

CONCURRENCY MANAGEMENT REPORT FISCAL YEAR 2021 (July 1, 2020 – June 30, 2021)



*Carroll County Department of Land & Resource Management
Bureau of Development Review*

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OVERVIEW

The stated purpose of Adequate Public Facilities and Concurrency Management (Chapter 156 of the Carroll County Code of Public Local Laws and Ordinances) is to ensure that proposed or planned residential growth proceeds at a rate that will not unduly strain public facilities, including schools, roads, public water and sewer facilities, and police, fire, and emergency medical services. The Code established minimum adequacy standards or thresholds for those facilities and services and mandates that the cumulative impacts of proposed or planned residential growth within the incorporated municipalities and the County be considered in testing for adequacy under these standards. Concurrency management was initially adopted in 1998 with numerous changes occurring in 2004.

Concurrency testing does not apply to projects in any of the municipalities, off-conveyances, commercial and industrial projects, minor residential subdivisions, and attached/detached accessory dwelling units. Although these lots are not tested, they are included into the development pipeline. Retirement homes that are located within a public water and a public sewer service area do not require adequacy approval as to schools but shall meet all other requirements of the Chapter.

The ordinance defines Available Threshold Capacity (ATC) as “The amount of capacity available for future development under this chapter determined by balancing the county’s ability to pay for infrastructure, schools, and police, fire, and emergency medical services with building permit reservations and phasing of projects. Capacity of a facility is determined by the county or the incorporated municipality, if applicable.” When a facility or service becomes inadequate in accordance with the standards, the Board of County Commissioners (the Board) can adopt specific geographical area restrictions on the issuance of building permits.

A development project’s ATC is tentatively determined when a developer submits a concept plan. This tentative determination expires six months after issuance unless a preliminary plan is submitted. The ATC for a development project is officially reviewed prior to presentation of the preliminary plan to the Carroll County Planning and Zoning Commission (the Commission). If all public facilities and services are adequate during the current Community Investment Plan (CIP), the Commission may approve the plan to proceed to the final plan stage and issue a recordation schedule and building permit reservations. When a development plan is presented to the Commission regarding the adequacy of public facilities and services for projects subject to this chapter, the Commission shall consider the cumulative impacts of the development pipeline in both the county and in the incorporated municipalities.

Where ATC does not exist or is projected to be inadequate at the preliminary plan stage and no relief facility or service is planned in the six-year CIP that addresses the inadequacy, the plan shall be denied by the Commission and assigned a place in a queue and re-tested annually. If a relief facility or service is planned in the six-year CIP to address the inadequacy or if the public facility or service is approaching inadequacy during the current CIP, the Commission may conditionally approve the plan to proceed to the final plan stage and issue a tentative recordation schedule (phasing of permits can occur) and tentative building permit reservations, which are subject to modification at the final plan stage. If the public facility or service is considered inadequate during the current CIP, the developer may propose mitigation to alleviate the inadequacy; however, the Board would determine the acceptability of the mitigation.

Chapter 156 limits the issuances of building permits as follows:

E) Building permit limits:

- (1) Except as provided in division (E)(2) below, the county shall not issue more than 25 building permits per subdivision or 25 residential dwelling units or equivalent dwelling units, as applicable for the project, per fiscal year. The building permits are nontransferable from one lot to another and shall not exceed 25 per subdivision regardless of multiple or successive ownership;

- (2) For multi-unit residential site plans, the county shall not issue a building permit or permits for more than 50 residential dwelling units or equivalent dwelling units, as applicable for the project, per fiscal year;
- (3) A developer may not circumvent the provisions of this chapter by submitting piecemeal applications for approvals for any parcel of land subdivided after March 5, 1998; and
- (4) This division (E) is in addition to and not in lieu of any other limit imposed by law, regulation, or PWA.
- (5) Waiver. A written request for a waiver may be submitted to the Department requesting relief from § 156.04(E)(2). The request must be supported by compelling, credible data and evidence associated with special conditions or exceptional circumstances peculiar to the project. The issuance of a waiver will be available only for retirement home developments which shall not exceed 150 dwelling units during a three consecutive fiscal year period.

Additionally, a specific code requirement in Chapter 155, Development and Subdivision of Land, specifically restricts the number of recorded lots per development parcel to 25 lots per fiscal year. The testing of projects in accordance with Chapter 156 and the limitation on recordation of lots do phase and manage the impact of residential development located in the unincorporated areas of Carroll County.

In 2012, the State of Maryland passed Senate Bill 236 (The Sustainable Growth and Agricultural Preservation Act of 2012) which prohibits the Carroll County Planning Commission from approving any new residential preliminary plan greater than seven lots for residential subdivisions on private septic systems. Residential developments of eight lots or greater will now occur solely in public sewer areas which are located in either the municipalities or in the Freedom service area.

Residential developments located in the municipalities are subject to their own Planning Commission review and approval process. Each municipality independently defines levels of adequacy and establishes phasing requirements which may differ with County standards.

As required by the Code (§156.07B), an annual report is to be prepared for the Board and the Commission to assist in the CIP planning process, to recommend possible building permit caps for areas of the County where facilities or services are not adequate to serve proposed residential development, and to identify issues regarding implementation of concurrency management.

The following is a summary of this report:

Residential Development Activity

- 2,181 residential units were issued a building permit for the six-year reporting period of FY 2016 - 2021.
- 282 new residential lots were recorded in FY 2021; 230 of those were in the municipalities.

Actions by the Planning Commission

- The Commission approved 1 residential site plan in FY 2021 (age restricted).
- The Commission approved 13 new residential subdivisions comprising 22 lots in FY 2021.

Available Capacity of Public Facilities and Services

Schools

Elementary

- Freedom Elementary was anticipated to be approaching inadequate in FY21, and projected to become inadequate in FY 2022-FY 2027. Although actual data for FY 2021 is not yet available, it is anticipated that Freedom Elementary's previously projected approaching inadequate rating for FY 2021 is actual. With a projected inadequacy in FY 22, a re-districting committee is working to address the inadequacy.

- Carrolltowne Elementary is projected to be approaching inadequate for FY 2024 – FY 2027.
- Sandymount Elementary is projected to be approaching inadequate in FY 2026.
- Westminster Elementary is projected to be approaching inadequate for FY 2026 – FY 2027.
- All other elementary schools are projected to be adequate through FY 2027.

