

# Carroll County Challenges & Choices:

## A Master Plan for the Future



Adopted by the Board of County  
Commissioners on December 20, 2000

# Challenges & Choices

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## Acknowledgments

### Board of Carroll County Commissioners:

Julia W. Gouge, President  
Donald I. Dell, Vice-President  
Robin B. Frazier, Secretary

### Carroll County Planning Commission:

Deborah Ridgely, Chairman  
Edward Beard, Vice-Chairman  
Melvin Baile, Jr.  
Ed Wheatley  
Donald I. Dell, Ex-Officio  
David Brauning, Alternate

### Carroll County Planning Staff Participants:

Steven C. Horn, Director  
Jeanne Joiner, Bureau Chief  
Brenda J. M<sup>c</sup>Cray Dinne, Project Manager  
Sandra Baber  
Bobbi Moser  
William Powel  
Kelly Franklin  
Barbara Norman

### Work Team Members:

☆ Special Thanks to All of the Residents Who Participated in the Process!  
(Please see next page for a list of members by Work Team and Interest Group.)

Other County staff participating as Work Team members included:

Franklin Schaeffer ➡ Department of Public Works  
Kathy Sanner ➡ Board of Education  
Laurell Taylor ➡ County Attorney's Office  
Charles Zeleski ➡ Health Department

<b>Interest Group</b>	<b>Concurrency Management</b>	<b>Economic Development</b>	<b>Agriculture Preservation</b>	<b>Land Use</b>
<b>Attorneys</b>	Chuck Hollman	Charles Fisher	Clark Shaffer	John Maguire
<b>Agriculture</b>	Glenn Shirley	--	Frank Feeser Jason Myers Joseph Kuhn	Robert Wheeler
<b>Banking</b>	Mark G. Pohlhaus	Louna Primm	? --	Chris Holt
<b>Real Estate</b>	Robert Tabler	Carolyn Curtis	Nolly Gelsing	Al Noblin
<b>General Citizenry</b>	Wayne Schuster	--	Flo Breitenother Mike Larrick Jerry Thurber	Ken Plesser David Kibler Tim Wilson David Duree
<b>General Citizenry (Charrette Participants)</b>	Maureen Ackerman Debbie Doxon Vonnie Keefe John Hurt Bill Palm	Chuck Cummings Erik Eden Jennifer Eden Ken Donovan Seth Harry Thomas Pilon Barbara Kreinar	Ed Beard Kenneth Plante Sue Primoff Dennis Meckley Charles Cull	Stewart Nelson Bill Fisher Carrie Jacobson Mary Lewis Maria Warburton Connie Hurt 'Carol Brown Ed Primoff
<b>County staff</b>	--	Jack Lyburn Paige Sunderland Barb Beverungen	Jolene Sullivan	Mike Evans Richard Soisson
<b>State agencies</b>	Mala Rao, MOP Steve McHenry, SHA	--	Daniel Rosen, MOP	Mary Deitz, SHA
<b>Engineering/surveying</b>	Richard Hull	Wayne Watkins	Steve Barnhart	--
<b>Home Builders Assoc.</b>	Patrick Dail	Greg Dorsey	Michael Johnson	Jim Piet
<b>Environmental</b>	Kerry Tebbs	Michael Chomel	Carolyn Garber	Greg Becker
<b>Board of Education</b>	Scott Stone	--	--	--
<b>Homeowners' Assoc.</b>	--	--	--	--
<b>Business</b>	Melvin Mills	Jack Tevis Wayne Barnes	Ray Finch	Helen Utz
<b>Industry</b>	Linda Hikel	Mike Burden	Bradley Butt	Paula Langmeade
<b>Municipalities</b>	Mayor Jack Gullo	Matt Candland	Chip Boyles	Neil Ridgely
<b>Civic Organizations</b>	Richard Warehime	Naomi Benzil	Daniel Strickler	Patricia Holbert
<b>State Police</b>	Lt. Larry Faries F/Sgt. Robert Windsor	n/a	n/a	n/a
<b>CC Volun. Fire. Assoc.</b>	Robert Alexander	n/a	Bob Bassler	n/a
<b>Delegates</b>	Joe Getty	--	--	Ellen Willis



# Chapter One:

# Concepts & Intentions

# Challenges & Choices

## Chapter 1: Concepts & Intentions

### Quality of Life

The 2000 Master Plan for the Future of Carroll County represents the first review and revision of the direction set forth by the original 1964 Carroll County Master Plan. While no one would argue that much has changed in Carroll County since 1964, the fundamental elements of quality communities that were present then continue to invite new residents to the County today. People move to the County because they believe it offers the quality of life for which they are looking. They find safe neighborhoods, good schools, and relatively uncongested streets. Many people also move to Carroll County because they can afford a nicer home due to comparatively lower housing and living costs. Unlike 1964, however, it is becoming increasingly difficult to balance the community desire to maintain and increase the quality of life residents have come to expect without increasing the cost to the general citizen.

### Challenges & Choices

The planning process used to develop this Plan focused on identifying the challenges that the County is facing and making choices of how to address these challenges. The Goals for how those challenges were and are addressed are contained in Chapter 5 “Vision Statement and Goals”. Policies and recommendations for implementation chosen by the citizens and officials of the County are also presented. They are not simple choices, based solely on the cost of implementing the Plan or what would be nice in an ideal world. Rather, the significance of the quality of life enjoyed by residents of Carroll County was recognized as a major factor in development of the Plan. Thus, the Plan was titled “Challenges & Choices” to reflect the process undertaken and the importance of the decisions that were made in developing and adopting this Master Plan.

