hudson Road	76	Senior
Cambridge Club (under construction)	Woods Road/Route 16	75	Family

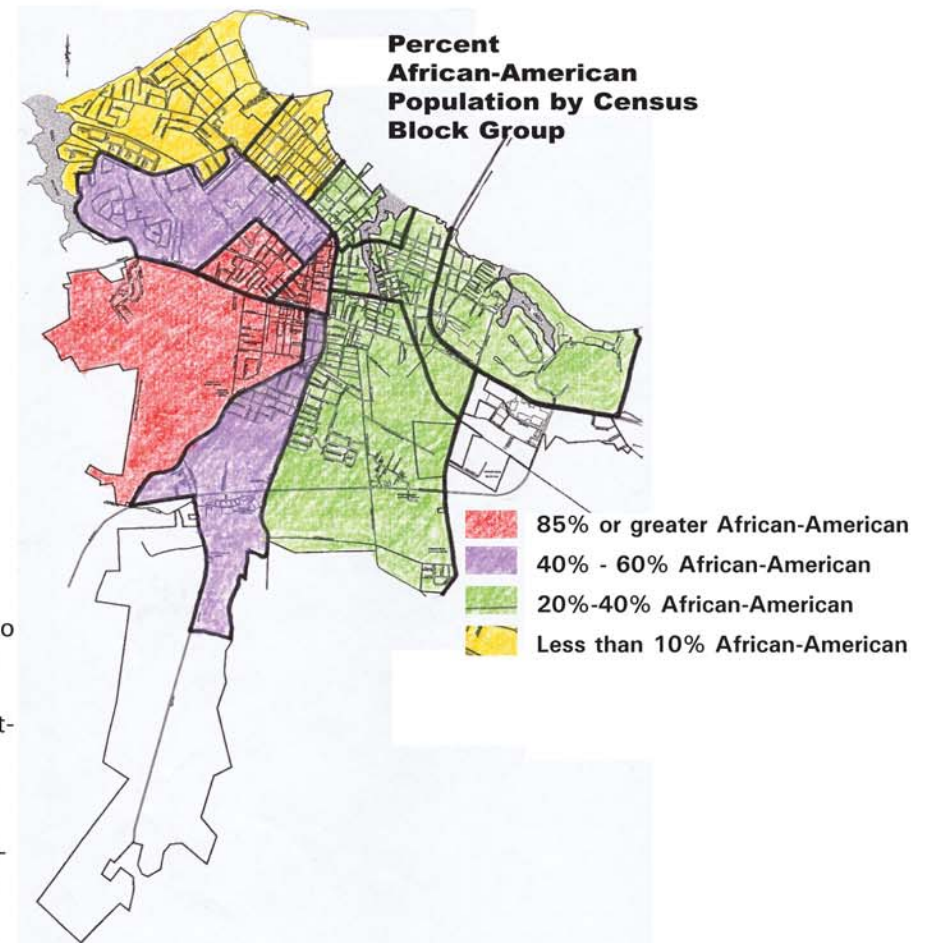
Once Cambridge Club and Foxtail Crossing are complete, a total of 725 subsidized units will be available in the City of Cambridge. As identified on the map, half of the developments are clustered off of Leonard's Lane on the west side of Cambridge.

Aside from these developments, the Maryland Department of Housing and Community Development operates a Housing Choice Voucher program in Dorchester County. Other affordable housing opportunities include residential units located throughout the City, but primarily in the urban center.

A frequent concern raised within the community is the lack of affordable housing for the low-income population, especially decent and safe housing opportunities which gets to the quality of the available affordable rental housing stock. Because of the excess demand for affordable housing and the availability of non-subsidized but affordable rental units in deteriorating housing, low-income families are renting substandard homes because they are the only option available.

While there are housing vouchers available, there is approximately a three-year wait to receive one of the vouchers. When recipients do finally have a voucher, they often have difficulty finding rental units that will accept the voucher and often end up turning the voucher back in unused.

According to the Maryland Center for Community Development,



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According to the Maryland Center for Community Development, the cost of rental housing in Dorchester County as a whole is "out of reach" for a significant part of the population because of the hourly wage that a full-time worker

would have to command to afford an average apartment. To better ascertain the unmet affordable housing need in the City, a rental housing study should be undertaken. Great care should be taken to avoid additional concentration of larger affordable housing developments in areas that are already saturated.

Because of the need to secure additional funding from public sources to develop affordable housing and the competitive nature of that funding, the guarantee to bring new affordable units on line is not certain. The City should explore other options for creating affordable housing including the possibility of an inclusionary zoning ordinance where all new housing developments are required to set aside a percentage of their units to be rented and/or sold at a price point considered affordable.



Housing conditions and neighborhood revitalization

As a community established in the 1600s, the City boasts a plethora of old housing stock, some of which is historically significant especially in the West End. Many of these homes have been lovingly restored back to their former splendor and are a real asset to the community.

However, there are a significant number of older homes in the urban center that have not benefited from renovation or rehabilitation and range from needing minor repairs to being slated for demolition. Many of these older homes, which are investor-owned, are being rented out as affordable housing. These landlords, because of the economics, do not reinvest any monies back into the aging properties and many are in serious disrepair.

A recent concern with these older homes that are being rented is the presence of lead-based paint (LBP) and the landlord's refusal to abate the hazard. The State mandated deadline for the removal of LBP from rental units recently passed, and there



is grave concern that many families living in these units will be evicted from their homes with no where else to go. The Corporation for Healthy Homes, a community housing development organization out of Salisbury, was recently awarded State funds to address the LBP issue throughout Dorchester County.

Cambridge also has the concern of low-income homeowners, many who are elderly, who do not have the financial resources to make improvements and repairs to their older homes. There is no program in place at the City level to assist these homeowners. Delmarva Community Services, Inc. has submitted a Community Development Block Grant (CDBG) grant application to the State for \$300,000 to assist these types of homeowners in the City. Delmarva already operates a similar program in the County.

Overall, there is clearly an issue with housing conditions in the urban center, however, no systematic assessment of housing conditions has been conducted. Delmarva has applied to the State for another CDBG grant that is being matched by the City

to complete a substandard housing study. The information resulting from this study can be used to outline a framework for comprehensively revitalizing the distressed areas in the urban core.

With the controversy over the new greenfields housing developments, both approved and being proposed, the urban center provides an excellent opportunity for infill development and redevelopment. A review of the area demonstrates the availability of vacant parcels as well as deteriorated structures that could be demolished to make way for new urban housing. There are two major challenges to this approach - land availability and market. Because of the urban nature of the development, land for the infill development would have to be cobbled together from several different owners, which would take time to make sure that there was enough land to achieve some economy of scale. The land could be assembled by the City through a combination of tax sales and foreclosures, and potentially eminent domain; and then packaged off via a Request for Proposals process to interested developers. However, before the City were to take any of these actions, a redevelopment plan for the entire area should be completed. This will provide a framework to guide what should be done and where, including what other social and/or physical investments are needed. This may include the establishment of a targeted home repair program. This would work on addressing the market issue and try to create an environment that would support a mixed-income development vs. 100% affordable.

In the meantime, the City needs to take a stronger code enforcement stance and start eliminating some of the most deteriorated and dangerous structures throughout the urban center.

Rental versus homeownership

Of the occupied housing units in Cambridge, 55% are renter households, and only 45% are homeowners, according to the 2000 U.S. Census. This is in stark contrast to the national average where 66% of homes are owner-occupied. Within particular areas of the City, especially the distressed areas, the homeownership rate drops to as low as 16.6%. This has serious implications for long-term community stability and investment. A concerted effort should be made to increase the homeownership rate in high rental areas, understanding that many ancillary improvements to the social infrastructure will have to take place to make homeowners wish to locate in that area.

Community Development

Introduction

One of the greatest assets within a community is its existing residents; they are the community's biggest cheerleaders and they are already invested in seeing a community thrive and succeed. In turn, the community needs to invest in its residents as they are the foundation on which sustainable communities are built. However, one of the hardest things for a community to do and do well is to adequately address the entire spectrum of social conditions that impact its residents. The challenge may come because of limitations in funding, lack of capacity, insufficient information, or the absence of political will and/or effective leadership to execute a guiding vision. Oftentimes, communities also have social histories that impede positive forward movement or have resulted in disenfranchised populations.

Because of the complexity, interconnectedness and sheer magnitude of the "community" realm, which includes everything from education to recreation, supportive services, housing, healthcare, safety and economic development, to name a few, it cannot be addressed only at the public level, nor can it be addressed only at the private level. Success will require the collaboration and cooperation of a multitude of interested parties who share the belief that we can do better, we should do better, and we deserve to do better. Community pride and self-respect is a must if things are to change for the better.

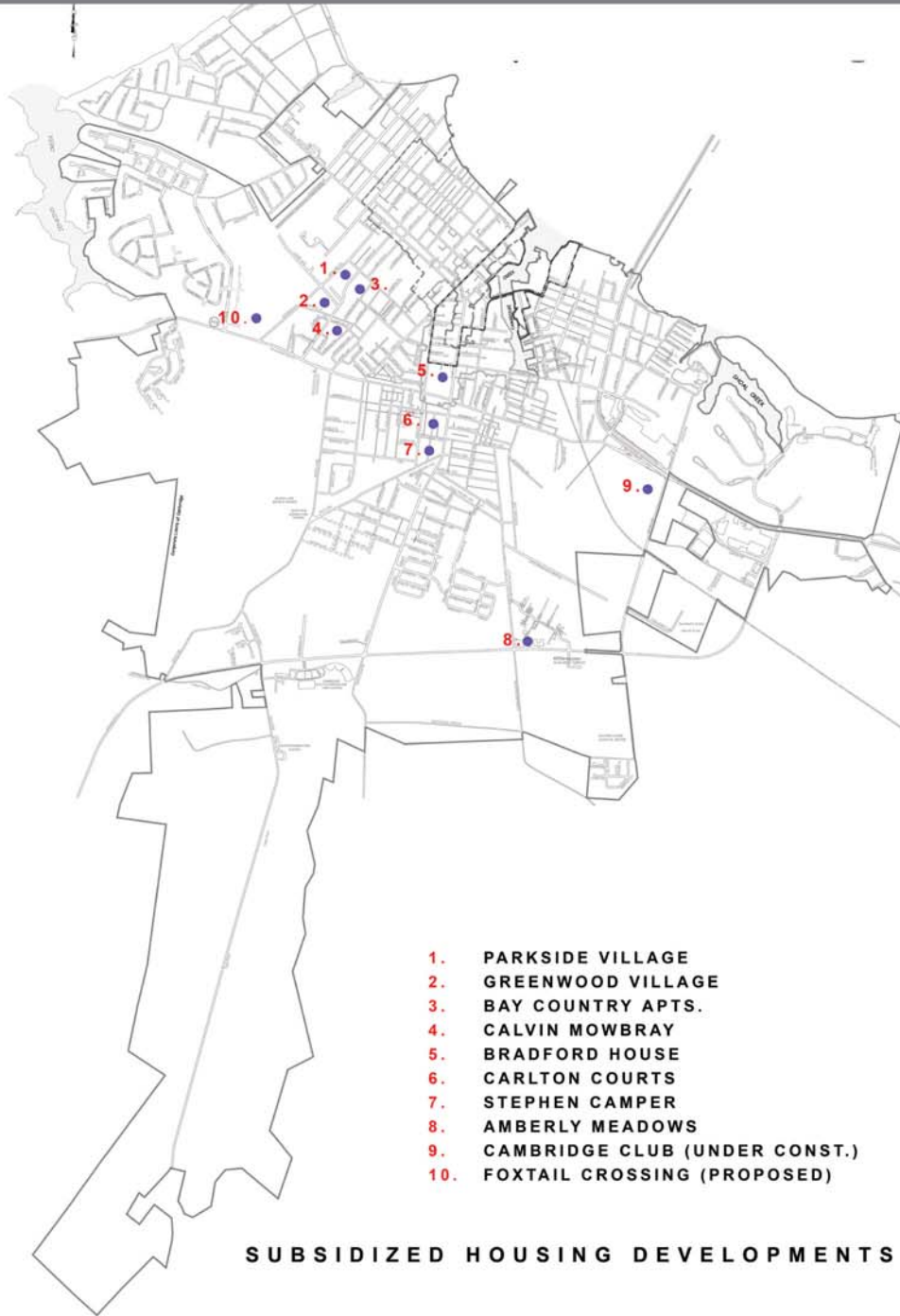
The City of Cambridge, with its storied maritime and racial history, is a very diverse community at a delicate tipping point today with respect to its populace. The imminent growth is changing the composition of the population, which is characterized by the community as a growing gap between the "haves and the have-nots." The "come-heres" bring with them a mixed bag of blessings. They enhance the diversity of the community, provide additional human capital to the communi-



ty, and love the life offered by the Eastern Shore. But they can also bring growth and affect the natural resources that are a hallmark of the area. Ultimately, growth and change are inevitable. The challenge for the Cambridge community is to determine how to direct that growth and capitalize upon it for the benefit of all its citizens so that no one is left behind and the community as a whole moves forward together.