Middle

- Oklahoma Road Middle is projected to be approaching inadequate for FY 2027.
- Sykesville Middle is projected to be approaching inadequate for FY 2022, & FY 2026 – FY 2027.
- All other middle schools are rated adequate through FY 2027.

High

- All high schools are rated adequate through FY 2027.

Fire & EMS

- No fire stations or emergency medical services were rated ‘inadequate’ by either the average response time or late/failed response criteria.
- The following fire stations are rated approaching inadequate as defined by the average response time measure; Hampstead, Taneytown, Pleasant Valley, Lineboro, Reese, New Windsor, Harney, Gamber, and Winfield.
- All emergency medical services are rated adequate as defined by the percentage of late/failed response criteria except Taneytown which is rated approaching inadequate.
- Improvements are planned in the six-year CIP for 4 bridges that are inadequate for certain fire and emergency response apparatus.

Recommendations

- That the anticipated existing inadequacy of schools currently being addressed by the re-districting committee be recognized as mitigation acceptable to the County once the Board of Education approves the committee’s proposed re-districting plan.
- That CCVESA continues to discuss changes to the fire and medical emergency service threshold standards.

CHAPTER ONE

DEVELOPMENT ACTIVITY

To provide analysis of the cumulative impact of residential units on the management and capacity of facilities, the monitoring and tracking of residential development includes projects in the development review process for both the incorporated and unincorporated areas. Although the County tracks development projects in the incorporated areas, specific plan approval and adequate facility review is administered by the applicable municipality.

Division of property typically involves either the off-conveyance procedure or the subdivision process. Unlike the subdivision process which requires the approval of the Commission, the off-conveyance procedure is administered through a staff review and approval process.

Off-conveyances are the first two divisions (lots created) from a parcel that existed as of April 23, 1963. Since only properties that existed as of April 23, 1963 may be considered for off-conveyances, the number of lots created through this procedure will eventually be exhausted. Once approved, off-conveyances must be recorded within six months or the approval expires. Lots created through the off-conveyance procedure are not subject to the concurrency testing requirement but are tracked in the concurrency database. The following table shows the number of off-conveyances approved in the past six fiscal years. When compared to the initial adopted Code six-year reporting period of FY 1999 to FY 2004 (482 approved off-conveyance lots), the number of approved off-conveyance lots has shown a significant decrease. The locations of the off-conveyance lots are spread throughout the County.

Off-conveyance lots Approved FY 2016 - FY 2021

	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	6 YEAR TOTAL
TOTAL	12	19	8	5	5	6	55

Planning Commission Approvals

Minor subdivisions are the first 3 lots taken from a parent parcel after any eligible off-conveyances have occurred. Although they are not subject to concurrency testing, minor subdivisions are included in the concurrency database for tracking purposes. The minor subdivision process allows for the preliminary and final plans to be approved simultaneously.

Major subdivisions are lots created from the parent parcel after the off-conveyances and minor subdivision lots occur. Once the preliminary plan is approved by the Commission, the final plan review process occurs with plat recordation subsequently occurring.

Multi-family residential developments located on a single property are depicted on a site plan and require approval by the Commission.

The following tables provide a listing of residential subdivision and site plans that were approved by the Commission.

FY 2021 Minor Residential Subdivision Plans (Preliminary & Final)

PROJECT NAME	FILE NUMBER	NUMBER OF NEW LOTS	PLANNING COMMISSION MEETING DATE	ELECTION DISTRICT
Zepp Estates	M-20-0025	1	08/05/2020	03
Harry G. Shaffer Resubdivision	M-19-0068	1	08/24/2020	08
Angelic Acres	M-20-0024	1	09/25/2020	07
Chinook Winds	M-19-0096	1	12/09/2020	09
Hidden Refuge, Sec. 2	M-20-0077	1	03/01/2021	11
Poole Property	M-20-0044	1	03/01/2021	09
Jonesville Acres	M-20-0066	2	03/19/2021	07
Justin's Domain	M-20-0033	1	03/19/2021	03
Melina Meadows, Sec. 2	M-20-0075	1	05/07/2021	14
TOTAL NUMBER OF LOTS		10		

FY 2021 Preliminary Approved Major Residential Subdivision Plans (subject to Concurrency)

PROJECT NAME	FILE NUMBER	NUMBER OF NEW LOTS	PLANNING COMMISSION MEETING DATE	ELECTION DISTRICT
Mamawanna Manor, Sec. 3	FX-18-0001	1	09/15/2020	01
Walnut Ridge 8	P-18-0038	6	09/15/2020	07
The Ridge at Falling Green	P-19-0089	7	12/15/2020	13
Sun Valley, Sec. 3	P-18-0005	7	03/16/2021	09
TOTAL NUMBER OF LOTS		21		

FY 2021 Final Approved Major Subdivision Plans Approved (subject to Concurrency)

PROJECT NAME	FILE NUMBER	NUMBER OF NEW LOTS	PLANNING COMMISSION MEETING DATE	ELECTION DISTRICT
Mamawanna Manor, Sec. 3	FX-18-0001	1	09/15/2020	01
Century Hollow 2	FX-19-0005	3	10/12/2020	04
Braddock Estates, Resubdivision	FX-20-0004	1	10/24/2020	09
Clas Farm	FX-20-0003	7	03/19/2021	14
TOTAL NUMBER OF LOTS		12		

NUMBER OF RESIDENTIAL LOTS APPROVED BY THE PLANNING COMMISSION		
	PRELIMINARY	FINAL
FY 21	31	22
FY 20	41	20
FY 19	16	15
FY 18	13	13
FY 17	28	8
FY 16	21	55

Once the final plan is approved by the Commission, the record plat may be recorded and application for building permits can begin.