Recognizing the traditional challenges posed by residential and commercial development and their respective demands on a variety of public services, the 2000 edition of the Carroll County Master Plan contained herein essentially reaffirms support for the basic premises, concepts and development patterns charted in the 1964 Plan. Carroll’s eight incorporated municipalities and their surrounding planning areas, along with the unincorporated communities of Finksburg and Eldersburg, will continue to accommodate

the majority of the new growth projected to take place in the County. The locally successful and nationally-recognized Agricultural Land Preservation Program will be maintained to continue to encourage farmland preservation, thereby preserving the rural, scenic and cultural character of the County.

Among the principal concerns raised by County citizens during an open and inclusive planning process, and subsequently addressed by the Plan, was the timely provision of facilities that serve new development. In March of 1998, the Board of Commissioners adopted an innovative facility management program named Concurrency Management. Capital improvement projects are now prioritized and appropriately programmed to reflect the public improvements that are necessary to maintain minimum levels of service for communities. These minimum service levels, apply to most public facilities, such as: roads; schools; fire, police and emergency services; and water and sewer services. Because Concurrency ties development approval to the County's ability to fund infrastructure improvements and services, the CIP will have an impact on the amount and rate of growth in different areas of the County.

In addition to the demands development places on facilities, the impacts of development on environmental resources can vary greatly in terms of physical and financial effect. This Plan recognizes the far-reaching impacts of development on the environment and presents methods for maintaining the quality and quantity of those resources present.

The 2000 Plan addresses the types of challenges typical of a community at a crossroads in its history. After several years in the making, the Plan reflects the choices of the citizens to reaffirm support for the direction dictated by the original Carroll County Master Plan. The core planning principals of facilitating and encouraging higher density growth in designated planning areas, the vigorous pursuit of agricultural land preservation, protection of natural resources, and the timing and phasing of development and at a rate the County can afford to fund the new and improved facilities are all contained in this Plan. Specific methods to improve on the level of success achieved by the 1964 Plan are also included in the 2000 revision.

Through the successful implementation of the recommendations contained herein, this Plan will assist Carroll County in achieving its vision and goals developed during the drafting of the Plan and as set forth in the following chapters. While it is the role of Carroll County Government to adopt and implement the Plan, the citizens of the County have a responsibility to monitor the commitment to, and continued support for, the directions contained in the 2000 Carroll County Master Plan.

## Fiscal Analysis

As one component in the decision-making process, Carroll County contracted with a consultant, Tischler and Associates (TA), to conduct a fiscal impact analysis of four different development scenarios. The Planning Process had identified timing of development as a primary concern. Therefore, three of the scenarios evaluated different

rates of growth. The fourth consisted of the same growth rate as current trends, but increased economic development and agricultural land preservation. The following table summarizes some of the data and projections for each scenario.

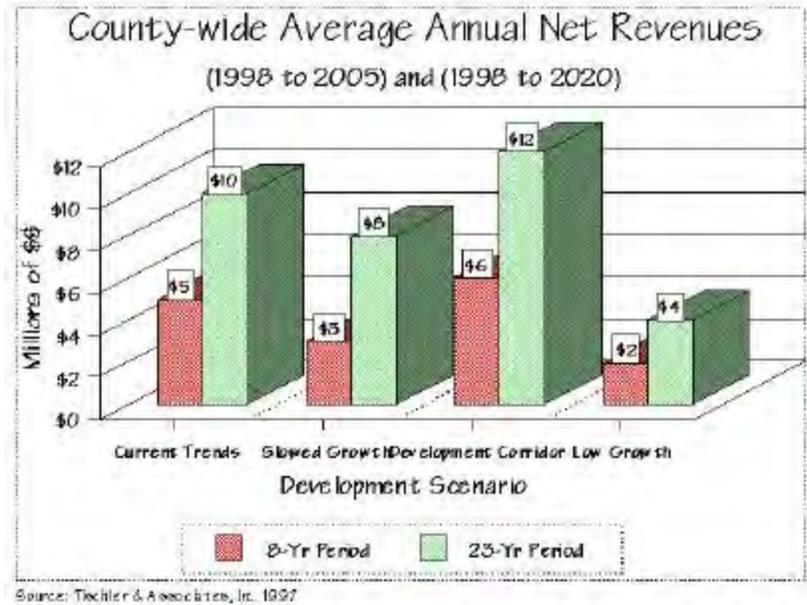
<b>DEMOGRAPHIC PROJECTIONS FOR SCENARIO ZONING CAPACITY - NET INCREASE</b>										
	1997		Scenario 1 Current Trends 2012		Scenario 2 Slowed Growth 2020		Scenario 3 Development Corridor 2012		Scenario 4 Low Growth 2020	
Population	143,547		59,985		59,881		59,708		39,832	
School Enrollment	25,484		11,121		11,108		11,017		7,341	
Employment	41,858		17,890		17,864		23,233		1,140	
<b>NEW UNITS</b>										
Large-Lot	14,768	30%	9,664	48%	8,467	42%	7,659	38%	5,990	45%
R-40	5,015	10%	1,890	9%	1,890	9%	1,890	9%	907	7%
Single-Family	20,196	40%	6,496	32%	7,567	38%	8,158	41%	4,870	36%
Townhouse	4,273	9%	1,802	9%	1,817	9%	1,888	9%	1,248	9%
Apartment	5,448	11%	256	1%	367	2%	513	3%	441	3%
<b>Total</b>	<b>49,700</b>	<b>100%</b>	<b>20,108</b>	<b>100%</b>	<b>20,108</b>	<b>100%</b>	<b>20,108</b>	<b>100%</b>	<b>13,456</b>	<b>100%</b>
Residential Distribution			60% CPA		75% CPA		68% CPA		67% CPA	
<b>NEW SQUARE FEET</b>										
Retail	6,442,000	45%	3,005,520	46%	3,001,152	46%	Retail	46%	1,915,200	46%
Office	2,910,315	21%	1,368,585	21%	1,366,596	21%	1,777,325	21%	872,100	21%
Industrial	4,665,142	33%	2,168,984	33%	2,165,831	33%	2,816,769	33%	1,382,136	33%
<b>Total</b>	<b>14,017,457</b>	<b>100%</b>	<b>6,543,089</b>	<b>100%</b>	<b>6,533,579</b>	<b>100%</b>	<b>8,497,238</b>	<b>100%</b>	<b>4,169,436</b>	<b>100%</b>
Agricultural Land Preservation	2,000 AC/yr 25,000 Ttl AC		2,000 AC/yr 37,000 Ttl AC		2,000 AC/yr 73,000 Ttl AC		3,750 AC/yr 85,000 Ttl AC		2,000 AC/yr 73,000 Ttl AC	
Source: Carroll County Department of Planning and Tischler & Associates, Inc.										