From a community perspective, a lot of attention has been paid to the increasing growth of the last several years, with residents and politicians jockeying between and amongst themselves over how growth is occurring and what it means for the community. These are extremely important questions that need to be addressed. However, it should not be done to the detriment or exclusion of the urban center and the existing residents. Cambridge is in danger of becoming a "donut" city - a city where growth and investment occur on the fringes of the community while the central city core continues to hemorrhage from increasing disinvestment and abandonment.

Proactively addressing the conditions in and around the central city is a critical component of the effort to revitalize the downtown area as well as a key element in enhancing the overall collective community consciousness in this fractured community. Additionally, the city needs to look at how the community is changing in the face of ongoing growth, plan for how this impacts existing systems, and look for synergies across service areas.



SUBSIDIZED HOUSING DEVELOPMENTS

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INFORMATIONAL PURPOSES ONLY - NOT FOR REPRODUCTION

SCALE: 1"=1000'

The Context: Challenges and Opportunities

Diversity

According to the 2000 U.S. Census, the most recent information available at the city level, Cambridge remains extremely diverse racially, with approximately 49.9% of the population African-American and 47.7% white. Its history of racial segregation and the impact of the race riots in the 1960s are still clearly evident when looking at the dispersion of the two races across the city. An analysis at the census tract block group level reveals that there are still stark racial differences in where people live as demonstrated in the map. African-Americans are still very much concentrated within the city center, with a predominately white population more likely to be found on the fringe.

This separation is not inherently problematic. However, when it is coupled with socio-economic differences that result in the assignment of negative stereotypes and different levels of services, a city ends up with an increasingly entrenched problem because of the cyclical downward trending of these areas. This becomes much more evident when a review of socio-economic attainment levels is undertaken. Additionally, the existence of racial tension as manifested in interactions between the white and African-American community in the predominately African-American areas was frequently raised by participants in the R/UDAT process and is considered a serious problem that needs to be addressed, whether it is based in perception or reality.

Elderly

As a whole, the United States is aging with an increasing percentage of the population 55 and older. The City of Cambridge, based upon 2000 U.S. Census information, has a greater proportion of its population age 55 and older (30%) than the national average (21%). According to R/UDAT participants, the city's social infrastructure, specifically housing, healthcare and supportive services, is not completely prepared to accommodate a growing graying population. Additionally, many of the new arrivals into the city are older individuals who are retired or semi-retired and have come to Cambridge with the specific intention of spending their golden years in the area.

Youth

Even though the population may be aging as a whole, there still remains a significant youth population in the city. Almost one-quarter of the population is under the age of 18, and there is an especially high concentration of youths in the urban center where most of the subsidized family housing is located. In this location, almost one-third of the population is under 18. Residents and service providers in the area have frequently cited the lack of constructive youth activities, which has led to "hanging out" and engagement in illegal activity. There is particular concern for young adults between 15 and 21, largely related to the lack of employment and recreational activities for this constituency.

This lament is also echoed by families with children who strongly believe that the existing recreational programs and facilities available in the area are in need of restructuring and renovation. They find the programs available to be unorganized, understaffed, and/or lacking in quality. The facilities are in disrepair and are not open when working families have the opportunity to utilize them. Many families of greater means send their children to activities hosted in other counties, which only further erodes the youth programs in the community.

Education

A hot button topic in the broader community is the quality of the Dorchester County Public Schools that serve both the city and county. Unfortunately, this is not an issue unique to Cambridge, as the quality of the public school system is problematic across the country. Unfortunately, R/UDAT members were unable to access any information about school performance records, but clearly this is a larger issue than what can be adequately addressed by our visit. Anecdotally, the team is aware that most families who have the financial capacity to do so send their children to private schools outside of Dorchester County because there is a lack or perceived lack of suitable alternatives within the county limits. Families who are not in a position to seek private schooling are left to work with an underperforming school system that frequently fails their children.

The quality of the lower educational system has two significant ramifications for the future of the City. One, the lack of a performing public school system or viable alternatives dissuades families with young children or planning to have children from moving into the area. While families with children have their own impact upon a community's infrastructure, having an immigrating population composed more of retired and semi-retired individuals or second-home buyers has its own distinct impact on the health of the City.

Second, a poorly performing educational system has economic and workforce development impacts on the community. A school system that inadequately prepares students for higher education, does not motivate them for additional learning, or fails to retain students through to the receipt of a high school diploma has already put the students as well as the community at a competitive disadvantage in today's knowledge-based economy. Statistics consistently demonstrate the significant earning differential between a person with a high school diploma and a person with a college degree - and an even greater differential when there is no diploma at all. For students from a low-income background, this only further perpetuates the cycle of poverty.

This situation is put into stark relief in Cambridge, which is grappling with economic and workforce development issues. A review of the 2000 U.S. Census shows that of the population aged 25 and older, only 71.2% of the population has at least a high school diploma, well below the national average of 80%. This means that more than one-quarter of the population does not have a high school degree. In terms of higher education, only 10.4% of the population has a college degree or higher, which is more than 10 percentage points lower than the national average (24.4%). The convergence of the quality of the public school system and the population that is unable to seek other educational alternatives is even more clearly seen in the educational attainment levels in less affluent areas of the city. In the urban center, approximately 40% of the population older than 25 does not have a high school diploma, and less than 10% have a college degree.

It is important to caveat the discussion on education and the public school system with the observation that schools and

teachers on their own cannot create an environment that encourages and promotes learning and exploration. Schooling begins at home and the ongoing participation of parents in their children's educational careers is a key factor in the fostering of successful school systems.

Income and Poverty

As noted above, one of the by-products of lower educational attainment is reduced earning power. Educational statistics parallel household income levels and poverty rates in the Cambridge community. The median household income in 1999 in the City (the most recent data available) was \$25,967, or 61.8% of the national average. In the urban center, the median household income drops even further to less than \$19,000. This translates into the fact that more than one-third of the households realized less than \$10,000 in income. Not surprisingly, 17.2% and 20.3% of families and individuals, respectively, fall below the poverty level. These rates are nearly double the national average.

These realities have real implications for the social infrastructure of Cambridge, including the demand for affordable housing and healthcare, and social services and programs.

Crime

Crime is perceived to be a serious issue, especially in and around the main downtown corridor. Throughout the R/UDAT process, many citizens noted that they did not feel safe when going downtown and felt menaced when passing through parts of the urban center. A historic review of the most recent violent crime rates in the City of Cambridge from 2001 to 2004 reveals an overall violent crime rate that is higher than the State of Maryland and national averages. In 2004, the crime rate was 827 incidents per 100,000 persons versus 700 and 466 at the state and national levels, respectively. On a per capita basis, the rate of murders is on par with the state, but exceeds the state for forcible rape, aggravated assault, property crime, burglary and larceny. However, crime has decreased each year since 2001.

We were unable to obtain district crime statistics for the City, but are aware that three "C-SAFE" (Collaborative Supervision and Focused Enforcement) Initiatives have been established in

the community in high-crime areas - the first one in 1997 on Greenwood Avenue, the second in 2001 on Pine Street, and the third one in 2004 in the West End. The effectiveness of the program is demonstrated through its expansion over the years throughout the community.

Ultimately, crime impacts a community through perception. Often, if an area is perceived to be affected by crime, it will affect the willingness of individuals to go to an area even if crime is no longer an issue. This then requires the locality to undertake a concerted marketing effort as well as implement various physical improvements (street lighting, eyes on the street) to make perception meet up with reality.

Healthcare, Public Transportation, Recreation

From a broader social infrastructure perspective, as a part of the R/UDAT process, we were unable to look in-depth at a number of key areas including healthcare, public transportation and recreation issues. All of these topics were raised as concerns by different segments of the community. Some issues that were highlighted and need to be examined more closely include:

- the capacity of the existing healthcare system including Dorchester Community Hospital to serve a growing population, especially an aging population;
- the availability and reach of the public transportation system to those without any other means of transportation. This will become even more important as the City continues to grow through annexation and as residential developments rise up further and further from the urban core; and
- the diversity of recreational opportunities for residents and visitors, including activities for youths, seniors, families and young professionals. Recreational opportunities include not only open space and sporting activities, but cultural opportunities such as museums and historical attractions, volunteer opportunities, intramural sports leagues, skate parks, summer camps, bars and restaurants, themed festivals, and bike paths and trails, to name a few.

Community Development Recommendations

As demonstrated in the context section, community development covers a whole range of topics and areas. One area alone does not make or break a community; rather it is the collective synergy of these elements that dictates the quality of the social infrastructure. As such, these areas must be reviewed and approached from a holistic perspective, and improvements and changes must be linked and supportive of one another from multiple areas. There is no one "magic bullet." Additionally, one must be reminded that seeing the results of changes or the impact of new programs is a long-term consideration - measurable and tangible change does not happen overnight and requires long-term commitment from the stakeholders to see the process through.

Because of the complexity and breadth of what affects community development, the R/UDAT process is not in a position to provide the "answer" that resolves all of the long-standing issues and concerns. However, the City is in an excellent position to begin to understand what the issues are, where they are today, and what the appropriate strategies are because of the imminent start of the new comprehensive planning process; this forms the crux of our recommendation:

- Utilize the comprehensive planning process as a vehicle to examine these community areas in depth and arrive at a cohesive and inclusive approach to making improvements and changes. As such, the community needs to make sure that the team guiding the planning process is adept at working on these issues so that the resulting plan is not "boilerplate," but provides a usable framework and guidelines tailored to the Cambridge community. Since the comprehensive planning process will take upwards of 24 months to complete, there are some short-term actions that the community can undertake:
 - Continue effective programs such as C-SAFE;
 - Continue to participate in Dorchester County's ongoing comprehensive planning process. A number of community issues, such as public schools and parks and recreation, affect the county level as well, so the City will have to work together with the County to address these areas; and
 - Support Cambridge's Main Street program and get involved in advocating for specific uses in the Main Street target area that attract diverse segments of the population.



Linkage Plan

The market opportunities that are transforming the development profile of Cambridge have occurred primarily along newly annexed lands at the southern edges of the city and along Cambridge's beautiful waterfront. Most of this investment has been in the niche of market-rate housing. While many members of the community argue that these new investments portend an economic boon to the city, this particular locus of development may have the unintended consequence of creating a "hole in the donut," leaving much of the historic core and distressed in-town neighborhoods circumnavigated by higher-end market-driven developments taking root around them.