FY 2021 County Residential Projects Recorded

NEW RESIDENTIAL LOTS RECORDED			
	County	Municipality	TOTAL
FY 21	52	230	282
FY 20	18	40	58
FY 19	4	136	140
FY 18	71	447	518
FY 17	51	103	154
FY 16	80	84	164

FY 2021 Residential Site Plans Approved by the Commission

PROJECT NAME	FILE NUMBER	NUMBER OF UNITS	PLANNING COMMISSION MEETING DATE	ELECTION DISTRICT
44 Liberty Rd., Retirement Community	S-20-0002	55	04/20/20201	14

RESIDENTIAL UNITS APPROVED BY PLANNING COMMISSION-all age restricted		
FY 21	55 independent living units	44 Liberty Rd., Retirement Community
FY 20	60 beds	Carroll Hospital Nursing Facility
FY 19	-	-
FY 18	109 independent living units	Adams Paradise (replaced previous plan)
FY 17	-	-
FY 16	85 independent and 75 assisted living units	Adams' Paradise
	16 assisted living units	Golden Crest

Discussion

- At the time the Concurrency Ordinance was enacted (1998), the number of off-conveyance lots being created was nearly 100 per year. Carroll County Code limits off-conveyances to property that existed as of April 23, 1963. Implementation of that regulation will eventually lead to an elimination of off-conveyances. As previously shown, these numbers have decreased significantly and somewhat stabilized and no longer have the same impact on growth as in 1998.
- In accordance with SB236, the Planning Commission is not allowed to approve any subdivisions greater than seven lots per parcel, unless it is connected to public sewer.
- In the unincorporated area of the County, 276 new residential lots were recorded for the period FY 16-21. In the same period, only 133 residential lots received Commission approval. Previously approved plans, that had received extensions, comprised most of the difference.

- The 230 municipal lots recorded in FY 21 are located in two municipalities: Taneytown and Westminster. As municipalities regulate their own growth, they are not subject to the same project phasing Code requirements, which could impact County residential development plan approval if the threshold standard is rated approaching inadequate.
- In retirement communities with units which do not constitute complete dwelling units, the units shall be calculated as Equivalent Dwelling Units for the purposes of Concurrency Management.

DWELLING UNIT. A single unit providing complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation.

EQUIVALENT DWELLING UNIT. For multi-unit residential development which does not contain complete dwelling units, the number of dwelling units shall be calculated as follows:

- (1) For the first eight occupants, one dwelling unit; and
- (2) For every three occupants after the first eight occupants, one additional dwelling unit.

CHAPTER TWO BUILDING PERMIT INFORMATION

Once the development review process is complete, a building permit application can occur for construction of the new residential unit. When the building project is complete, a use and occupancy permit is issued indicating the unit is ready for occupancy. Building permit activity indicates the current status of residential growth; whereas, developments in the review process identify planned growth. Although recorded lots are entitled to a building permit, the result of numerous external factors, i.e. mortgage rates, land prices, job security, etc., influence a buyer’s decision as to when to purchase a lot or construct a new residence.

The Code (§156.04B) states that the County intends that the number of residential development building permit approvals issued in the County shall not exceed an average of 6,000 during any six-year period. For purposes of counting the 6,000 permits, all building permits issued county-wide, including those issued in municipalities and those issued for projects that are not subject to this chapter, shall be included. In order to achieve this goal, the County may establish a building permit cap prescribing the number of residential building permits to be issued in the County for projects applicable to the chapter.

The following chart tabulates the number of new residential units issued in both the unincorporated and incorporated areas of Carroll County (does not include building permits for replacement of structures). In comparison, there were over 7,000 residential permits issued between FY 1998 and FY 2003.

Number of New Residential Units Issued

	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Unincorporated	201	274	278	203	201	178	216	156	167
Municipality	166	163	110	70	115	119	216	196	425
County Total	367	437	388	273	316	297	432	352	592

CHAPTER THREE SCHOOLS

Threshold: Defined in § 156.05D(1)(a)(2)(a)(3)(a)

Adequate: An elementary or high school serving a proposed project is adequate, for the purposes of this chapter, when current or projected enrollment equals or is less than 109% of the state-rated capacity. A middle school serving a proposed project is adequate, for the purposes of this chapter, when current or projected enrollment equals or is less than 109% of the functional capacity.

Approaching inadequate: An elementary or high school serving a proposed project is approaching inadequate, for the purposes of this chapter, when current or projected enrollment is 110% to 119% of the state-rated capacity. A middle school serving a proposed project is approaching inadequate, for the purposes of this chapter, when current or projected enrollment is 110% to 119% of the functional capacity.

Inadequate: An elementary or high school serving a proposed project is inadequate, for the purposes of this chapter, when current or projected enrollment is equal to or greater than 120% of the state-rated capacity. A middle school serving a proposed project is inadequate, for the purposes of this chapter, when current or projected enrollment is equal to or greater than 120% of the functional capacity.

Background

Elementary and high school threshold standards utilize state rated capacity. Middle school threshold is measured utilizing functional rated capacity. The key difference between functional capacity and state-rated capacity lies with whether all classrooms are counted or only core curriculum teaching stations are counted. Carroll County Board of Education uses functional capacity as the measurement for middle school facilities because it accounts for the team approach that is the foundation of the middle school philosophy. The team approach allows teachers of core curriculum subjects to be organized into blocks and, within each block, share a joint planning period. The non-core curriculum teaching stations, such as gym and media center, do not count towards the measurement of functional capacity. Throughout a school day, as various blocks of students rotate through the non-core teaching stations, one block of core curriculum classrooms and core subject teachers are free, allowing a joint planning period. When functional capacity is used, a middle school has capacity for fewer students than it would under state-rated capacity.

The Carroll County Public Schools Facilities Management Division annually prepares enrollment figures and enrollment projections for a ten-year period, the first six years of which are included in the County's CIP. These projections are utilized to rate capacity in accordance with the requirements of Chapter 156. Bureau of Development Review staff routinely provide project updates that are in the development pipeline to the Carroll County Public Schools Facility Planner for use in developing the projections. Also, the Bureau transmits one set of plans to the school system for all new residential developments that are submitted to the County.

The following tables show an adjusted enrollment for FY 2021 and projected enrollments for FY 2022 through FY 2027.

Facility Capacity and Projections

Freedom Elementary School is projected to become inadequate in FY 2022

There are 3 elementary schools projected to be approaching inadequate in the six-year reporting period of FY 2022 - 2027.