The analysis projected the fiscal impacts to County government of new growth based on continuing to provide the current level of service. Projections were made utilizing a computer model. Data inputs included: 1) demographic/economic projections, 2) taxes which would be paid by new residential and non-residential development as well as income tax revenue from new residents, and 3) the cost for government to provide facilities and services at the current level.

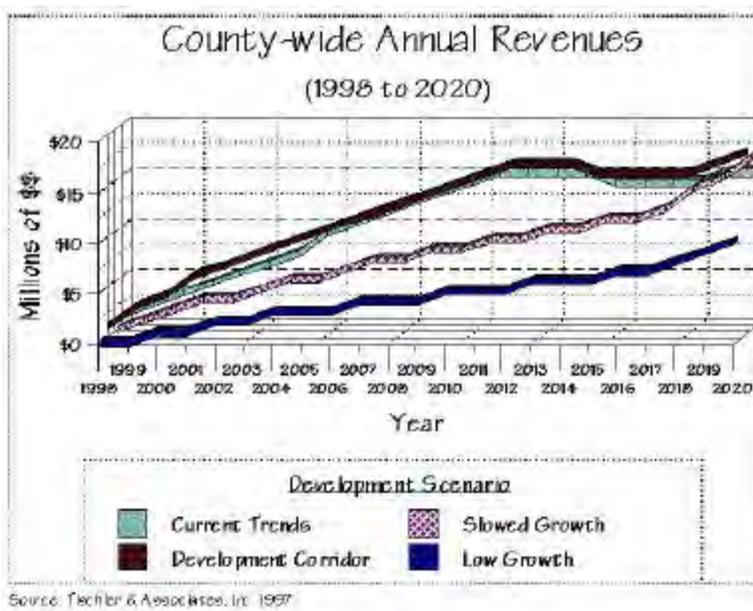
The total fiscal results for the General Fund are in the first section below. These results are given over two time periods: 1) 1998 to 2005, and 2) 1998 to 2020, in order to gain perspective on what to expect in the short term, which is useful when evaluating potential level of service changes. The fiscal impacts are discussed in terms of both average annual and annual results. The average annual results are discussed first. All results are those accruing for new growth only and do not include costs and revenues from the existing population and employment base of the County.

The chart below summarizes the average annual net revenues for all General Fund costs and revenues for the two time periods. The results for all four scenarios are shown and include revenues, expenditures, and capital costs as defined in the *Level of Service, Cost and Revenue Assumptions for Fiscal Impact Analysis of Land Use Alternatives* [Tischler & Associates, May 30, 1997] document.

For all four scenarios, in both time periods, average annual net revenues occur. Over the shorter term, the Development Corridor scenario generates the best results of the four scenarios, with average annual net revenues of \$6.0 million, followed by Current Trends (\$4.6 million), Slowed Growth (\$2.9 million), and Low Growth (\$1.5 million). Over the long term, the ranking is the same, with the Development Corridor scenario producing average annual net revenues of \$12.2 million, followed by Current Trends (\$10.4 million), Slowed Growth (\$7.7 million), and Low Growth (\$4.3 million).



The chart below shows the annual net fiscal results for the four scenarios. The Current Trends, Development Corridor, and Slowed Growth scenarios produce positive annual results in every year of the projection period. The Low Growth scenario produces net costs in 1998 and then begins generating net revenues in 1999. As mentioned above, it should be noted that these net revenues are fairly insignificant in relation to the County's total Operating Budget.



results in every year of the projection period. The Low Growth scenario produces net costs in 1998 and then begins generating net revenues in 1999. As mentioned above, it should be noted that these net revenues are fairly insignificant in relation to the County's total Operating Budget.

The chart clearly depicts the difference between reaching zoning capacity at 2012 and 2020. Annual

revenues peak in 2012 in the Current Trends and Development Corridor scenarios and then begin a downward trend until 2017, as revenue growth fails to keep pace with increasing debt payments from capital facilities. As bonded debt incurred from 1998 to 2000 is retired, revenues begin to increase again by 2018.

Under the Slowed Growth and Low Growth scenarios, revenues increase at a steady pace until about 2016. As bond payments decrease between 2017 and 2020, revenues begin increasing at a faster rate than expenditures.

Selected highlights from the fiscal analysis are listed below.

- Because higher residential values translate into higher property tax and income tax revenues (comprising 85 percent of all revenues), growth generates net revenues in all scenarios.
- Because of higher residential market values, the County benefits from reaching zoning capacity in 2012, as in Current Trends and Development Corridor, as opposed to 2020 in Slowed Growth and Low Growth. The faster growth rate allows the County to maximize use of revenues over the 8-year period from 2012 to 2020.
- The \$6.0 million average annual net revenues for the Development Corridor scenario from 1998 to 2005 is only 3.8 percent of the FY97 Operating Budget. The Current Trends scenario is only 2.9 percent. This could be considered, within the margin of error, as fiscally neutral.
- The fiscal impact of 15 percent versus the current 12 percent non-residential assessed tax base is reflected in the Development Corridor scenario. The cumulative non-residential assessed base is \$241 million, \$55 million higher than Current Trends.
- Growth does allow some room for level of service increases to serve new growth. However, a level of service increase for Police and Fire/EMS protection would eliminate any surplus. In addition, the County would need to find other revenues to pay for providing the higher level of service to the existing population.
- It can be speculated that the reason net revenues are positive in each time period is because of the approach taken regarding capital facilities. Because most County departments did not have a specific policy on thresholds for capital facilities, TA utilized a one-time cost per person, dwelling, or pupil, depending on the facility. This approach distributes capital costs evenly throughout the analysis timeframe, rather than the County incurring a significant short-term cost for “lumpy” capital facilities once an established threshold is reached. “Lumpy” capital facilities refer to incurring the cost of a capital facility at one time, either as pay-as-you go or debt financed.
- Education operating costs alone make up more than half the cumulative total costs due to new development. When capital costs are included, education costs comprise 68 percent of cumulative costs for the four scenarios.