In many towns and cities facing the similar dichotomy between "hot" and struggling markets, innovative inroads linking these markets are proving to be the tide that raises all boats. Cities like San Antonio, Boston and Camden are finding ways to bring the benefit of strong markets to the sections of their communities that are challenged by a lack of interest on the part of the development community. As a result, even in cities where robust and lagging markets are physically disconnected, such as is the case in Cambridge, there are real opportunities for linking the economic opportunity in places like Blackwater Resort with the needs of districts like Pine Street.

Such programs, known in some cities as "What's Hot and What's Not," entail the linkage of targeted areas in more dis-

tressed sections with the hotter markets for commercial or residential development. In exploring the feasibility of such a program for Cambridge, it is important to consider the following:

Each city's market is unique and dynamic: In some cases commercial investment may be the leader, in others residential markets may provide the initial investment opportunity, or in the best situation a combination of mixed-use investments stokes the engine. In any case, the volume and elasticity of the development market will determine how much financial leverage and resource can be projected through this approach to assist the distressed areas. Currently, Cambridge has been infused with residential development, so a strategy linking the provision of market-rate units in the "hot" areas with assistance of housing rehabilitation or infill in areas like Pine Street should first be explored.

However, it would also be beneficial and timely to explore means of linking commercial developments before they come on line through the potential contribution of developers' fees or other value to a development or community trust fund that assists community development corporations (CDCs) charged with the redevelopment of areas like Pine Street.

The linkage needs to be specifically targeted: The revitalization sites must be broken down on a parcel-by-parcel basis that strategically leverages just enough transfer of resources into the distressed area to induce market-based

investments to follow. This approach requires a specific plan with surgical-like focus to use these valuable dollars in a manner that efficiently moves the area forward. In the case of the Pine Street district, it would appear that such application of funds could go to the stabilization of existing housing or the construction of residential or commercial infill.

Such linkage programs have also provided the mechanism for funding a range of support programs and initiatives that complement community reinvestment beyond bricks and mortar and that are equally important to the successful reinvestment in distressed areas in the city. Such programs may entail "clean and safe" initiatives, first-home ownership training, gap financing or business incubation.

Finally, for sourcing funds that require matches, such as those from government agencies or private foundations, these dollars can be used to leverage resources well beyond their nominal value.

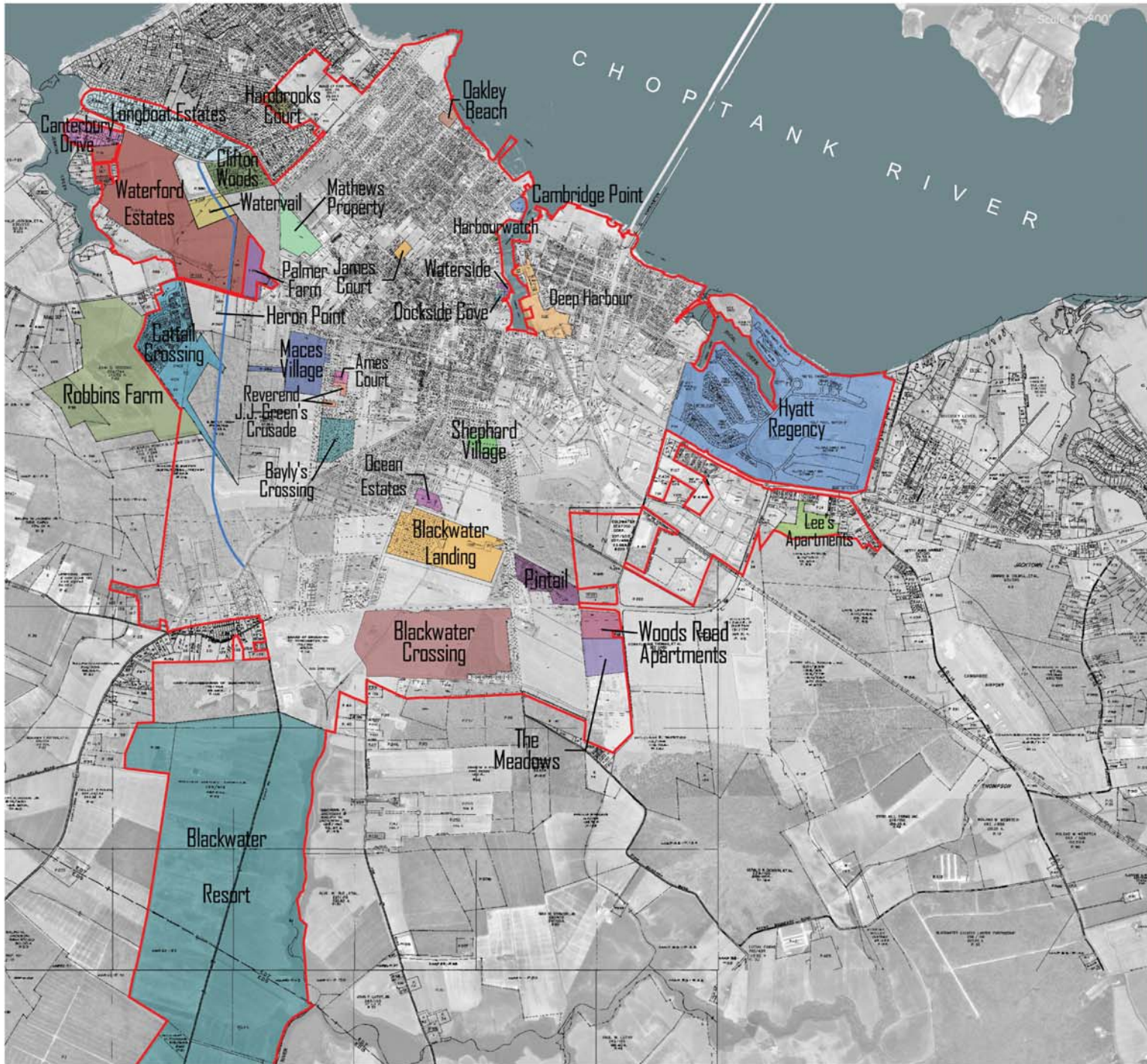
This linkage program needs to be one of many complementary programs used to revitalize the area: In the case of the Pine Street district, a "What's Hot -- What's Not" program may be effective only if other Cambridge programs are in place to work in concert towards the desired community revitalization. In this case, a strong initiative to leverage design guidelines with permit-related review authority would ensure that quality development occurs. More importantly, particularly in areas that are struggling to revitalize like Pine Street, design guidelines can also be a protection for investment.

The character of the public domain must also work in tandem with design guidelines for private parcels if the revitalization is to be comprehensive. In the case of Pine Street, historic markers and way-finding depicting the rich background of this corridor will add to the sense of place and real value. The range of eligible funding that can be leveraged includes foundation grants from such organizations as the National Endowment for the Humanities (NEH) or National Endowment for the Arts (NEA), for researching history and developing copy text, as well as federal transportation dollars under enhancement categories within the SAFE-T-LU authorization for right-of-way improvements that can be used for sidewalks, trails, lighting and other improvements. Closer to home, there are Community Legacy Grants under the Maryland Department of Housing and Community Development that may be used for capital

improvements along areas like Pine Street that require one-to-one matches, which may be sourced through a community trust that serves this area. Also the Maryland Historical Trust (MHT) provides grants for both capital and non-capital application. For capital uses, an area must be in a Target Investment Zone (TIZ). For non-capital uses, such as street furniture or other appurtenances, a category of dollars may be applied that does not require the TIZ designation. If Pine Street could be brought in as a TIZ, it could then be eligible for both categories of funding to further leverage the federal dollars cited in this section for investment in this district.

Patience is the virtue: In many cities where this approach was pioneered, it took years for the benefits to pay off, but many paid off quite handsomely. In one city, the use of the prime building that was developed in the distressed area through the linkage program took longer to lease than the original pro forma assumptions because of fluctuations in the overall real estate market that affected the "hot" area as well as the distressed market. Despite that short-term disappointment, the concept still affirmed the linkage across market segments and when the market eventually rebounded, the private investors, community trust and four community development corporations involved realized returns that more than justified their time. In the case of the community trust and the community development corporations, they were able to further their missions of reinvestment into the distressed section of town.

As mentioned previously, many cities spanning a range of sizes, demographics and market profiles are using this method of inducing the market to look at parts of town that have lagged behind in cyclical building booms. Certainly, as future iterations of investment occur in Cambridge, whether on existing or newly annexed land, this linkage approach should be part of an overall economic development strategy. In Maryland, there have been developers' foundations that, while different than the program specifically mentioned here, support non-profit organizations that support communities. Such a model is not far from the one suggested here that links value across real estate market segments. For Cambridge, this linkage program will require further investigation to determine how it can tap into the current and subsequent investment expansions in the local real estate market. It will also call for a serious and long-term commitment from government, business, neighborhood and the historic preservation sectors to band together around a vision to ensure that all enjoy the benefits of being part of a city in demand.



Planned residential development projects.
Source: City of Cambridge
Dept. of Public Works

CAMBRIDGE R/UDAT



CAMBRIDGE:
THE PHYSICAL FRAMEWORK



The Region

Cambridge and Dorchester County are located in the middle of Maryland's Eastern Shore and recognized by many as the "Heart of Chesapeake Country." The area is tremendously rich in both natural and cultural resources; it was settled because of and clearly defined by its relationship to the water. The Chesapeake Bay and its many tributaries are easily the area's most important resource and the major physical element defining the region's development over time. The related natural resources that are present include waterways, natural forests and wetlands intertwined by farmland as well as local agricultural and maritime communities, creating an iconographic landscape unique to this part of the Eastern seaboard.

The Chesapeake Bay is considered one of the country's most productive estuaries and provides habitat to numerous animal and waterfowl species of almost infinite variety. It is home to the oystering, crabbing and fishing industries that have been the mainstay of the Chesapeake Country economy for years. However, in the late 20th and 21st century the health of the Bay has declined due to pollution from a combination of agri-

cultural and manmade sources. This issue is well-documented and although causes and potential solutions have been defined, it continues to increase in severity. Solutions are difficult, but include smart growth and proper planning principles as recommended in the R/UDAT report. However, much remains to be done to both engage people so that they understand the problem and are able to contribute to its solutions through their decisions in all facets of their lives.

The County

Dorchester County is the largest county on Maryland's Eastern Shore with more than 1,700 miles of shoreline bordering the Bay and its tributaries. The County includes about 355,000 acres, with almost half of the land area used for agricultural purposes (over 170,000 acres), and much of the remaining area consisting of wetlands and forests. Approximately 25% of the County's land area is wetlands, which is the largest percentage of any county in the state. These wetlands are critically important nurseries and ecological filters for the Bay and home to numerous waterfowl, including well-recognized migrating birds that make up part of the Eastern Flyway. Approximately 50% of the land area in the County has been designated within Maryland's Chesapeake Bay Critical Area, which provides development restrictions on land bordering the Bay and its tributaries.

The past and current use of the land for agricultural purposes is also critical. A series of crops have been grown in the County including, first, tobacco and then later, vegetables that spawned and helped support a canning and packing industry. Today poultry and related grain production is the mainstay of the agricultural economy and the most predominant type of farming in both the County and the region. Local vegetable growers also are important, providing produce to vegetable stands and local markets, including the Farmers Market in Cambridge.

Equally important to defining the physical landscape is the maritime industry. This was initiated through the settlement patterns of Native Americans, who relied on the Bay's oysters, crabs and fish for food. During Colonial times, the area's first towns were located on the water and supported by maritime-related



economies that steadily grew throughout the 18th and 19th centuries. Cambridge became one of the largest towns in the region based on this economy as well as the related agriculture-based packing and canning industry. Today, Dorchester County is the leading commercial seafood area in the state, but this industry has been drastically reduced due to the decline of marine life in the Bay, a decline that is most likely to continue. The change is having a significant effect on the local economy of the County and is affecting the maritime industry's presence on the waterfront in Cambridge and other Bay waterfront communities.