Elementary Schools FY 2021 - 2027 Enrollment as a Percentage of State-Rated Capacity

ELEMENTARY SCHOOL	STATE RATED CAPACITY			ADJUSTED FY2021	PROJECTED					
	K - 5	Pre K	Spec Ed		FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Carrolltowne	548	20	20	101.4%	109.4%	109.2%	110.9%	112.8%	113.8%	114.6%
Cranberry Station	550	20	0	96.1%	96.3%	97.5%	97.7%	97.5%	99.6%	98.8%
Ebb Valley	548	20	0	95.4%	98.6%	100.5%	105.8%	107.6%	107.2%	107.7%
Eldersburg	548	20	0	82.6%	82.4%	80.3%	82.2%	83.5%	83.1%	82.4%
Elmer Wolfe	526	20	0	78.8%	83.2%	83.0%	86.4%	86.4%	86.1%	85.9%
Freedom	502	0	0	112.4%	121.7%	126.5%	132.9%	134.7%	139.4%	140.0%
Friendship Valley	527	0	0	83.3%	86.9%	88.2%	90.3%	91.7%	95.8%	98.3%
Hampstead	434	20	60	75.1%	80.9%	82.3%	85.8%	84.4%	87.5%	87.4%
Linton Springs	685	20	0	96.3%	96.6%	102.1%	105.5%	108.8%	108.1%	106.8%
Manchester	662	20	0	91.1%	95.9%	95.3%	95.9%	97.8%	98.5%	99.9%
Mechanicsville	571	20	0	76.5%	80.2%	81.2%	81.7%	82.1%	84.1%	86.6%
Mount Airy (3-5)	552	0	0	81.5%	79.9%	80.4%	74.5%	76.8%	77.7%	84.8%
Parr's Ridge (K-2)	590	20	0	65.7%	68.0%	68.9%	75.1%	73.4%	74.8%	73.9%
Piney Ridge	548	0	0	101.5%	101.6%	104.6%	107.8%	108.2%	109.5%	106.4%
Robert Moton	456	20	60	72.6%	75.7%	74.8%	78.4%	78.7%	78.7%	80.6%
Runnymede	617	20	20	86.5%	89.3%	91.6%	96.2%	100.6%	101.7%	104.0%
Sandymount	504	20	0	96.8%	101.5%	104.4%	105.2%	109.9%	111.1%	108.8%
Spring Garden	525	20	0	80.0%	77.2%	76.5%	76.1%	74.9%	75.2%	74.9%
Taneytown	504	20	0	72.1%	73.5%	72.5%	73.9%	72.9%	72.9%	74.4%
Westminster	548	20	0	97.5%	100.0%	103.7%	105.3%	108.3%	110.4%	110.2%
Wm. Winchester	525	20	0	90.1%	90.3%	89.7%	90.5%	91.6%	91.7%	93.6%
Winfield	594	20	60	88.6%	93.6%	98.1%	98.2%	101.5%	100.1%	102.7%

Source: Carroll County Public Schools (enrollment projections 2021-22 to 2030-31, April 22, 2021)

To correspond with the adequacy threshold for middle schools, functional capacity rather than state-rated capacity for each facility is identified. There are 2 middle schools projected to be approaching inadequate in the six-year reporting period of FY 2022 - 2027.

Middle Schools FY 2021 - 2027 Enrollment as a Percentage of Functional Capacity

MIDDLE SCHOOL	FUNCTIONAL CAPACITY		ADJUSTED	PROJECTED					
	6 - 8	Spec Ed		FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026
Mount Airy	750	20	90.6%	93.9%	90.5%	93.9%	93.9%	99.1%	92.7%
North Carroll	750	20	82.2%	82.2%	80.6%	79.4%	82.5%	83.9%	85.7%
Northwest	750	20	84.4%	79.5%	80.4%	80.8%	82.1%	84.5%	87.5%
Oklahoma Road	775	20	91.8%	87.7%	96.4%	99.1%	107.7%	107.8%	113.2%
Shiloh	675	50	87.3%	86.3%	86.3%	91.0%	92.3%	93.4%	97.4%
Sykesville	700	20	107.2%	110.1%	104.7%	105.6%	100.3%	110.0%	119.2%
Westminster East	750	40	92.7%	95.2%	89.9%	93.0%	90.9%	92.0%	93.4%
Westminster West	1025	30	86.1%	84.4%	81.5%	84.6%	86.0%	86.4%	85.4%

Source: Carroll County Public Schools (enrollment projections 2021-22 to 2030-31, April 22, 2021)

All high schools are projected to be adequate through FY 2027.

High Schools FY 2021 - 2027 Enrollment as a Percentage of State-Rated Capacity

HIGH SCHOOL	STATE RATED CAPACITY		ADJUSTED	PROJECTED					
	9 - 12	Spec Ed		FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026
Century	1352	10	83.4%	81.3%	81.9%	80.5%	83.5%	79.5%	79.1%
Francis Scott Key	1224	30	70.9%	72.5%	73.2%	70.8%	68.7%	66.8%	65.6%
Liberty	1118	20	87.6%	88.2%	86.0%	86.0%	84.6%	88.1%	92.7%
Manchester Valley	1373	10	95.7%	96.5%	98.3%	98.0%	95.7%	96.6%	96.8%
South Carroll	1309	30	73.8%	69.8%	70.3%	70.5%	69.7%	69.7%	71.5%
Westminster	1798	40	82.6%	78.3%	78.8%	76.0%	75.3%	73.9%	74.4%
Winters Mill	1309	30	81.0%	79.5%	84.5%	83.6%	86.0%	85.3%	82.9%

Source: Carroll County Public Schools (enrollment projections 2021-22 to 2030-31, April 22, 2021)

CHAPTER FOUR ROADS

Threshold: Defined in § 156.05D(1)(b)(2)(b)(3)(b)

Adequate: Projected level of service for road segments and intersections within the traffic impact study area for the proposed project is rated Level of Service C or better, according to the Department of Public Works or by the State of Maryland, as applicable.

Approaching inadequate: Projected level of service for road segments and intersections within the traffic impact study area for the proposed project is rated Level of Service D, according to the Department of Public Works or by the State of Maryland, as applicable.

Inadequate: Projected level of service for road segments and intersections within the traffic impact study area for the proposed project is Level of Service E or F, according to the Department of Public Works or by the State of Maryland, as applicable.

Administrative Procedures

The Department of Public Works (DPW) Roads and Storm Drain Design Manual (5.1.1) states a traffic impact study shall be required for any proposed development that will generate 50 or more peak hour trips. For developments generating less than 25 peak hour trips, a traffic study will not be required. For developments generating between 25 and 50 peak hour trips, based on site specific concerns, a traffic impact study may be required. If a traffic study is required, the study area is determined by applicable County, Maryland State Highway, and municipal staff.