- Factors that could significantly alter the fiscal analysis results are an increase/decrease in levels of service, creation of a new operating department, constructing a type of capital facility not factored in the analysis (i.e., airport building), and/or an increase/decrease of a tax rate for a major revenue source (i.e., property tax, income tax, or impact fee).

Net revenues are only part of the information considered in determining the amount of development the County will plan to serve in a specific time period. While net revenues occur in each scenario, the cumulative expenditures and timing and provision of capital facilities are also considered in making choices for this Master Plan. The table below shows cumulative expenditures by scenario. Expenditures are broken down into major categories.

**COUNTYWIDE CUMULATIVE EXPENDITURES**  
**1998-2020**  
(X \$1,000)

Expenditure	Current Trends	Slowed Growth	Difference	Dev. Corridor	Difference	Low Growth	Difference
Gen. Gov.	\$32,789 3.0%	\$24,772 3.0%	(\$8,017)	\$33,570 3.1%	\$781	\$16,440 2.9%	(\$16,349)
Public Works	\$33,245 3.1%	\$24,781 3.0%	(\$8,464)	\$33,110 3.0%	(\$135)	\$16,642 3.0%	(\$16,603)
Permit & Devel Agency	(\$11) 0.0%	\$0 0.0%	\$11	\$0 0.0%	\$11	(\$7) 0.0%	\$4
Natural Resources	\$2,979 0.3%	\$2,252 0.3%	(\$727)	\$2,989 0.3%	\$10	\$1,498 0.3%	(\$1,481)
Public Safety	\$89,124 8.2%	\$70,923 8.5%	(\$18,201)	\$93,239 8.5%	\$4,115	\$51,980 9.3%	(\$37,143)
Culture and Rec.	\$32,846 3.0%	\$24,830 3.0%	(\$8,016)	\$32,959 3.0%	\$113	\$16,520 2.9%	\$16,326
Education	\$566,737 52.3%	\$426,406 50.9%	(\$140,331)	\$567,350 52.0%	\$611	\$282,551 50.4%	(\$284,186)
Citizen Services	\$28,329 2.6%	\$21,415 2.6%	(\$6,914)	\$28,427 2.6%	\$98	\$14,248 2.5%	(\$14,081)
Non-Departmental	\$40,405 3.7%	\$30,480 3.6%	(\$9,925)	\$43,432 4.0%	\$3,027	\$20,102 3.6%	(\$20,303)
<i>Subtotal Operating</i>	<i>\$826,443</i>	<i>\$625,859</i>	<i>(\$200,584)</i>	<i>\$835,076</i>	<i>\$8,633</i>	<i>\$419,974</i>	<i>(\$406,468)</i>
Parks (Debt Financed)	\$49,164 4.5%	\$31,712 3.8%	(\$17,452)	\$49,675 4.5%	\$511	\$15,602 2.8%	(\$33,562)
Parks (Pay-As-You-Go)	\$19,417 1.8%	\$24,837 3.0%	\$5,420	\$19,374 1.8%	(\$43)	\$21,765 3.9%	\$2,348
Education (Debt Financed)	\$91,455 8.4%	\$64,552 7.7%	(\$26,903)	\$92,224 8.4%	\$769	\$42,854 7.6%	(\$48,601)
Education (Pay-As-You-Go)	\$78,315 7.2%	\$78,016 9.3%	(\$299)	\$77,568 7.1%	(\$747)	\$51,675 9.2%	(\$26,640)
Library (Debt Financed)	\$6,081 0.6%	\$4,584 0.5%	(\$1,497)	\$6,090 0.6%	\$9	\$3,050 0.5%	(\$3,031)
Roads (Debt Financed)	\$40 0.0%	\$29 0.0%	(\$11)	\$46 0.0%	\$6	\$17 0.0%	(\$23)
Cit Serv & Gen Gov (Debt Fin.)	\$11,947 1.1%	\$8,786 1.0%	(\$3,161)	\$11,963 1.1%	\$16	\$5,844 1.0%	(\$6,103)
<i>Subtotal Capital</i>	<i>\$256,419</i>	<i>\$212,516</i>	<i>(\$43,903)</i>	<i>\$256,940</i>	<i>\$521</i>	<i>\$140,807</i>	<i>(\$115,612)</i>
<b>Total</b>	<b>\$1,082,862 100%</b>	<b>\$838,375 100%</b>	<b>(\$244,487)</b>	<b>\$1,092,016 100%</b>	<b>\$9,154</b>	<b>\$560,781 100%</b>	<b>(\$522,080)</b>

The Current Trends and Development Corridor scenarios project a large increase in County expenditures over a comparatively short time frame. The need for school facilities by 2008 alone is almost twice that currently planned to be constructed in the Capital Improvement Program. The County's ability to fund and manage construction of the many facilities needed to just maintain the existing level of service is questioned.

After considering the fiscal impact as well as quality of life issues related to development, the citizens decided to recommend to plan for a slower growth than projected in the Current Trends scenario. However, rather than to choose one scenario, a combination of elements from the different scenarios is combined. Growth will be slowed with the County reaching approximately 200,000 people by 2020, economic development will be maintained at 12 percent of the value of new construction, and the rate of agricultural land preservation will be increased to 3,750 acres a year.