The natural resources of the County are still significant and critically important to its future. Many people who have come to Dorchester County in the past and who are coming today are attracted by the proximity to the Bay and the County's rural landscape of farmland, woods and wetlands. The 26,000-acre Blackwater National Wildlife Refuge is a nationally significant natural resource and has been recognized by Audubon magazine as one of the 10 best birding sites in the nation. It's accompanied by more than 30,000 acres of wildlife management areas throughout the lower part of the County, as well as two natural heritage areas. These areas serve as critical wildlife habitats and provide numerous outdoor recreation opportunities including hiking, biking and water trails, and a growing eco-tourism economy in the County and surrounding region.






The City

A Network of Trails and Green Open Spaces

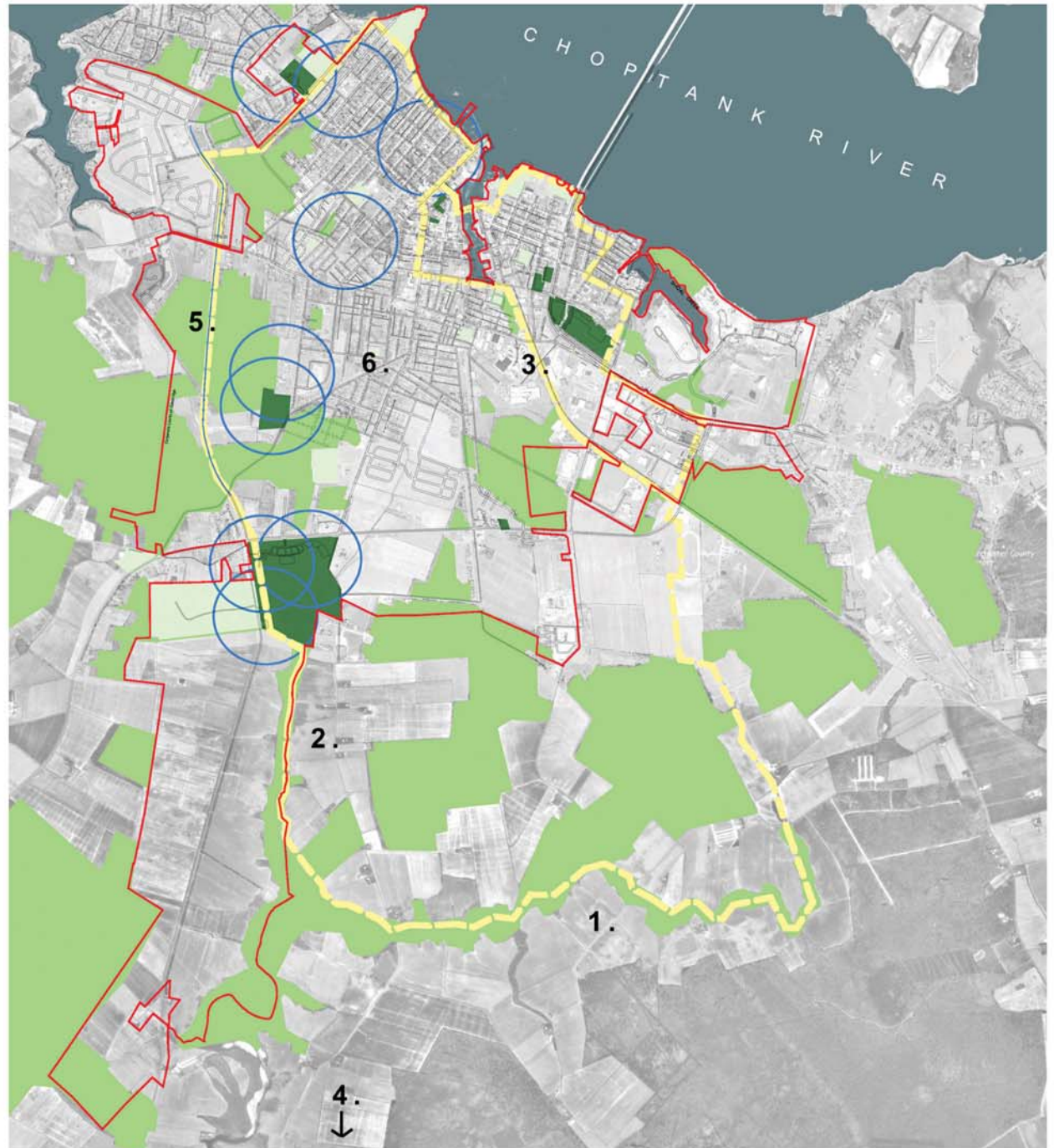
From a physical perspective, Cambridge is defined by its relationship to the Bay, similar to the Eastern Shore as described above. The City borders the Choptank River, which provides a deep-water port suitable for deep draft ships, and surrounds Cambridge Creek, which has historically supported the boating and fishing industries with a large protected harbor. The approximately two-mile long waterfront of Cambridge faces northeast away from the Bay with views towards the Malkus Bridge and Talbot County to the north. Much of the City is developed, particularly north of Rt. 343, with newer housing developments located in the southern portion of the City. Topographically, the City is flat with heavy clay soils that require

The City - Network of Green Open Spaces & Trails

LAND USE:

-  Potential Trail System - bikes, pedestrian pathways
-  ¼ mile radius = 5 minute walking distance from existing schools
-  Forests
-  Parks
-  Important Places

1. Little Blackwater River
2. Maple Dam Branch
3. Proposed Choptank Heritage Trail - along existing railways/greenways/right-of-ways
4. Blackwater National Wildlife Refuge
5. Westside Bypass



sewer lines to support development. Much of the land area in the City has poor storm-water drainage conditions that are exacerbated when wet weather is combined with high tides. Generally the northern part of the City drains into the Choptank River and the southern portion into the Little Blackwater River. There are a few remaining forested tracts in the City that largely correspond to poorly drained soils that are not suitable for agriculture. The tributaries to the Little Blackwater River in the southern portion of the City are also forested.

Although much of the City along the Choptank River falls within the Chesapeake Bay Critical Area, the portion of the City from Great Marsh to Shoal Creek is exempt from the program due to its previously developed condition. The newly annexed portion of the City along Egypt Road has land areas within the program, which is subject to current negotiations as part of the Blackwater Resort development. Portions of the City adjacent to the Choptank River, Cambridge Creek and Shoal Creek are within the FEMA 100-year floodplain (four-foot base flood elevation) and require compliance with the City's flood regulations.

The City's location and environmental resources are key assets that should be leveraged. Equally, there exists a major opportunity to expand the city's circulation system and to link its cultural, environmental and recreational resources. (This is described previously as a guiding principle for the Cambridge R/UDAT.) Therefore, a major new greenway trail system is proposed around the City called the Choptank Heritage Trail to link these resources and provide a significant new recreational amenity for the community. This trail system includes portions of the Cambridge Waterfront and Choptank River Greenways being promoted by the Maryland Greenways Commission for Dorchester County as part of the Maryland Greenways, Water Trails and Green Infrastructure Plan. It follows existing rail corridors, streets and waterways and parallels the new bypass road in the western portion of the city. It also connects to existing and proposed trail systems along Cambridge Creek and waterfront and ties to the existing on-street Cambridge Bike Loop in town. It ties to local paths and sidewalks in the city, including pedestrian circulation systems that link local neighborhoods with their nearby elementary, middle or high schools to help create a more integrated pedestrian network serving the city. This trail system will serve the local residents by providing a

major new non-vehicular transportation alternative and also promote Cambridge as one of the Eastern Shore's major biking centers. Further connections could be completed in the future to other biking amenities such as the Blackwater Refuge Loop and other on-street bike routes throughout the county and region. In addition, bike rental facilities at Long Wharf Park and other areas in the city should be provided to serve visitors arriving by water and to further promote the City as a major new biking attraction and resource in the county.

In addition to an expanded trail system for the City, an upgraded parks system is needed to better serve the City's youth. Currently, the City's major park facilities are focused on the water and water-related recreation. There are also playing fields and playgrounds in certain areas, but the city in general lacks a coordinated plan that responds to modern recreation trends and responds to the City's growth to the west and south. Specifically, the City lacks a skateboard park to serve this growing activity among youth; needs more fields for soccer, football and lacrosse; and needs more and better maintained neighborhood playgrounds. A new skateboard park is, therefore, recommended at the state-of-the-art County Pool site, and new fields, courts and playgrounds should be provided in the underserved parts of the city and in conjunction with future development proposals near major growth areas.

Since the City parks are provided through the Dorchester County Department of Recreation and Parks, any improvements need to be coordinated with a larger strategy for the county. Further, the county needs to recognize the significant residential growth that is occurring in the area and proactively acquire vacant property that can be used to meet recreation needs of the future. This upgraded parks and recreation strategy should work in tandem with an expanded trail system to improve the outdoor amenities of residents and visitors alike, particularly the youth population that would benefit the most from such an integrated system.



Greenways designed not for cars, but for people, serve residents and visitors well as bike paths and hiking trails.

The Core

LEGEND:

- A.** The Waterfront/ Riverfront
- B.** The Creek
- C.** The Downtown/ Main Street

Core Assets

- 1.** Choptank River
- 2.** Cambridge Creek
- 3.** Long Wharf Park
- 4.** Great Marsh Park
- 5.** Historic District within the Main Street area
- 6.** Main Street District
- 7.** Arts & Entertainment District
- 8.** Hyatt Regency Chesapeake Bay Resort





Valuing the Heart

One of the fundamental guiding principles in the R/UDAT is to "Value the Heart of Cambridge." Indeed, the city has enjoyed a distinct benefit from the overall perception that the historic core is still the city's heart. Revitalization strategies should support a diverse but compatible mix of uses including retail, entertainment, services, offices, housing and civic uses to create a vibrant center. In the case of Cambridge, this perception has been reinforced by the presence of institutions like Chesapeake College, Sojourner-Douglass College, Dorchester County Offices and other institutions whose commitment to the core speaks through their continued presence. It is the R/UDAT's position that these institutions should continue to focus on the downtown as their first choice for location whenever possible.

Creating places and connections in the core of Cambridge

One of R/UDAT's guiding principles for our recommendations has been the enhancement of the public realm. For these series of recommendations, R/UDAT is aligning this principle with one for conserving the essential character of Cambridge. The principles call for three nodes in the core area of Cambridge to be enhanced through good urban design principles:

- 1.The Waterfront/Riverfront
- 2.The Creek
- 3.The Downtown

The Waterfront / Riverfront
Cambridge's "Front Door"

LAND USE

Key Redevelopment Parcels

A. Existing Uses: Dorchester Hospital / Visitor Center / Yacht Maintenance / Richardson Museum / Sailwinds - Governor's Hall

Proposed: Mixed-Use Redevelopment may include: retail/commercial, residential, marina, hotel, entertainment

B. Expansion Municipal Marina - Long Wharf Park

OPEN SPACE

Existing Waterfront Parks -

- Active / Passive Recreation
- Visitor Center / Sailwinds
- Great Marsh Park
- Long Wharf Park

CONNECTORS

Public Domain: Pedestrian Connector / Choptank Heritage Trail (yellow)



The Waterfront/Riverfront

The edge of the Choptank River established the settlement pattern for the city of Cambridge from the edge inward. Like many maritime settlements that were established in the 17th or 18th centuries, the waterfront formed the City's link to the outside world; it was the center of regional commerce and the headquarters of mercantile businesses. There was also access to the edge for those who formed the business and social classes; however that interface was primarily defined by commercial uses. In this regard Cambridge is like many maritime cities, such as Charleston, SC; Savannah, GA; and Camden, ME. Unlike those cities, Cambridge has not yet affirmed a policy of public access along the water's edge as a basic right of the citizens to enjoy this natural resource and place-making amenity.