The traffic impact study determines the level of service (LOS) that exists on any affected road and road intersection and the LOS that would result if the proposed development were built. The County reviews the results of the traffic impact study against the threshold to determine adequacy. As part of the Commission's approval process, the development will then be responsible to address any deficiencies identified in the traffic study. This may require off-site mitigation.

Projects located in municipalities are not subject to a traffic study unless required by the municipality. The County works with the municipality in defining the scope, but any off-site County road mitigation will require the municipality to ensure County road improvements are included in the plan approval.

The Department of Public Works is currently working on updating the Roads and Storm Drain Design Manual. Any changes to the traffic study requirements will occur as part of that review.

CHAPTER FIVE

FIRE AND EMERGENCY MEDICAL SERVICES

Threshold: Defined in § 156.05D(1)(c)(2)(c)(3)(c)

Adequate:

1. Total number of late and no responses is less than 15%, and the total number of no responses is less than 4% measured on a 24-month basis, updated monthly;
2. Using an average over the previous 24 months, response time is eight minutes or less from time of dispatch to on-scene arrival with adequate apparatus and personnel; and
3. All bridges and roads for the most direct route or acceptable secondary route to the project site are adequate to support fire and emergency response apparatus.

Approaching inadequate:

1. Either the total number of late and no responses equals or exceeds 15%, or the total number of no responses equals or exceeds 4% measured on a 24-month basis, updated monthly, but not both; or
2. Using an average over the previous 24 months, response time is between eight and ten minutes from time of dispatch to on-scene arrival with adequate apparatus and personnel.

Inadequate:

1. Total number of late and no responses equals or exceeds 15%, and the total number of no responses equals or exceeds 4% measured on a 24-month basis, updated monthly;
2. Using an average over the previous 24 months, response time exceeds ten minutes from time of dispatch to on-scene arrival with adequate apparatus and personnel; or
3. A bridge or road is inadequate to support fire and emergency response apparatus for the most direct route and a bridge or road is inadequate to support fire and emergency response apparatus for the acceptable secondary route to the project site.

Administrative Procedures

ATC certificates for fire and emergency medical services (EMS) are distributed to the Department of Public Safety for completion and signatures. The statistical data used to evaluate the first and second threshold determining criterion is maintained by the Department of Public Safety (911 Center) and used to determine adequacy with the adopted threshold standards. Data is maintained separately for each of the County's fourteen fire districts. This data is further subcategorized as either a fire or EMS incident. Separate calculations are made for both Fire and Emergency Medical Services, allowing each to be evaluated independently. Testing for the third criterion is achieved by identifying the primary and secondary routes that the first-due fire company would travel from their station to the location of the proposed development during an emergency response. All bridges along these routes are identified and the Department of Public Safety compares with the list of inadequate bridges (as determined jointly between the Departments of Public Safety and Public Works).

Late and No Response Criteria

The first criterion is the percentage of calls that result in either a late or no response. As previously noted, incidents are classified as either fire or EMS in nature. A dispatched unit is given five minutes to respond, once it has been alerted. If the due unit has not responded by the time the allotted five minutes has

elapsed, the next due unit is alerted. If the first-due unit responds after the initial five minutes has elapsed, the incident is categorized as a ‘late response’ for the first-due unit. If the first-due unit never responds, the incident is categorized as a ‘no response’.

The Code states that if no response is received from any applicable agency within 30 days of the date the Department distributes the ATC form, the ATC shall be presumed adequate for the particular facility or service for which no response was received.

EMS	03/01/2019-02/28/2021 % First Due Only		04/01/2019-03/31/2021 % First Due		05/01/2019-04/30/2021 % First Due		06/01/2019-05/31/2021 % First Due		07/01/2019-06/30/2021 % First Due	
	Station	Late/Fail	Fail	Late/Fail	Fail	Late/Fail	Fail	Late/Fail	Fail	Late/Fail
Mount Airy	1.97%	1.64%	2.10%	1.68%	1.94%	1.56%	1.94%	1.56%	2.07%	1.74%
Hampstead	0.18%	0.12%	0.24%	0.18%	0.24%	0.18%	0.24%	0.18%	0.24%	0.18%
Westminster	0.32%	0.24%	0.36%	0.25%	0.33%	0.24%	0.31%	0.22%	0.31%	0.23%
Manchester	0.40%	0.34%	0.40%	0.40%	0.41%	0.41%	0.46%	0.46%	0.46%	0.46%
Taneytown	5.20%	4.62%	5.64%	5.01%	6.32%	5.58%	6.21%	5.52%	6.68%	5.80%
Pleasant Valley	1.08%	0.48%	1.06%	0.47%	1.06%	0.47%	1.41%	0.58%	1.31%	0.59%
Lineboro	1.79%	1.07%	1.77%	1.06%	1.74%	1.04%	1.74%	1.04%	2.09%	1.39%
Union Bridge	1.25%	0.62%	1.24%	0.62%	1.25%	0.62%	1.25%	0.62%	1.04%	0.62%
Reese	0.07%	0.07%	0.07%	0.07%	0.07%	0.07%	0.07%	0.07%	0.07%	0.07%
New Windsor	1.85%	1.18%	1.89%	1.20%	1.55%	1.03%	1.55%	1.03%	1.35%	1.01%
Sykesville	0.45%	0.38%	0.43%	0.36%	0.41%	0.34%	0.39%	0.32%	0.43%	0.38%
Gamber	0.64%	0.53%	0.73%	0.63%	0.73%	0.62%	0.74%	0.63%	0.63%	0.53%
Winfield	0.59%	0.59%	0.52%	0.52%	0.52%	0.52%	0.52%	0.52%	0.52%	0.52%

Source: Carroll County Department of Public Safety

Average Response Time

The second criterion is “Average Response Time”. Similar to the late and no response percentages, the data and subsequent calculations for this criterion is also a function of the County’s 911 Center.

Response time to a given incident is measured from the time the first-due unit is initially dispatched until on-scene arrival of adequate apparatus and personnel. An “Average Response Time” is determined monthly for each respective fire district, for both fire and EMS, using the data collected during the previous 24-month period.