An analysis of the fiscal impact of the individual key thresholds is presented in the associated chapter of this Plan.

## The Definitions

**Vision or Vision Statement** ⇨ **A vision is a statement that defines a community's preferred future.** To choose a direction, a community first must have developed a mental image of a possible and desirable future state. This vision should articulate a feasible, achievable, realistic, and attractive future for the community, which should be a future that is better than that of existing conditions. The process of developing a vision not only helps to define the community's preferences and desires for the future but also helps to empower members of the community. A *shared* vision builds community between the public and private, the leaders and the residents. It encourages cooperation and coordination among the stakeholders. It is also easier to establish priorities when community leaders know toward what end they are working. The defined vision must become an integral part of the management and operation of the County and the activities in which residents participate. The purpose of this vision statement is to serve as a guide that community leaders and decision makers use as a basis for the decisions made and activities undertaken.

**Goals** ⇨ **A goal identifies the purpose toward which an endeavor is directed.** Goals are broad statements of intended accomplishments which, if accomplished as a whole, would bring the community closer to meeting its overall vision of the future. They do not identify specific activities that will be undertaken. Rather, a set of objectives or recommendations that are more specific actions are developed to guide the community toward meeting its goals.

**Policies** ⇨ **A policy identifies the course of action to be taken when presented with a decision to be made on a given issue.** To fulfill its role as a guidance tool, policy statements are included in the plan. These policy statements express the community's desires for future decisions and help to guide the achievement of the goals they have developed. The policies indicate the direction that decision-makers would take when decisions are to be made regarding County services and land use development. The policy statements are based on an overall set of goals for the community and its future.

**Thresholds** ⇨ **A Threshold is the minimum or maximum acceptable level allowed for a service, facility, or quality of life variable.**

**Concurrency Management Standard Threshold** ⇨ This type of threshold represents the maximum or minimum acceptable level for a facility. The level of service for the facility developed through community consensus is based on 1) cost, 2) current laws and regulations, and 3) community desires. The threshold, specified in numerical terms, represents the most a community is willing to commit in dollars beyond what is required by law. These thresholds provide a standard to determine adequacy of a public facility and yearly funding levels needed to move closer toward that numerical figure. Facility Concurrency Thresholds apply to such items as schools, roads, water and sewer (where applicable), fire, and police.

**Community Viability Threshold** ⇨ This type of threshold applies to factors or variables that affect the quality of life in Carroll County. They also represent the maximum or minimum quantities or percentages of a factor that the community is willing to pay for beyond what is required by law. They serve as a numerical goal toward which to strive. These thresholds could include factors such as the total amount of agricultural land to be preserved, the percentage of County tax base represented by industrial and/or commercial uses, or the amount of park land that should be available in the County per 1,000 residents.

**Recommendations** ⇨ **Optional courses of action which assist in the achievement of goals.** Goals and thresholds help to identify where a community wants to be and toward what they are striving. However, they do not identify specific things that can be done to help the community get there. Recommendations are planning, land use, and general government-related activities that can be pursued, ideally as a whole, to help the community meet its goals and thresholds. Recommendations can also be described as implementation measures.

## Maryland Planning Legislation & Authority

### Article 66B

Article 66B, added to the Maryland Code in 1927 and now entitled *Zoning and Planning*, delegates basic planning and land use regulatory powers to the State's municipalities, Baltimore City, and non-charter counties. Important sections of Article 66B apply to charter counties as well.

Under Article 66B, it is the function and duty of the Planning Commission to develop, with help of staff, and approve a plan which will be recommended to the local legislative body for adoption. This required plan serves as a guide to all public and private actions and decisions to ensure that development of public and private property occurs in

appropriate relation to each other. This Plan document satisfies the requirement to provide a statement of goals and objectives, principles, policies, and standards which shall serve as a guide for the development and economic and social well-being of the jurisdiction.

## Economic Growth, Resource Protection, and Planning Act of 1992

On October 1, 1992, the Maryland Economic Growth, Resource Protection, and Planning Act of 1992 (the Planning Act) was passed with the intent of encouraging economic growth, limiting sprawl development, and protecting the State's natural resources. The Planning Act amends Article 66B. Most local jurisdictions in the State have established priority areas for resources protection. The Planning Act encourages these jurisdictions to build on that base with consistent development regulations and targeted infrastructure investment by the State.

A premise of the Act is that the comprehensive plans prepared by counties and towns are the best place for local governments to establish priorities for growth and resource conservation, and that once those priorities are established, it is the State's responsibility to back them up.

The Planning Act is based on eight "Visions." County and municipal plans are required to be amended so that the plans implement an established set of policies, which should be based on the Visions. The Visions are stated in the Act as follows:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resources areas are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic;
5. Conservation of resources, including a reduction in resource consumption, is practiced;
6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined;
7. Adequate public facilities and infrastructure are available or planned in areas where growth is to occur; and
8. Funding mechanisms are addressed to achieve these visions.

Making the Visions part of Maryland's planning and zoning enabling legislation gives local jurisdictions a succinct statement of Maryland's priorities for their plans.

Local Planning Commissions must now review, and if necessary, amend their plans at regular six-year intervals. Until the adoption of the Planning Act, there had been no State-wide requirement that local jurisdictions review their plans on a regular basis. This provision ensures that plans are frequently reconsidered in light of new needs.

## Smart Growth and Neighborhood Conservation Act of 1997

The 1997 General Assembly adopted several specific programs, which together form the *Smart Growth* initiatives. Under these initiatives, counties may designate areas as Priority Funding Areas if they meet guidelines for intended use, availability of plans for sewer and water systems, and permitted residential density. The State will not put their funds where development is low in density; there must be an average density of 3.5 dwelling units per acre to qualify for State funds. In addition, areas eligible for county designation are existing communities and areas where industrial or other economic development are desired. Counties may also designate areas planned for new residential communities which will be served by water and sewer systems and meet density standards. As of October 1, 1998, the State will be prohibited from funding growth-related projects not located in a Priority Funding Area.