Even as the previous recommendations in this report on the Region and the City explained the waterfront as a link in a regional network, it is R/UDAT's contention that the waterfront must also be respected as a distinct destination in its own right, recognizing that it has contributed and will continue to contribute to Cambridge's unique character. And while there is almost universal acceptance of the waterfront property as an area of prime investment opportunity, it is first and foremost a public asset. Fortunately, intelligent development of this amenity with an eye towards harnessing all of its potential will serve the public interest of access, the iconic goal of conservation, and the investment objective of economic enhancement. Some primary goals for the waterfront design include:

Reserving a path for public use along the edge of the river.

The river's edge must be reserved for a linear path for all citizens that can accommodate pedestrians for as long a continuous stretch as possible. This path should have key locations at which pedestrian access into or from the downtown is viable, but the experience of movement parallel to the waters edge should be emphasized.

There should be trailheads or programmed nodes along the length at periods that punctuate the experience of movement on the land side and can become locations for meeting, sitting or simply enjoying the Cambridge's most longstanding relationship: that with the waterways of the Chesapeake Bay.

The path should also accommodate cyclists although that provision may run a different length than the pedestrian access. Certainly, the opportunity for a bicycle rental facility to supply visitors and townspeople alike at the water's edge would be an added amenity and regional attraction.

The design of new structures and the selection of paving, building materials, furniture, signage and lighting along the path and adjacent programmed trailheads should be in line with Cambridge's character, reflective of the historic and contextual sense of a town at a maritime edge. Charleston, SC, is a great example of a city that has used construction materials to great outcome in the manner described here.

Setting buildings with their long axis perpendicular to the water's edge. This design approach, discouraging parallel placement of buildings along the water's edge, will keep developments from blocking the water from visual contact from points further inland and vice versa. It will also create more vistas from the downtown to the river while avoiding the need to build taller edifices to provide a waterfront view. For the buildings on waterfront parcels, perpendicular orientation against the public edge allows more units to have orientation up and down river.

To the extent possible, street levels of the buildings should be programmed for retail, such as the bike rental operation previously mentioned, professional offices, or other uses such as cafés, restaurants and shopping, that are designed to complement the pedestrian path at the water's edge, even if direct public access to and from these uses is not always desirable. The retail and commercial interests located in this area should enhance, but not directly compete with, the opportunities offered in the downtown area.



Every city and town finds its own ways to integrate the waterfront into the community with public walkways (top), and appropriate building scale (bottom).

The Creek

LAND USE

Key Redevelopment Parcels

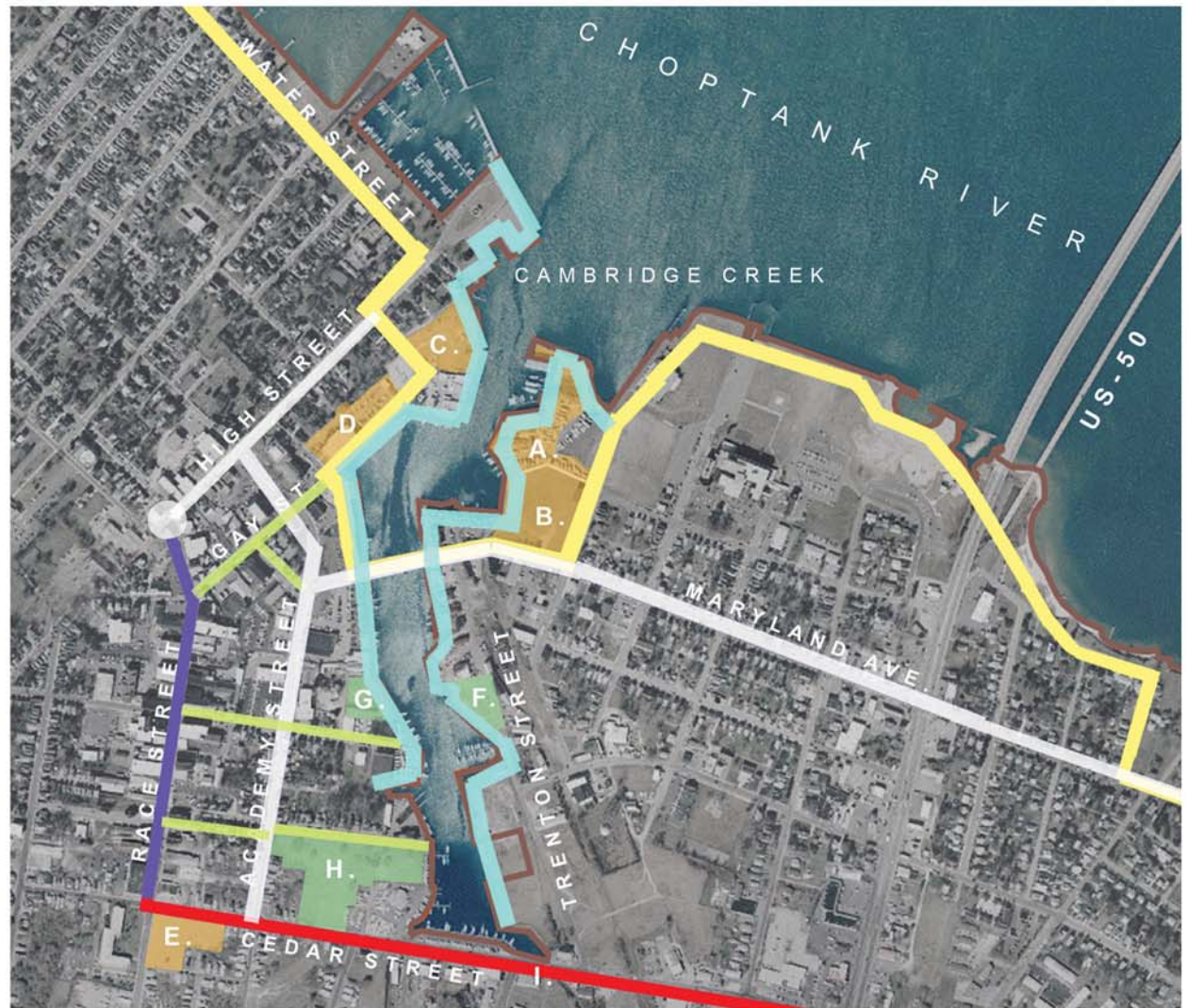
- A. Existing Uses:** Yacht Maintenance
Proposed: Mixed-use redevelopment may include: retail/commercial, marina, deep water port
- B. Existing uses:** Richardson Museum
Proposed: museum use, ship building/boat building
- C. Existing:** Vacant
Proposed: Residential (Cambridge Point) and/or Mixed-Use Retail/Commercial
- D. Existing:** County
Proposed: Institutional and/or commercial use
- E. Existing:** City-owned lot

OPEN SPACE

- F.** Existing Creekside Park - City-owned
- G.** Existing Brownfiled Site - Potential public open space or commercial use
- H.** Existing Cemetery
- I.** Visual Connector along Cedar

CONNECTORS / STREET SYSTEM

- Public Domain: Pedestrian Connector along Waterfront (yellow)
- Public Domain: Pedestrian Connector along Creek (light green)
- Primary Connector (Vehicular) (red)
- Secondary Connector (Vehicular) (white)
- Business / Commercial (blue)
- Neighborhood / Visual Connector (green)



The Creek

The Cambridge Creek offers a different kind of interface between land and water where the intense relationship grants many opportunities for rich experiences that play off of programmed uses for land and the visually contained inlet that connects the city's heart to the Choptank and then the Chesapeake Bay. The principles stated in the previous section for the waterfront still apply; however, in the creek, R/UDAT feels Cambridge should take advantage of specific opportunities to:

Program uses along the length of the creek path, taking full advantage of the more intimate scale and change of land uses to create vibrantly programmed public spaces that will add value for private investment. As the plan shows, the concept contemplates changes in use along these sites over time that will afford an opportunity to create remarkable destinations ranging from marinas and deep-water ports to city-owned parks and recreational programs. These uses will have both the backdrop of the creek and the City to make them signature destinations.

The edge path along the creek will connect with the regional path along the waterfront, but will be distinct in its character and context as it complements the larger and more outwardly oriented path along the Choptank River. As one would expect, the complexity of developing a path system within the urban historic grid that effectively connects to the creek system inward toward the downtown provides its own set of urban design opportunities.

Following the principle of "linking the key places that define Cambridge," R/UDAT proposes enhancing access into the downtown from US 50 through Cedar Street, since the drawbridge openings along Maryland Avenue make Cedar a more reliable access to Race and Pine Streets. However, R/UDAT's proposed urban design enhancements for signage and landmarks along Cedar and Maryland will announce both of these streets as gateways into the city, which now are anonymous as main roads into the historic core.

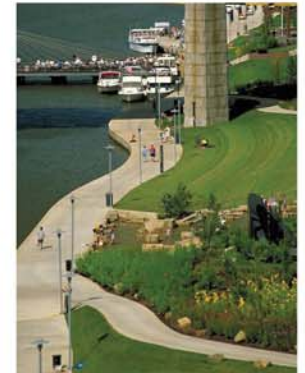
Maryland Avenue will connect to Academy and High Streets as a secondary system for vehicular travel, allowing for alternate means into the downtown, particularly for residents who know



View of Cambridge Creek toward Choptank River.

Waterfront edges should be designed as public spaces for public access.

the area well and like secondary routes as traffic relief. The route to High Street shall form a means of neighborhood access without needing to navigate through downtown.



Finally, the wonderful grid of streets between the creek and the historic district will be enhanced for pedestrian access from the urban waterway and the historic downtown. Gay Street will provide direct access to the waterfront and creek systems, allowing for a gracious walking or biking experience into the core of Cambridge by visitors along the Choptank Heritage Trail who do not wish to mingle with the more intense traffic corridors.