Standards of adequacy are as follows:

- Adequate: 8 minutes or less
- Approaching Inadequate: 8 to 10 minutes
- Inadequate: 10 minutes or more

If no response is received from any applicable agency within 30 days of the date the Department distributes the ATC form, the ATC shall be presumed adequate for the particular facility or service for which no response was received.

Average Response Time by Station – Fire

Station	<u>03/01/2019- 02/28/2021</u>	<u>04/01/2019- 03/31/2021</u>	<u>05/01/2019- 04/30/2021</u>	<u>06/01/2019- 05/31/2021</u>	<u>07/01/2019- 06/30/2021</u>
Mount Airy	7:11	7:04	7:04	7:03	7:07
Hampstead	8:11	8:08	8:06	8:03	7:51
Westminster	7:11	7:11	7:14	7:13	7:13
Manchester	7:40	7:45	7:46	7:40	7:34
Taneytown	9:28	9:30	9:21	9:18	9:23
Pleasant Valley	8:55	8:45	8:47	8:42	8:50
Lineboro	10:01	9:36	9:32	9:40	9:40
Union Bridge	8:06	8:04	7:54	7:54	7:58
Reese	8:03	8:06	8:02	8:01	7:52
New Windsor	8:26	8:26	8:29	8:34	8:35
Harney	8:43	8:43	8:43	8:34	8:34
Sykesville	6:38	6:36	6:34	6:34	6:31
Gamber	8:58	8:54	8:58	8:53	8:49
Winfield	7:58	7:58	8:07	8:07	8:05

Average Response Time by Station – EMS

Station	<u>03/01/2019- 02/28/2021</u>	<u>04/01/2019- 03/31/2021</u>	<u>05/01/2019- 04/30/2021</u>	<u>06/01/2019- 05/31/2021</u>	<u>07/01/2019- 06/30/2021</u>
Mount Airy	5:58	5:59	5:58	5:59	5:59
Hampstead	5:52	5:53	5:52	5:52	5:51
Westminster	6:02	6:02	6:02	6:02	6:02
Manchester	6:00	5:59	5:57	5:56	5:55
Taneytown	6:22	6:27	6:33	6:35	6:38
Pleasant Valley	9:24	9:21	9:19	9:20	9:22
Lineboro	8:11	8:13	8:14	8:13	8:07
Union Bridge	6:06	6:02	6:00	5:58	6:02
Reese	7:20	7:16	7:16	7:14	7:12
New Windsor	6:32	6:33	6:28	6:28	6:30
Sykesville	6:26	6:27	6:27	6:28	6:28
Gamber	6:54	6:53	6:52	6:54	6:52
Winfield	7:20	7:20	7:22	7:21	7:22

Route of Travel

The third criterion reflects the capacity of bridges and roads located along the primary and secondary route of travel between the respective fire station and the location of the proposed development. In the spring of 2006, the County commissioned an analysis of posted bridges to determine their adequacy relative to supporting fire and EMS apparatus. This analysis was based on information submitted by each individual fire company, which detailed the weight and axle characteristics of the various vehicles each department operated. To complete the analysis, a computer program was developed capable of modeling the structure type of each bridge, as well as both the axle loads and axle spacing of the various emergency apparatus. Using this program to model the stress and pressures exerted as a vehicle passes over a given bridge, inadequate structures were identified.

Bridges on state highways, with a few exceptions, are designed for all legal loads and are assumed to be adequate. The three exceptions, two on MD Route 86 and one on MD Route 832, have posted weight limits.

Bridges on county-maintained roads, with a few exceptions, are also designed for all legal loads. The County uses a consultant to perform annual/biennial inspections of bridges on county roads. The County has 13 structures with posted weight limits.

As part of the 2013 bridge inspection cycle, new structural load ratings were completed for all the county-maintained bridges. In addition to new ratings, a revised analysis of fire and EMS apparatus was conducted. The results of the analysis are noted in the chart below. Four bridge projects are included in the CIP. The Department of Public Works will monitor all bridges in cooperation with the Department of Public Safety.

In addition to the chart below, CL390 Bixler Church Rd. was removed from the list since the structure was replaced in 2021 and is no longer load posted. CL393 Hoover Mill Rd. was removed since invert was repaired in 2021 and capacity was restored to the structure. CL393 Upper Beckleysville Rd. was added to the list in 2021 due to progressive deterioration of the beams.

Structure	Affected VFD Units	Inspection Frequency	Status
CL210 Harney Rd	N/A	Annual	N/A
CL240X McKinstry's Mill Rd.	N/A	Annual	Included in CIP
CL241 Pearre Rd	All VFD Vehicles	Annual	N/A
CL242X Hawks Hill Rd	N/A	Annual	Included in CIP
CL243 McKinstry's Mill Rd.	N/A	Annual	In design for replacement
CL261 Bear Run Rd.	N/A	Biennial	Repaired 2019 – LPS left in place, in design for replacement
CL269 Babylon Rd.	Taneytown R5	Biennial + Monitor Trusses @ 1 year	Included in CIP
CL286 Rinehart Rd.	Westminster T3	Annual	N/A
CL344 Old Kays Mill Rd.	Gamber ET133	Annual	Included in CIP
CL359 Carrollton Rd.	N/A	Annual	N/A
CL363 Stone Chapel Rd.	Westminster T3	Annual	Conservative posting for SUV, in design for replacement
CL383 Upper Beckleysville Rd.	All VFD Vehicles	Biennial + Monitor Beams @ 3 months	Replacement will be designed

CHAPTER SIX POLICE SERVICES

Threshold: Defined in § 156.05D(1)(d)(2)(d)(3)(d)

Adequate: Services are adequate if the projected ratio of sworn law enforcement officers to population is 1.3:1,000. The ratio shall be calculated by counting all sworn officers with law enforcement responsibility in an incorporated municipality or within the County and by counting the total population within the incorporated municipalities and within the unincorporated County.

Approaching inadequate: Services are approaching inadequate if the projected ratio of sworn law enforcement officers to population is between 1.2-1.3:1,000.

Inadequate: Services are inadequate if the projected ratio of sworn law enforcement officers to population is anything less than 1.2:1,000.