*Smart Growth* also establishes a Rural Legacy program to preserve sensitive rural areas and to help jurisdictions purchase agricultural land easements, a brown fields program to encourage redevelopment, a Job Creation Tax Credit to promote revitalization, and a Live Near Your Work program to promote settling in older urban areas.

### Meeting the Eight Visions

The 2000 Carroll County Master Plan implements the Eight Visions set forth in the Planning Act. *Development is concentrated in suitable areas, and, in rural areas, growth is directed to existing population centers and resources areas are protected.* The suitable areas for development are the Community Planning Areas, or CPAs. The CPAs are areas designated to accept new growth. Public water and sewer service are generally provided here, along with other services. Most of the CPAs also are centered around an incorporated municipality, which has been in existence since the turn of the century or longer, where densities are higher than in the rural areas, and which boasts historic qualities. The County actively pursues the preservation of agricultural land as a basic premise on which other planning efforts are focused. Preservation of agricultural land helps to protect the resource lands as well as encourage growth to locate where services are available.

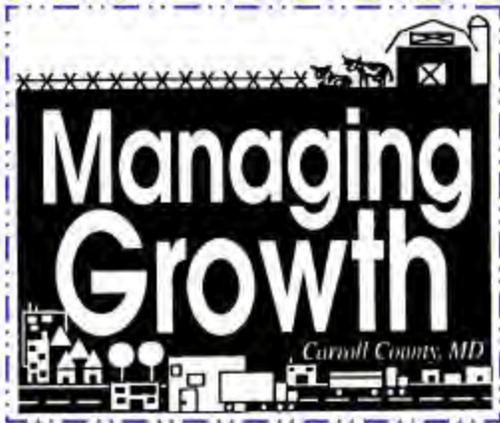
The Plan also demonstrates that *sensitive areas are protected and stewardship of the Chesapeake Bay and the land is a universal ethic.* In addition to making good use of the land through preserving agriculture and concentrating growth in designated areas, the Plan suggests recommendations that can be taken to achieve the goal of preserving environmental resources. The County has already adopted the Environmental Resources Element, which acts as the sensitive areas element of the Master Plan. Innovative and resourceful community design, reduced vehicle miles traveled, and support of existing environmental regulations are among the many recommendations the County considers in using the land efficiently and reduce and mitigate the impacts of development on

environmental resources. These activities show that *conservation of resources, including a reduction in resource consumption, is practiced* in Carroll County.

Economic development is a vital part of Carroll's economy and tax base. Therefore, the Plan also addresses measures to ensure that *economic growth is encouraged and regulatory mechanisms are streamlined*. The Plan identifies a threshold for the County to maintain the industrial and commercial tax base. The goal is for commercial and industrial uses to represent a minimum of 12 percent of the tax base as new development occurs, as it will help the County provide needed services and the economic development will bring jobs to the County. The Plan suggests that the commercial and industrial land available be assessed to determine what is needed to attain the Economic Development Goal. The County has been implementing numerous streamlining measures to make the regulatory process more efficient, more user friendly, and more effective.

The Carroll County Master Plan addresses the seventh vision, "*funding mechanisms have been addressed to achieve the visions*". A fiscal impact analysis was conducted to determine the cost to the County of implementing some of the key thresholds that are included in the Plan. In addition, an evaluation of costs to increase levels of service and identify new funding sources was also a part of the process of developing this Plan. One of the key concepts in this Plan is the realization by the public that if they want increases in the current levels of service provided they must be willing to pay for it. The seventh vision is achieved through the creative use of the annual Capital Improvement Program, the Town-County Agreement, and other local Master Plan implementation recommendations. Allocating adequate funding for land acquisition and preservation, economic development opportunities, and revenue sharing with Carroll's eight incorporated municipalities further assures the attainment of the seventh vision.

The Plan provides measures to ensure that *adequate public facilities and infrastructure are available or planned in areas where growth is to occur*. The Concurrency Management Program has been implemented through the adoption of a Concurrency Management Ordinance and preparation of an annual Concurrency Management Report. This program, along with the Adequate Public Facilities Ordinance, is designed to phase and time growth and public facilities through the County's Capital Improvement Program. Planned residential growth is permitted to proceed at a rate that will not unduly strain public facilities, especially schools, roads, water and sewer facilities, and police, fire, and emergency medical services.



# Chapter Two:

## Past, Present, & Future Trends

## Chapter 2: Past, Present, & Future Trends

From the time of its founding in 1837 until the late 1950s, Carroll County was basically a rural farming community interspersed with small towns and villages where trade, civic, and cultural activities took place. In 1959, realizing that growth was inevitable given the County's geographic location, the County Commissioners appointed the County's first Planning Commission. By 1964, the first master plan had been formulated and adopted for Carroll County.

The first Water and Sewer Master Plan for Carroll County was also completed in 1964 and contained a 30-year planned service area for water and sewer. The Community Planning Areas (CPA) were first defined in 1978 at the time of the Agricultural comprehensive rezoning. At that time, the CPAs were defined as all land inside the limits of the 30-year planned water and sewer service area. In 1978, the land inside this service area that had been zoned as Agricultural was rezoned to Transitional. Detailed comprehensive plans were subsequently prepared for each CPA. (The Freedom CPA was defined in 1977 when that small area plan was adopted.) Land in the Transitional zone was then changed to one of the standard zoning categories. Since 1978, the Water and Sewer Master Plans have included only a 10-year planned service area.

During the past 36 years, small area amendments to the original plan have been made, and new elements have been added. However, the basic premises and visions of the original plan have not changed. A periodic assessment needs to be made of the Master Plan to determine how well it is working. Considerable changes have taken place since the first plan was adopted in 1964. A review of some of these changes help identify the key trends and issues that are addressed in this 2000 Plan update.