The Downtown/Main Street

LAND USE

Key Redevelopment Parcels

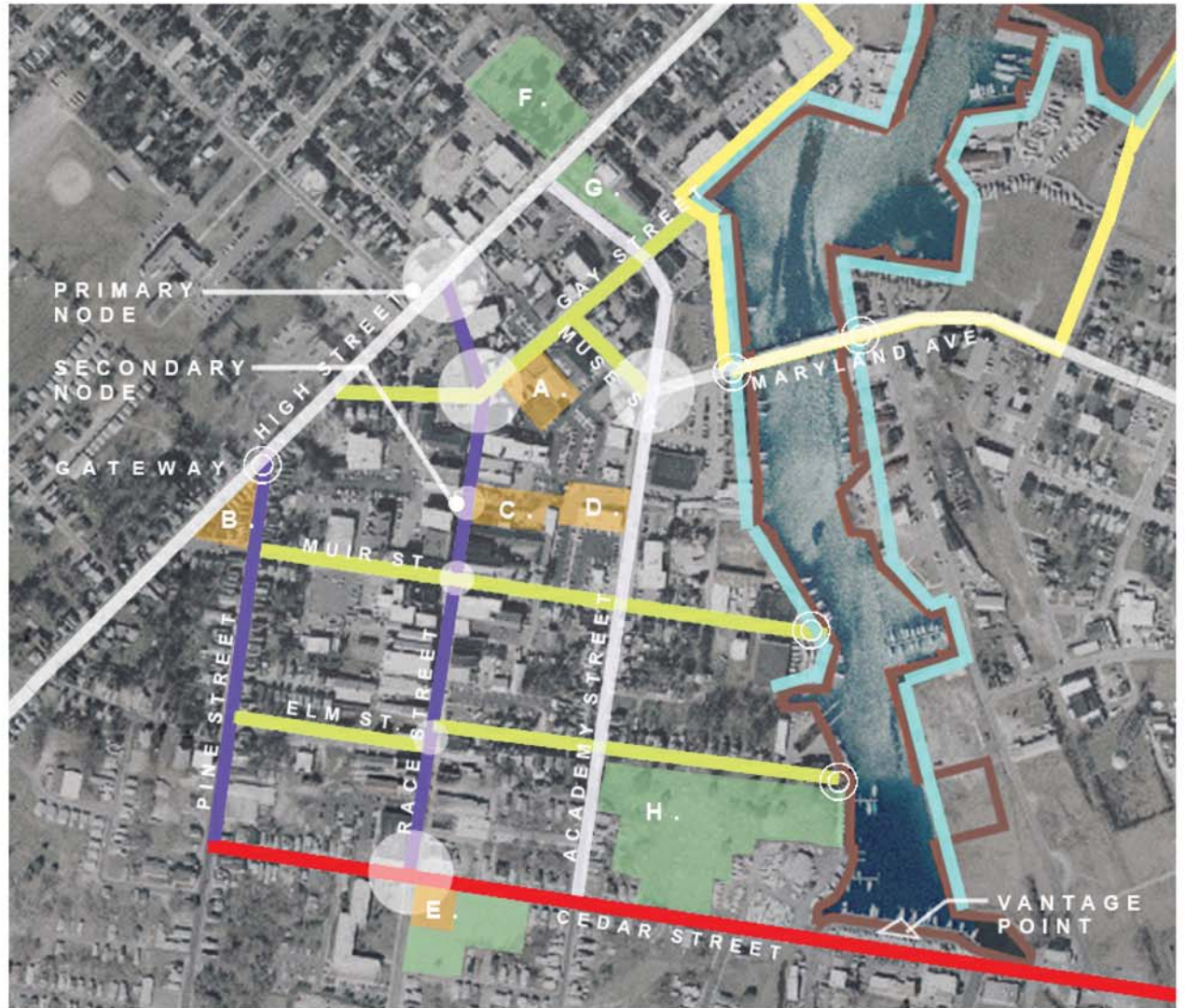
- A. Existing Uses:** Warehouse
Proposed: Public Square / Civic Plaza
- B. Existing uses:** Residential
Proposed: Pine Street Gateway
- C. Existing:** Public Square
Proposed: Expanded Public Corridor
- D. Existing:** Church
Proposed: Farmer's Market
- E. Existing:** Vacant Lot
Proposed: Cedar / Race Street Gateway to Downtown

OPEN SPACE

- F.** Existing Cemetery
- G.** Existing Green at Court House
- H.** Existing Cemetery

CONNECTORS / STREET SYSTEM

- Public Domain: Pedestrian Connector along Waterfront (yellow)
- Public Domain: Pedestrian Connector along Creek (light green)
- Primary Connector (Vehicular) (red)
- Secondary Connector (Vehicular) (white)
- Business / Commercial (blue)
- Neighborhood / Visual Connector (green)



The Downtown

Building on the hierarchy of streets proposed in the Cambridge Creek connections, the proposal now focuses on more specific enhancements to the public domain as well as the creation of new open space that will complement investment and provide venues for programs and events to enliven the street and connect the corridors of Race and Pine Street to reinvigorate them as part of not only a local historic district, but also as important nodes in a broader network of open spaces.

Following the principle of defining and creating public domains, R/UDAT starts organizing the Downtown hierarchy with the major entrance and access corridors, i.e. Cedar, Pine, and Race streets. The intersection of Race and Cedar becomes a gateway node into the main street historic district. The urban design elements here would include trees, historic or themed street lights, sidewalk improvements, street furnishings and way finding.

The secondary streets of Academy and High would allow access for those who are familiar with the area and wish to bypass the main traffic corridors of Race, Pine or Cedar. These secondary streets would be appointed with way-finding to point to the Main Street destinations and to the creek to keep visitors oriented should they venture onto this secondary street network.

Finally, the direct street path connection from the creek to the historic district would occur along Elm, Muir, Muse and Gay Streets. These streets would be articulated at a scale that is truly comfortable for the pedestrian with Elm perhaps having a dedicated bike path from downtown to the creek. Wayfinding can be used to orient the pedestrian or cyclist through this quiet connection between the downtown and the creek.

Within the downtown, R/UDAT proposes a series of acquisitions for the creation of public open spaces that will support investment and activity in the district and which will serve as "positive space" even when not being used, feeling as comfortable whether occupied by one person or by crowds of a hundred. The locations for these acquisitions are at Gay between Muse and Race. It is also proposed that the church building at Academy and a building that is not contributing to the historical register to the south of the open plaza with the free standing clock be purchased, so that open space may be programmed

more generously for both special events and casual use.

As a result of these public open space plans, eating, unstructured play and programmed activities at all scales may occur. In order for these spaces to be most successful, it is R/UDAT's recommendation that openings along the built edges defining these spaces be either by actual entrances through the adjoining wall or by simple fenestration. Even with innovative commissioned art these adjoining walls defining public spaces must be active if they are going to create more than hard-edged plazas.

It is hoped that this network of public open spaces will animate the historic district and connect this defining aspect of Cambridge to its wonderful waterfront to create a synergistic and memorable experience.

"Cambridge Heritage Trail"

The other opportunity provided by the successful connection of waterfront, creek and downtown open space is to actively relate the history of how the City of Cambridge evolved from its founding and growth around the shipping industry --- to its development of new local harvesting and distribution of crabs and oysters --- to the creation of the historic downtown and the development of the African-American history told through the history of Harriet Tubman and great musicians of the jazz era. The entire route of this system can become a living museum relating how place, people and business created a great city by the bay. Self-guided tours, markers highlighting historical properties and places and well-designed interpretative displays can enhance the experience along the Cambridge Heritage Trail.

"Downtown Waterways"

R/UDAT is recommending that, in addition to the street network enhancements, the plan explore ways to celebrate water within the framework of the downtown with a series of fountains or water features that remind the community how linked the place and the people are to this environmental feature. A range of architecture expression that includes water features can complement the existing urban character and certainly enhance many of the parks and open spaces that are a critical part of this report's recommendations.



Planting of street trees along Race Street.



Street trees, signage and awnings define outdoor spaces along main streets.

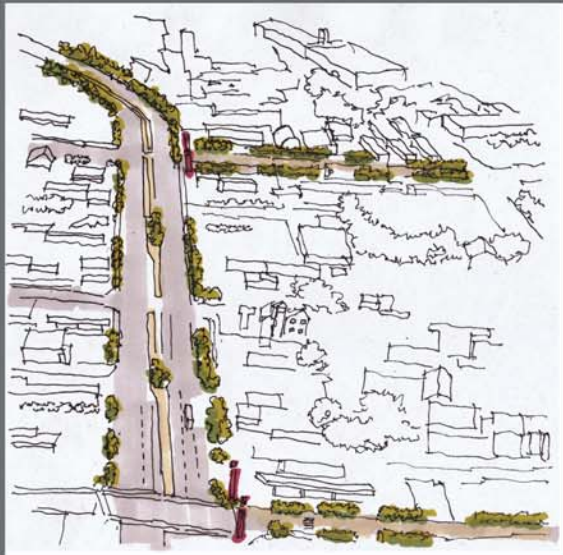


Water features can enliven public open spaces.

Perspective Sketches

The sketches depict the general character of the projects suggested by the R/UDAT Team for the downtown core. The images relate to the public realm suggested for the downtown and its major gateway entryways. The overall concept is to distinctly identify the major entrances and to create a network of public space, streetscapes and activities that link the creek to the center of downtown as well as to Race Street, Pine Street and the other key core activity centers.

The images show the "green" connections, the proposed new Civic Plaza, Farmers Market and the concept of introducing water to the downtown in the form of fountains at strategic places.



1) US 50 Entry / Gateways Cedar / Maryland



2) US 50 / Cedar Gateway



2 - alternative) US 50 / Cedar Gateway



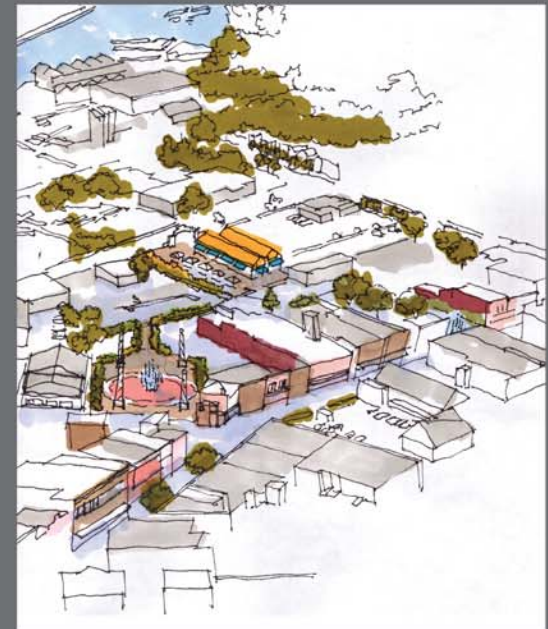
3) Cedar / Race Gateway



4) Parking Lot Screening : Race, Gay, Poplar



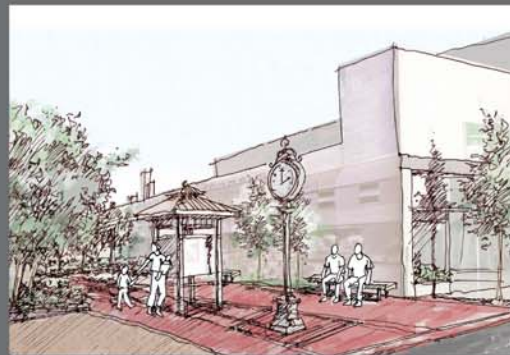
5) Pine St. Streetscape



6) Downtown Public Realm / Civic Space Network



7) Fountains - Race St. / Academy Connector



7 - alternative) Fountains - Race St. / Academy Connector

CAMBRIDGE R/UDAT



IMPLEMENTATION



Implementation

This section discusses the implementation steps as well as the roles of key players who apply the R/UDAT recommendations. It then projects a possible timeline and sequence for these activities. Given the proximate update of the comprehensive plan, many of these assumptions on timing and responsibility may need to be revised by the community. There is sufficient evidence gathered through the data, site visits and interviews to strongly suggest that the players and their respective action items will come through the comprehensive plan fairly intact. In fact, some recommended actions will not be restrained by the plan update at all.

It all comes together at City Hall

As is often the case, city government, its offices and agencies play a critical role in the effective implementation of any plan. In the case of Cambridge, R/UDAT is mindful of the existing personnel constraints the City has to address given the remarkable increase in permits and inspections that have emerged over the past several years. Nonetheless, it is clear that the City has embarked on a whole new chapter in its evolution and it is one that speaks to a change in the character of population, land-use and economic opportunity.

The City is the citizens' first interface with government and it is also that unit from which the citizen expects the greatest response. In addition to the basic services of life safety and sanitation services, citizens expect that the City will also be their primary champion for the overall quality of life, whether that may be defined at one moment by traffic congestion, at the next by access to libraries and schools, or the response time for fire or police to arrive at an address. In this regard of basic public safety, Cambridge has its challenges, but as its C-SAFE/Hot Spot program showed between 2004 and 2005, the City is working to reduce crime. However, it was reported to R/UDAT by various interviewees that crime remains a challenge, particularly in the core west of Race Street, where perception is often worse than reality.

Beyond basic services, it is also the expectation of citizens that the City should be a dependable partner in the arena of development regulations. Cambridge is undertaking an update

of its Comprehensive Plan, which is precipitated in no small part by the extraordinary change in the real estate market that has occurred over the past few years. This change has evoked a propitious moment of risk and opportunity that requires Cambridge to mediate among a myriad of interests and objectives. In addition, Cambridge's unique character, as described throughout this report, is the essential impetus driving much of this development trend. As the land uses change incrementally, City Hall is the convener and protector of the quality of life; it must work to balance the needs for economic development with those of conserving what is most valued about the City as a unique place.