Administrative Procedures

The number of County wide sworn law enforcement officers is provided monthly by the Carroll County Sheriff's Department. Population estimates are provided by the Department of Planning. The monthly population is estimated by multiplying the number of use and occupancy permits issued since the last census by the average household size in the County and adding the result to the population in the most recent census. Law enforcement officer counts include sworn officers from the Sheriff's Office, Maryland State Police, and the various municipal police departments. Sworn positions include personnel currently in academy or training.

Projected number of sworn law enforcement officers for the Sheriff's Office and municipal police departments includes the number of funded positions in the annual budget of the appropriate jurisdiction. The staffing level at the Maryland State Police is subject in part to the number of officers from a statewide police force assigned to the Westminster barracks at any given time.

Future threshold capacity is calculated by adding the projected population from developments in the pipeline to the latest population estimate and sheriff's deputy positions planned for each year in the current adopted Operating Plan to the latest total of funded positions. The Operating Plan is a companion document to the CIP that is adopted annually by the Commissioners as part of the budgeting process.

Calculations

The following chart indicates the number of authorized positions (sworn and vacant) positions at the beginning of the 2021 fiscal year and at the end of the fiscal year.

	July 1, 2020			June 30, 2021		
	Sworn	Vacant	Total	Sworn	Vacant	Total
Carroll County Sheriff's Office	128	4	132	126	6	132
Maryland State Police	39	7	46	38	7	45
Mount Airy Police	9	2	11	11	0	11
Westminster Police	44	1	45	45	1	46
Hampstead Police	9	1	10	8	2	10
Manchester Police	6	0	6	6	1	7
Sykesville Police	7	0	7	6	1	7
Taneytown Police	14	0	14	14	0	14
TOTAL	256	15	271	254	18	272

SWORN POSITIONS JULY 1, 2020	POPULATION	RATIO	SWORN POSITIONS JUNE 30, 2021	POPULATION	RATIO
256	168,063	1.523	254	168,136	1.510

Including developments in the pipeline, the projected ratio for FY 2022 remains above the 1.3 threshold.

CHAPTER SEVEN

WATER AND SEWER SERVICE

Threshold: Defined in § 156.05D(1)(e)(2)(e)(3)(e)

Adequate: Water and sewer services. For water services, the facility is adequate if the maximum day demand is less than 85% of the total system production capacity. For sewer services, the facility is adequate if the projected annual average daily flow is less than 85% of the wastewater treatment facility permitted capacity.

Approaching inadequate: For water services, the facility is approaching inadequate if the projected maximum day demand is equal to or greater than 85% but less than 95% of the total system production capacity. For sewer services, the facility is approaching inadequate if the projected annual average daily flow is greater than or equal to 85% but less than 95% of the wastewater treatment facility permitted capacity.

Inadequate: For water services, the facility is inadequate if the projected maximum day demand is equal to or greater than 95% of the total system production capacity. For sewer services, the facility is inadequate if the projected annual average daily flow is greater than or equal to 95% of the wastewater treatment facility permitted capacity.

Administrative procedures

Carroll County operates several public utility facilities: Hampstead Sewer System, Freedom District Sewer System, Freedom District Water System, Bark Hill Water System, Pleasant Valley Water System, and Pleasant Valley Sewer Service. The ATC certificates for water and/or sewer service in the Freedom area and sewer service in the Hampstead area are completed and signed by the Bureau of Utilities in the Department of Public Works. For projects in unincorporated areas of the County that are planned to connect to a municipally-owned water or sewer system, the ATC certificates are completed and signed by the municipality.

The adequacy thresholds for water and sewer are based on measurement of flows, but they are handled differently. The adequacy threshold for water requires that the County compare the projected maximum day demand for water with the total production capacity of the system (TSPC). The TSPC is the amount of water flow the system can provide. It is typically measured in million gallons per day (mgd). The maximum day demand is calculated by applying a factor of 1.75 to the projected annual average day demand which consists of three components:

- the existing demand for water of all users hooked up to the system;
- the total projected demand of any developments that have received preliminary or final approval from the Commission but have not yet hooked up to the system; and
- the projected demand for water that the proposed development currently undergoing testing for adequacy would generate.

For the projections, the County uses the Maryland Department of Environment (MDE) standard which is to multiply the number of proposed residential units by 250 gallons per day (gpd). The resulting number, expressed in gpd, represents the amount of water flow that the proposed development would draw from the system if it were connected, i.e. the projected demand of the development. As proposed developments go through the approval process, the Bureau of Utilities is responsible for monitoring the status of all projects that would connect to County water, including those not subject to Chapter 156, and the impact the projected demand would have on capacity in the water system.

The adequacy threshold for sewer requires that the County compare the projected annual average daily flow of wastewater with the wastewater treatment facility permitted capacity. The wastewater treatment facility is permitted and monitored by MDE and its capacity is expressed in mgd. For the purpose of testing the projected adequacy of sewer service capacity, the projected average daily flow consists of three components:

- the existing usage by all connections to the system;
- the total projected usage by any developments that have received preliminary or final approval from the Commission but have not yet hooked up to the system; and
- the projected usage by the proposed development currently undergoing testing for adequacy.

For the usage projections, the County uses the MDE standard which is to multiply the number of proposed residential units by 250 gpd. The resulting number, expressed in gpd, represents the amount of wastewater treatment capacity the proposed development would use if it was connected, i.e. the projected usage by the development. As with water service, the Bureau of Utilities monitors the status of all projects that would connect to a County sewer system, including those not subject to Chapter 156.

Freedom Water Supply

Freedom Water Plant	6.000 mgd
Fairhaven Well (off line)	0.000 mgd
Raincliffe Well (off line)	<u>0.000 mgd</u>
Total System Production Capacity (TSPC)	6.000 mgd

85% of TSPC $6.000 \times .85 = 5.100$ mgd

95% of TSPC $6.000 \times .95 = 5.700$ mgd

Chapter 156 states that maximum day demand is calculated by multiplying the annual average day demand for water by 1.75. For the purpose of determining the annual average day demand for water, the Bureau of Utilities reviews the annual average daily flows from the five preceding years and uses the five-year average or the preceding year, whichever is higher.

2020 Annual Average Day Demand	2.039 mgd
Five-Year Average Day Demand	1.991 mgd
Projected Annual Average Day Demand	2.039 mgd
Calculated Maximum Day Demand (1.75 x 1.984)	3.568 mgd
Calculated % of TSPC ($3.568 \div 6.000$)	59%

The projected maximum daily demand for the Freedom Water System is less than 85% of the total system production capacity. The service meets the adequate threshold standard.