While the Plan has been the guiding factor over the years, some facets of the Plan have developed more rapidly than others. Residential growth has been very strong; commercial and industrial development has lagged behind; and road construction and school construction has not always kept pace with demand. While the perceived problems seem quite evident, the solutions are much less clear.

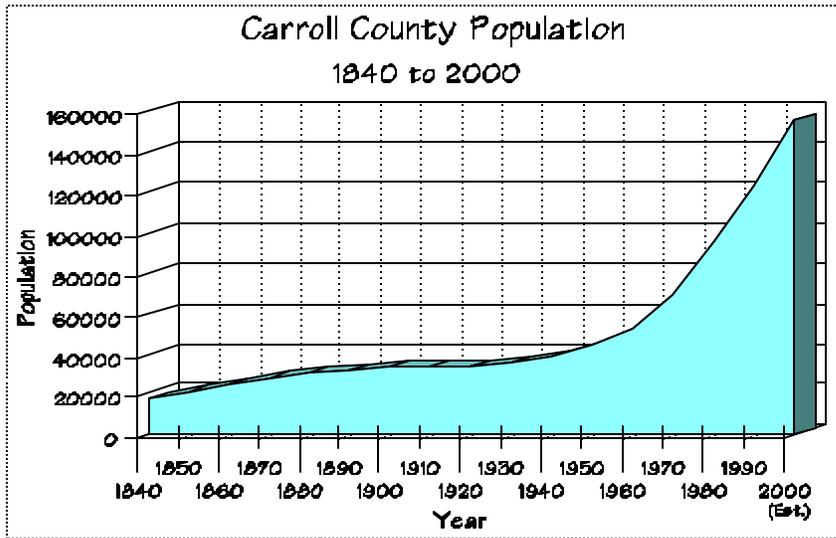
### Population

Changes in population result from two factors. The first is natural change, which is caused by births and deaths of the existing population. The second factor is migration of people to and from an area.

Carroll County was created in 1837. The 1840 census was the first official tabulation of the County's population, which was set at that time at 17,241. The County has experienced growth during every decade since then. However, the rate of growth was very slow in the early years. Beginning in 1940, the rate of growth in Carroll County

increased to parallel the rate of growth experienced by the State of Maryland and the United States as a whole.

By 1960, when the first County Master Plan was being developed, the County had grown to a population of 52,785. Since then, the County has grown at a faster rate than both the State of Maryland and the United States.

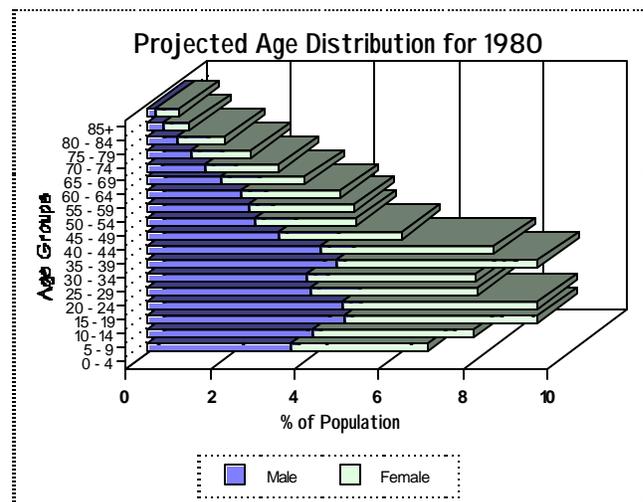


Source: U.S. Census & Carroll County Dept. of Planning & Development

From 1840, it took 80 years for the County's population to double to 34,245 people in 1920. From 1920 it took nearly another 50 years for the population to double again by 1970. Since 1970, the population doubled in only 25 years. The greatest amount of growth occurred from 1970 to 1980, during which time the

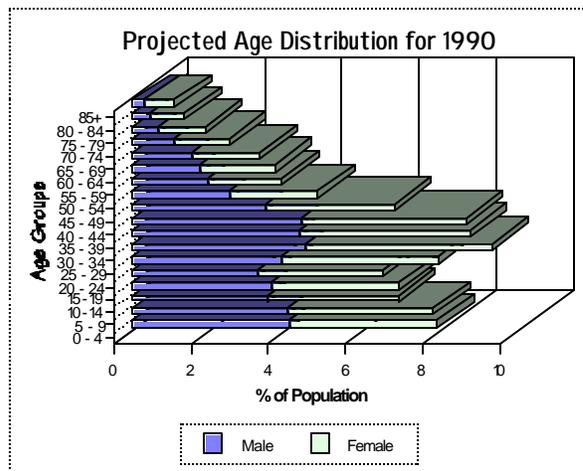
population grew by 27,350, a 40 percent increase. Since 1980, the growth rate has remained steady at an annual average rate of 2.5 percent. The population in 2000 is estimated to be 155,300.

Between the adoption of the first Plan in 1964 and 2000, Carroll County has added about 99,300 people, a 177 percent increase. Despite this immense growth, some of the demographic characteristics have remained the same. In 1960, the population was 95.8 percent white and 4.2 percent non-white. The 1990 Census reported the County's population was 96.7 percent white and 3.3 percent non-white. The gender of the population has also remained the same at 49 percent male and 51 percent female. The percentage of the population that is of school age remained constant at 19 percent between 1960 and 1990. However, the actual number has grown from 10,000 in 1960 to 23,145 in 1990. The median age increased from 32.2 in 1960 to 30.7 in 1980 to 33.3 in 1990. The percentage of people falling within the primary income earning years has increased since 1960. In 1990, more than 60 percent of