There is also the opportunity to develop and implement strategies to re-energize older parts of the City by connecting them to new demand in other areas of the city—this may result in new and innovative uses of existing developed areas. In turn, these older sections can contribute to the economic vibrancy of the City as an attraction, but, first and foremost, they can provide service and amenity to the citizens who call Cambridge home.

There are three general areas of implementation for the City government that R/UDAT feels would assist in the overall quality of life. Some of these action items can be implemented in the near term, others may require further examination or public policy changes:

Administrative

Economic Development Office

The City needs to have an office of economic development. Although one might presume that this service can be part of a larger regional administration, it is clear that, given the complex issues of economic retention, recruitment and community investment, Cambridge is unlike any other part of Dorchester County. Cambridge would be well served, at least in the near term, by establishing its own office for economic development that serves and can focus exclusively on its strategic and busi-

ness development needs. Given the land-use implications of the business strategies in Cambridge, the ability of the economic development officer to work closely with the office of the Mayor, Council, Department of Public Works, Planning Office and other City departments would yield great dividends.

The position of economic development director should be filled by someone who understands the complexity of Cambridge, which for its size offers some of the stimulating opportunities and challenges of cities several times larger. This person should understand:

- Business incubation
- Business retention
- Neighborhood revitalization
- Community Development Corporations
- Grants and funding programs

It may be best to bring someone on board after the Comprehensive Plan goals and objectives are determined to ensure that the necessary skill set addresses the officially adopted goals and objectives coming out of that plan.

Regulatory

As with any City, Cambridge's building codes and land-use ordinances are among the most important resources the City has to address the development patterns, public safety and overall quality of life. Also, as with many cities, the implementation of regulations includes a broad range of partners. In Cambridge, these include, but are not limited to:

- The Mayor's Office
- The City Council
- The Planning Commission
- Department of Public Works
- Planning Department

The update of the Comprehensive Plan portends a remarkable opportunity to capture the momentum of the current market,

“We have character. Once we lose it we won't have it anymore -- it's hard to build a new 200-year-old house.”
-- George Barnett





correct antiquated provisions and garner renewed trust among the community in an open and participatory process that yields land-use intentions in which business, civic and institutional stakeholders may place confidence.

R/UDAT feels that Cambridge must use the occasion of updating this guiding document to address the following issues:

Urban Sprawl: Because sprawl tends to encourage the degradation of natural resources, increase the cost of services and foster inefficient commercial development, the overall intent of the Comprehensive Plan should be to concentrate development in a specific number of areas designated for urban development and recommend a regulatory system of codes and ordinances towards that end.

Location of Development: A conscious redirection of quality land development should be considered that will result in increased population growth toward designated urban areas that make the most responsible use of land and decrease development pressure in sensitive areas through conscientiously balanced land development decisions and policies.

Natural Environment: As a major component in the community's perceived quality of life, the natural environment

needs to be protected through similarly wise land-use and development decisions.

Residential Neighborhood Conservation: The residential atmosphere is a primary quality of life component in any city. Development and its ancillary activities should be channeled into locations that offer greater opportunity for the higher density and mixture of uses that a policy of responsible land development encourages. Moreover, in communities that have a diverse population, the conservation of neighborhoods becomes a visible measure of inclusion and equity. In Cambridge the time is right for this diversity to be embraced.

Again, Cambridge is in a fortunate position to be embarking on a Comprehensive Plan update. These aforementioned issues need to be addressed explicitly and clearly through the plan with measurable outcomes. Toward this end, there are several benchmarks that R/UDAT would strongly recommend that the Comprehensive Plan set:

Zoning and subdivision

Unfortunately, historically zoning and subdivision regulations have often been conceived and enforced in mutual exclusion of their interface in the real world. With the advent of the

“Cambridge is the last crown jewel of the Eastern Shore.”
-- Ken Knox



Comprehensive Plan, Cambridge can make significant leaps forward in the area of regulations that are clearly understood with intentional outcomes.

More specifically, zoning should create categories that allow for mixed-use, live-work environments (in corridors like Pine Street) and encourage contextual development within existing areas and the creation of new, positive contexts in larger subdivisions. As an example of how zoning and subdivision ordinances need tighter coordination, Cambridge is now seeing a spurt in developments of new subdivisions, many of which are inwardly focused and do not acknowledge the best of the organizational principles that are authentically Cambridge, like a strong street grid with blocks that encourage a positive relationship to the public domain, while clearly defining the private property. The zoning code should be updated to articulate clear expectations on how developments contribute to the overall character of Cambridge, so that as developments increase or are redeveloped, they help create a greater coherent, functional and aesthetic whole.

For parking, new regulations should be flexible for developments that have been holistically planned and sited to account for lower vehicular use, for those that are located in the historic commercial districts where off-site parking can be accom-

modated and for certain mixed-use sites where the parking needs are clearly staggered.

By contrast, in historic cities like Cambridge, there are often lot sizes and parcel configurations echoing a past era that may be deemed substandard by current zoning ordinances, yet which constitute perfectly viable residential uses, creating communities and neighborhoods that would otherwise even be considered historic. If these houses are lost due to accident or to owner neglect, the zoning should allow rebuilding to a reasonable standard that will not cause neighborhoods to exhibit the "missing teeth" syndrome because regulations will not allow property owners to rebuild.

Design review and special districts

Cambridge offers a distinct physical impression within its natural setting. What makes any area within it special is a combination of built and natural conditions that create a unique sense of place. These areas can be leveraged to protect or enhance the value of the City's existing investments with a strong set of design guidelines that accompany and complement existing land-use regulations. In making this recommendation, it is important to state that R/UDAT would not expect all parcels to fall under an enhanced design review regulation. However, districts of special aesthetic concern, such as the

waterfront, major traffic corridors and gateways, historic districts and certain public facilities that offer the best impression of the city are clear candidates for such consideration.

It appears that there are currently two agencies that exercise direct design review over projects; these are the Historic Preservation Committee (HPC) and the Planning Commission. The HPC has a specific geographic area over which they enforce design compliance. The Planning Commission appears to have its charge more closely linked to zoning cases. Even in those circumstances, zoning appeals may occur that have consequences contrary to the intention of the Planning Commission's rulings.

The Comprehensive Plan needs to address the scope, intent and assignment of design review authority, not only as a tool for compliance in historic districts, but as a proactive tool in planning the city's most valued areas. Wherever this function is eventually housed, and it is often nested among different agencies in cities, it should have as its goal real retention and enhancement of investment value through conservation and improvement in the city's most important districts and in new developments that reflect the architectural character of the city. It is also critical to include private property owners, whether this entails multiple sites or one master development in the creation of the design guidelines, so they may be seen as the result of a value-for-value partnership instead as a governmental imposition.

As it applies to the Main Street Study area, design guidelines can help set a clear standard for the Pine Street corridor, but only with the participation by the property owners in the development of those guidelines and with other private and public investment strategies (see Economic Development: Linkages)

Code enforcement

There were numerous instances when appointed, elected and career officials cited better enforcement of building regulations as being a critical need that only the City can supply. Part of the near-term implementation should be the augmenting of code enforcement staff to keep up with the new permitting and inspection case volume, which is now expanding beyond

the recent major developments in outlying areas and extending into infill construction in existing, older communities. This component of City government is important from an economic development perspective where plan reviewers and inspectors are often the city's "only ambassador to business." It is also important to know that the next development coming on line in a district is going to be held to the same high standard as the current applicant-this helps to ensure that the investments made by property owners will not be undermined by actions on neighboring properties.

Cambridge should also investigate ways to use demolition by neglect ordinances to encourage property owners to maintain their holdings in good condition. R/UDAT was informed that there is pending legislation to require inspections of rental property between changes in tenants. Although this activity will place a sizable responsibility on the code official, R/UDAT feels it is one of the best means Cambridge may have to ensure property and quality of life for a large segment of its population who rent their homes. The Comprehensive Plan should explore further means of retaining quality property and livable standards for all of its citizens.

Public/Private Partnerships

Beyond City Hall, there are many partners and vested interests in the revitalization of the Main Street area, the entire city and the region. In some instances, these parties become partners of City Hall and leverage their mutual resources to their respective advantage. In other cases, the best thing that government can do is to step back and let the other partner perform its civic role.

Public Agencies

In the case of other public agencies, Cambridge can make strategic alliances with Dorchester County, particularly in the area of land-use. R/UDAT found both City and County Planning Commissions to have a sincere interest in seeking responsible land-use as their fundamental charge. Cities across the nation provide excellent, creative examples of cooperative, regional land-use planning, which, given both the real economic and environmental considerations in the region, could bring an enormous boon to Cambridge. A periodic meeting between the

two commissions to explore their opportunities could yield enormous benefit to each.

The State of Maryland offers a strong array of programs that can assist Cambridge particularly focusing on the Race and Pine Street corridors. Dorchester County is already a Heart of Chesapeake Country Heritage Area. The Maryland Historic Trust provides capital money for bricks and mortar through its Target Investment Zones (TIZ), its historic tax credit program and its non-capital grants. As a potential source of funding for the very specific eligibility uses within the Main Street area, a strong partnership should be cultivated with this agency for the sustained investment in Main and Pine Streets. R/UDAT understood that Race Street is a TIZ; however, R/UDAT strongly recommends that the Pine Street area be brought into a TIZ as soon as practicable as a means of supporting the community's vision of a more secure future.

Non-Governmental Agencies

Non-governmental agencies are formed typically to address needs and services that fall outside of the focus, resources or skill sets of government, or in many cases, private businesses. They may provide educational services, such as the Sojourner-Douglass College or development services like Cambridge Main Street. These agencies can be critical in the successful organizing and implementation of various initiatives for redevelopment. They should be partners as well as stakeholders in the comprehensive plan adoption. Churches are becoming more involved in the reinvestment and redevelopment of their communities through the creation or sponsorship of community-based assistance programs, including community development corporations.

Other organizations, such as the YMCA, the Empowerment Center, the Salvation Army and the Chamber of Commerce are all valuable allies in the implementation of programs, from transportation to health care, that have a direct impact on the City's quality of life and competitive advantage.

Private Sector

Often forgotten as a strategic partner, private businesses are key to the successful implementation of any plan. Certainly

the banking industry with its access to capital is important in the financing of any other business, whether it is for retention, recruitment or incubation. Without this partnership few cities have ever been successful. In many towns and cities, strong relationships between enlightened business leaders and elected officials have turned communities around from the brink. One celebrated example is the amazing leadership exhibited by Hugh McCall of NationsBank in Charlotte, who used his bank's resources to turn around distressed public housing and stabilize distressed neighborhoods across the Southeast.

The development community should be contacted regularly to understand their overall goals and assumptions about the real estate market and city services. When balanced with other concerns for the City's quality of life and sustainability, the development community can craft compromises for development regulations that strike a balance for growth that does not threaten other legitimate public interests.

Leadership on the Team

R/UDAT has been impressed by both the passion and perception of the citizens it encountered throughout the preparation for our visit as well as during our time here. The bounty of this community is balanced almost by the challenges, apparent and subtle, that could challenge the leadership of cities 10 times its size. Many of the recommendations suggested here will call for bold leadership in some instances simply to investigate their feasibility. There are many resources to assist leadership, particularly in the public sector, to unravel some of the complexities in these decisions that test not only an elected leader's talent to govern a city, but also a leader's commitment to build a city. Some of these programs are cited elsewhere in this report and include the U.S. Conference of Mayors and the Mayors' Institute on City Design.

Also, even under the most aggressive urgency, this is very hard work, hard and worthwhile. It requires strength, perseverance and passion to take places to new heights; it is a combination that has worked throughout history. In fact, it is the only combination that ever has.