Freedom Sewer

Design Capacity	3.500 mgd
Permitted Capacity	3.500 mgd

85% Permitted Flow ($3.50 \times .85$) = 2.975 mgd

95% Permitted Flow ($3.50 \times .95$) = 3.325 mgd

2018 Average Daily Flow	2.474 mgd
2019 Average Daily Flow	2.386 mgd
2020 Average Daily Flow	2.115 mgd
Three-Year Average	2.325 mgd
Projected Annual Average Daily Flow	2.325 mgd

The standard for sewer in Chapter 156 is based on the projected annual average daily flow. For the purpose of determining the projected annual average daily flow for sewer, the higher of the three-year average or the preceding year is used. The County and state share the use of the wastewater treatment facility. Of the 3.5 mgd capacity, the County can allocate 2.74 mgd and the state can allocate 0.76 mgd.

Measuring the 2.325 mgd average daily flow with total capacity, the Freedom Sewer Plant is operating at 66% of total capacity.

Hampstead Sewer

Design Capacity	0.900 mgd
Permitted Capacity	0.900 mgd
85% Permitted Flow (0.9 x .85) =	.765 mgd
95% Permitted Flow (0.9 x .95) =	.855 mgd
2018 Average Daily Flow	0.624 mgd
2019 Average Daily Flow	0.558 mgd
2020 Average Daily Flow	0.467 mgd
Three-Year Average	0.550 mgd
Projected Annual Average Daily Flow	0.550 mgd

The Hampstead Sewer Plant is operating at 61% of permitted capacity and thus meets the adequate threshold standard, which is less than 85%.

Bark Hill Water

Bark Hill Water Plant (TSPC)

Water Appropriation and Use Permit = 20,000 gpd daily average on yearly basis.

85% of TSPC 20,000 x .85 = 17,000 gpd

95% of TSPC 20,000 x .95 = 19,000 gpd

2020 Annual Average Day Demand	14,516 gpd
Five-Year Average Day Demand	14,515 gpd
Projected Annual Average Day Demand	14,516 gpd
Percent of total Capacity	72.6 %.
Percent of remaining Capacity	27.4 %

Pleasant Valley Water

Pleasant Valley Water Plant (TSPC)

Water Appropriation and Use Permit = 10,100 GPD daily average on yearly basis.

85% of TSPC $10,100 \times .85 = 8,585$ gpd

95% of TSPC $10,100 \times .95 = 9,595$ gpd

2020 Annual Average Day Demand	8,114 gpd
Five-Year Average Day Demand	7,562 gpd
Projected Annual Average Day Demand	8,114 gpd
Percent of Total Capacity	80.3%
Percent of Remaining Capacity	19.7%

Pleasant Valley Sewer

State Discharge Permit = 19,000 gpd Annual Average

85% Permitted Flow $(19,000 \times .85) = 16,150$ gpd

95% Permitted Flow $(19,000 \times .95) = 18,050$ gpd

Three-Year Average	4,637 gpd
Projected Annual Average Daily Flow	4,637 gpd
Percent of Total Capacity	24.4%
Percent of Remaining Capacity	75.6%

CHAPTER EIGHT

AVAILABLE THRESHOLD CAPACITY RECOMMENDATIONS

The ATC is reviewed and adopted each year for the six-year planning cycle, and it is based on the yearly Concurrency Management Report. Facility capacity, level of service information, and adopted thresholds are balanced with fiscal considerations in setting the ATC. Growth is timed and phased through the setting of ATC limits to reduce the impact on the facility, which is inadequate, while providing other needed infrastructure.

Recommended Capital Improvements (§156.07(B))

Schools: No capital improvements are recommended. Redistricting to mitigate inadequacy is being pursued.

Roads: No capital improvements are recommended.

Fire and Emergency Medical Services: The adopted CIP includes bridge CL240X on McKinstry's Mill Road, Bridge CL242X on Hawks Hill Road, CL269 on Babylon Road, and CL344 on Old Kays Mills Road.

Police Services: No capital improvements are recommended. The funding for officer positions occurs through the operating budget and not the capital budget.

Water and Sewer Services: No capital improvements are recommended.

Recommended Building Permit Caps (§156.07(B))

Schools: No building permit cap is recommended. The Redistricting Committee is anticipated to seek approval from the Board of Education in calendar year 2022 for implementation in school year 2023-2024.

Roads: No building caps are recommended.

Fire and Emergency Medical Services: No building caps are recommended.

Police Services: No building caps are recommended.

Water and Sewer Services: No building caps are recommended.

Proposed Changes to the Boundaries of Impact Areas (§156.07(B)(11))

Schools: No changes are recommended. The review of development proposals uses the enrollment districts for each school as established by the Carroll County Board of Education.

Roads: No changes are recommended.

Fire and Emergency Medical Services: No changes are recommended. The review of development proposals uses the first-due district as established by the fire/emergency medical stations.

Police Services: No changes are recommended.

Water and Sewer Services: No changes are recommended.

Proposed Changes to Existing or Adopted Threshold Standards (§156.07(B)(12))

Schools: No changes are recommended.

Roads: No changes are recommended.

Fire and Emergency Medical Services: No changes are recommended; however CCVESA should continue discussion on recognizing the presence of automatic sprinklers, the utilization of staffing, paid personnel, and response time measurements.

Police Services: No changes are recommended.

Water and Sewer Services: No changes are recommended.

Proposed Changes in Concurrency Analysis Methodology (§156.07(B)(13))

Schools: No changes are recommended.

Roads: No changes are recommended.

Fire and Emergency Medical Services: No changes are recommended.

Police Services: No changes are recommended.

Water and Sewer Services: No changes are recommended.

Proposed Amendments to Chapter 156 (§156.07(B)(14))

Schools: No changes are recommended.

Roads: No changes are recommended.

Fire and Emergency Medical Services: No changes are recommended.

Police Services: No changes are recommended.

Water and Sewer Services: No changes are recommended.

On, May 17, 2022, the Carroll County Planning and Zoning Commission voted to forward the Concurrency Management Report to the Board of County Commissioners with a favorable recommendation and including school data and student population projections from Mr. Caine.