"We need to deal with who we are as a diverse community."
-- Elaine Lowery



Implementation Schedule Projection

Program/Action Item	Timeline*	Agency/Who
Review Comprehensive Plan RFQ	Immediate	City and community
Establish redevelopment strategy for Pine Street	Near term	City
Update zoning	Near term	City
Coordinate Land Use Plan	Near term	City/county
Establish City Office of Economic Development	Near term	City
Public Square	Mid term	City/Main Street
Farmer's Market	Mid term	Potential private operator
Race Academy Connector	Mid Term	Department of Transportation/City
Gateway Cedar/Race	Near term	Department of Transportation/City
Pine Street Streetscape	Mid term	Department of Transportation/City
Cedar Streetscape	Mid term	Department of Transportation/City
Cedar Gateway @ U.S. 50	Near term	Department of Transportation/City
Cedar Overlook	Long term	Department of Transportation/City
Cemetery Avenue/Elm Street Streetscape	Mid term	Department of Transportation/City
Muir Street Streetscape	Mid term	Department of Transportation/City
Parking Lot Screening Race/Poplar/Gay	Mid term	Department of Transportation/City
Choptank Heritage Trail	Long term	City/county/state
City Skatepark	Near term	City
City Park Improvement	Mid term	City
Complete entertainment, arts and retail market analysis for downtown area	Near term	Main Street Program
Increase festivals and events in designated Arts & Entertainment District	Near term	Main Street Program

Program/Action Item	Timeline*	Agency/Who
Reduce vacancy rate in Arts & Entertainment District to less than 5%	Long term	Main Street Program
Approval of Pine Street as a TIZ	Near term	Historic Preservation Committee/ Main Street Program
Secure funding to restore Harriet Tubman Museum	Mid term	Main Street Program
Increase amenities, green space and transportation options at key tourist nodes	Mid term	City/Main Street Program
Increase hotel(s) and B&Bs	Mid term	Main Street Program
Introduction of the Culinary/Hospitality Institute	Mid term	Main Street Program
Formation of Tourism Association for Eastern Shore tourism stakeholders	Near term	Dorchester Tourism Office
Portion of hotel taxes allocated to tourism efforts	Mid term	City of Cambridge
Introduce a manufacturing technology training program to link residents to jobs	Near term	Chamber of Commerce
Introduce a health services training consortium to link residents to jobs	Near term	Chamber of Commerce
Identify potential niches for growth in the economy and develop strategies	Near term	Dorchester County Economic Development Director
Introduce broadband, wireless and free hotspots to Cambridge	Near term	Dorchester County Economic Development Director
Develop entrepreneurship support group of minorities and women-owned businesses	Near term	Empowerment Center
Develop comprehensive web site for business attraction	Near term	Dorchester County Economic Development Director
Develop private sector involved business attraction committee	Near term	Chamber of Commerce
Launch early warning outreach network	Near term	Dorchester County Economic Development Director
Complete tax analysis for real estate taxes	Near term	Chamber of Commerce

* Near term: 1-3 years

Mid term: 3-7 years

Long term: 7+ years

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ACKNOWLEDGEMENTS & RESOURCES

THE R/UDAT TEAM



Grace Perdomo, Assoc. AIA - Team Leader

Grace Perdomo is an architectural and urban designer with more than 12 years experience in urban design and planning projects with an interest in both the local and regional scale. She has led planning efforts that seek to develop and revitalize cities by transforming inner city neighborhoods and public housing projects into traditional mixed income neighborhoods, and has worked with downtowns and waterfront communities to attract and create sustainable new and infill mixed-use developments. As principal in her own practice, she has continued to focus on the innovative use of participatory planning processes and design tools for neighborhood consensus building.



Bill Gilchrist, FAIA - Urban Designer, Public Policy Analyst, Historic Preservationist

Bill Gilchrist is director of Department of Planning, Engineering & Permits for the City of Birmingham, AL. His department oversees development regulations and capital programs for the city and has been recognized by the APA, AIA, and the National League of Cities for its work. He is chair of AIA's Committee on Design Assistance and an incoming trustee of the Urban Land Institute. He also serves on the MIT Visiting Committee to the Department of Architecture, Auburn University's Center for Architecture and Urban Studies Advisory Council, and the Engineering Foundation for the University of Alabama at Birmingham.



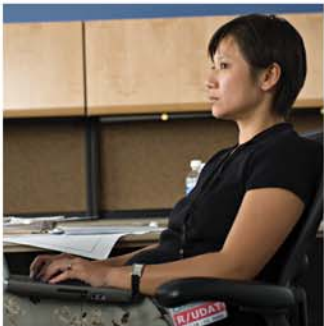
Richard Dorrier, AICP - Natural Resources

Richard Dorrier is a vice president at EDAW, Inc. in Alexandria, VA. He has focused much of his career on public sector planning for Federal agencies, as well as community, environmental and recreation planning for communities throughout the Mid-Atlantic states. He has completed hundreds of environmental impact assessments/statements for numerous Federal clients. He has specialized in large-scale recreational planning projects including regional greenways and open space studies in urban and suburban/rural areas. He has also served as the program manager for contracts with the U.S. Navy and supervised regional and master planning projects for Navy bases in the United States and Europe.



Maxine Johnson - Market Economist and Analyst

Maxine Johnson has 10 years of experience in strategy-based consulting for businesses and communities. She is known for her work in inner cities, having advised leaders in many U.S. cities and partnered with five U.S. cities and the U.K. government to develop actionable competitive strategies with the Initiative for a Competitive Inner City (ICIC). Under the guidance of Dr. Michael Porter, Ms. Johnson systematized an approach to market-based urban revitalization that involves the participation of more than 50 influential leaders in each city in defining a new vision and mobilizing around an action plan. This approach is critical to foster an intensive partnership among industry, government and the broader community.



Nina Liou - Affordable Housing

Nina Liou is an independent consultant providing planning and development services on community and economic development issues with a specific focus on affordable housing. She has worked with public, private and not-for-profit agencies on both the policy and implementation levels, and clearly understands what is necessary to take a program from conception to execution. She has created strategic housing, economic, community and workforce development plans for both governmental and non-profit organizations, including in-depth quantitative and qualitative assessments of historical trends and current competitive positioning utilizing national and local data sources and interviews and focus groups.



Bob Richardson - Urban Designer and Architect

Bob Richardson is an architect by profession, but has played a very significant role as a planner and urban designer in the design and redevelopment of cities, particularly Cincinnati. As Cincinnati City Architect, he was the design conscience of the City. He was involved in most of the major redevelopment efforts in Cincinnati, including the Central Riverfront and Banks Development; Fort Washington Way; the City Gateway Program; the planning of neighborhood business districts, housing and industrial projects; and the restoration of significant City buildings such as City Hall and Findlay Market. Bob has recently served as Director of Community Design for KZF Design in Cincinnati, and now is in private practice as an architect, concentrating on the revitalization and redevelopment of cities nationally.



ACKNOWLEDGEMENTS



Leah Harper - Urban Design/Architectural Support

Leah Harper is a recent graduate of the Bachelor of Architecture program from the University of Miami, FL. While there, she minored in art, participated in the Rome study abroad program and was awarded the Henry Adams Certificate for outstanding academic achievement within the School of Architecture. She also received the AIA/AAF Scholarship for first professional degree students and the AIA Southwest Florida scholarship. From 2003 to 2005, Leah worked at BSSW Architects in Fort Myers, preparing construction documents and presentation drawings for commercial and government buildings. She currently works on urban design projects and illustrative renderings at Wallace + Perdomo in Coral Gables, FL.



Ann Livingston, Esq. - AIA Staff

Ann Livingston is on staff at the AIA as Director, Center for Communities by Design, and is responsible for managing the AIA's Design Assistance programs and coalition building with organizations focused on livable communities and sustainable development. She has extensive experience in land use and community development issues. She has focused on complex and contentious land use and development issues, successfully built broad-based coalitions, provided community outreach, and worked as an advocate for smart growth policies at the local, regional, state and federal levels. She has authored and peer reviewed numerous policy papers; she provided guidance for *The Link Between Growth Management and Housing Affordability: The Academic Evidence*, published by The Brookings Institution Center on Urban and Metropolitan Policy. She has held seats on several committees and work groups of the Denver Regional Council of Governments.



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SPECIAL THANKS TO:

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 ISG International
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George Ames
Liddy Garcia-Buñuel
Gail Collins
Debbie Herr Cornwell
David Harp
Ed MacLaughlin
John Nussear
Judi Scott
Ricky Travers

Natural Resources:
Russ Brinsfield
Glenn Carowan
Betsy Gallagher
Alan Girard
Lisa Gutierrez
Mike Roman

Permits and Inspections:
George Hyde
David Pritchett
Beth Todd
Ennessa Whitten

Pine Street:
Rev. Alan M. Gould, Sr.
William Jackson
Octavene Saunders
Sheila Woods

Public Safety:
Chief Jeff Hurley
Jeff Johnson
Chief Ken Malik
Chief Bill Watkins

Recreation:
Scott Eberspacher
Brian Roche
Chad Malkus
Lisa Malkus
Dee McDonald
Robin Simmons
Steve Whitten

Sailwinds/Governors Hall:
Addie Eckardt
Linda Henry
Troy Hill
Frank Narr
Rusty Smith
Bob Spedden
Carlton Stanley
Gage Thomas

Social Services:
Russell Baker, Jr.
Santo Grande
Jerome Stanley
Jackie Vickers

Tourism/Heritage/A & E:
Ceres Bainbridge
Mary Calloway
Natalie Chabot
Nicole Meehan
Frank Newton
Joy Staniforth

Town Hall Meeting:
Residents of the City of
Cambridge, Dorchester
County and outlying areas

Additional Reading & Resources**General Planning & Design**

A Pattern Language: Towns, Buildings, Construction
Christopher Alexander

Rural By Design
Randall Arendt

Ten Principles for Successful Public/Private Partnerships
Urban Land Institute

Turning Around Downtown: Twelve Steps to Revitalization
Christopher B. Leinberger
http://www.brookings.edu/metro/pubs/20050307_12steps.htm

Great Streets
Allan B. Jacobs

The Death and Life of Great American Cities
Jane Jacobs

Economic Development

Maryland Office of Tourism Development
<http://www.mdwelcome.org/>

Maryland Economic Development Commission
<http://www.mdedc.org/>

Maryland Department of Business and Economic Development
<http://www.mdarchives.state.md.us/>

BEACON: Business, Economic and Community Outreach Network
<http://beacon.salisbury.edu>

Professional Resources

The American Institute of Architects
The Center for Communities by Design
www.aia.org

American Planning Association
www.planning.org

American Society of Landscape Architects
www.asla.org

The Congress for the New Urbanism
www.cnu.org

Form Based Codes Institute (Zoning)
www.formbasedcodes.org/resource.html

Great Streets
www.greatstreets.org

Local Government Commission
www.lgc.org

National Park Service, Cultural Resources
www.cr.nps.gov

National Trust for Historic Preservation
www.nationaltrust.org

U.S. Department of Fish & Wildlife
www.fws.gov

U.S. Department of Geological Survey
www.usgs.gov

Planetizen
www.planetizen.com

Project for Public Spaces
www.pps.org

Smart Growth, U.S. Environmental Protection Agency
www.epa.gov/smartgrowth/
References and links to publications and reports on energy and water conservation, storm water management, affordable housing and efficient land use based on the concepts of smart growth

Smart Growth Online, a service of the Smart Growth Network
www.smartgrowth.org

Trust for Public Lands
www.tpl.org

Urban Land Institute
www.uli.org

U.S. Green Building Council
www.usgbc.org

Resources for Planning Commissioners & Local Elected Officials

The Commissioner
www.planning.org/thecommissioner/index.htm

Planners Web, Planning Commissioners Journal
www.plannersweb.com

Mayors Institute on City Design
www.archfoundation.org/micd

John F. Kennedy School of Government
www.ksg.harvard.edu

Professional Resources

The American Institute of Architects
The Center for Communities by Design
www.aia.org

American Planning Association



THE AMERICAN INSTITUTE OF ARCHITECTS