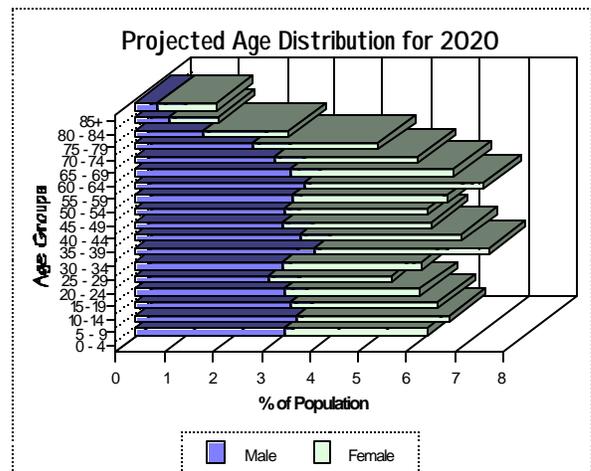


Source: Maryland Office of Planning

the County's population was between 20 and 64 years of age, compared to 53 percent in 1960. The percentage of the population 65 and over fell from 11.5 percent in 1960 to 10.2 percent in 1990; however, the actual number doubled from 6,071 to 12,557.



Source: Maryland Office of Planning



Source: Maryland Office of Planning

Finally, the population density of Carroll County in 1960 was 116 persons per square mile. As of 2000, that figure increased to 343 per square mile.

Population growth is expected into the future. Natural increase is expected to continue at a fairly steady rate, but less than the 1990-1995 rate. Between 1990 and 1995, 30 percent of the increase in population was attributed to natural increase. Growth resulting from net immigration is more difficult to project. Based on the growth trend experienced from 1986 through 1995, it is estimated that zoning capacity would be reached by 2012, with a projected population of 201,321. The 1986-1995 growth trend is not expected to continue. Birth rates are down, and new housing starts have slowed. Population growth will more likely reach the 200,000 mark around the year 2020. At that time, the characteristics of the population will have changed. It is estimated that 17 percent of the population in 2020, or 35,000 people, will be 65 years of age and over. There will be approximately 30,000 school age children comprising only 15 percent of the population. While Carroll County will continue to be an attractive area for young families in the near future, in the long range there will be an aging of the population.

## Housing

In 1960, there were 14,957 dwelling units in Carroll, of which 14,186 were occupied representing a household. Of the occupied units, 9,702 or 68 percent were owner-occupied, and 4,484 or 32 percent were renter-occupied. The vacancy rate was 5 percent. By 1990, the number of occupied units had increased to 42,248, of which 78 percent were owner-occupied. Presently, the number of occupied units is estimated to be 53,887, or a 21.6 percent increase since 1990. In 1990, only 3 percent of the housing stock was

vacant. In 1960, 76.9 percent of all units were single-family detached, or 11,491 units. By 1990, the number of single-family detached units had increased to 32,895, representing 75.5 percent of all units. The number of County households paying more than 30 percent of their gross income for housing expenses (contract rent and utilities for tenants; principle, interest, taxes, insurance and utilities for owners) is estimated to have grown from 5,201 to 6,700 from 1980 to 1990, a 29 percent increase. About half of these households are paying more than 50 percent of their income for housing. The median value of owner-occupied units in 1960 was \$11,100. By 1990, the median value of owner-occupied units in the County was \$126,700. The condition of the housing stock is generally very good. In 1990, only 1 percent of all units lacked complete plumbing facilities.

Each of the eight incorporated towns has a planned growth area surrounding it. The town and surrounding growth area are considered to be a Community Planning Area or CPA. The Finksburg area is a ninth CPA not associated with any incorporated town. Presently, there are 33,145 households in the CPAs or 62 percent of all households. For the period 1992 through 1996, 71 percent of new residential units added were located in the 9 CPAs.

In 1960, the number of persons per household in Carroll County was 3.32. This figure declined steadily to 2.85 in 1990. This declining trend is expected to continue, which will result in a greater growth in units than in population. In 1960, 4,444 units, or 30 percent of all units, were located in an incorporated town. By 1990, 11,309 households, or 27 percent of all households, were located in an incorporated town. Presently, 14,674 households (27%) are within a municipality.

New residential units are planned to be constructed in the future and will add significantly to population growth in the County even though the average household size is expected to continue to decline. During the 10-year period 1986 through 1995, an average of 1,279 dwelling units were completed every year. Based on 1996 County and town zoning, it has been estimated that an additional 20,108 potential residential units can be created. At the rate of 1,279 units added per year, zoning capacity would be reached in 2012. As was mentioned in the Population section, the 1986-1995 growth trend is not expected to continue. It will more likely take 23 years to add approximately 20,000 units, or an average of 870 units per year. Based on current zoning and the slower growth rate, by the year 2020, the southeast section of the County (Election Districts 4, 5 and 14) will contain 22,327 units, or 32 percent of all units in the County. The second largest area will be Westminster (Election District 7) with 15,519 units. The northeast (Election Districts 6 and 8) and northwest (Election Districts 1, 2, 3, 10, 11 and 12) will be close in size with 13,357 and 12,399 units, respectively. The smallest area in terms of units will be the southwest (Election Districts 9 and 13) with 6,206 units.

Assuming the Agricultural Land Preservation Program continues to purchase easements at the present rate, 42 percent of all the units that will be added by 2020 will be on large lots (Agricultural and Conservation zones).

## Agriculture

Historically, agriculture has been the largest industry in Carroll County. However, the acreage devoted to farming has steadily declined. In 1960, 224,805 acres were in farms. By 1997, this acreage had decreased to 160,000 acres. The number of farms in Carroll County has been declining since 1910 when there were 3,884 farms. The 2,035 farms in 1960 declined to 1,080 in 1992, a 47 percent decrease in 32 years. One noted increase is the average size of farms going from 110.5 acres in 1960 to 146 acres in 1992.

While the nature of farming may change in the future, the industry will not survive if land is developed for other uses. Recognizing the importance of land for agriculture to remain a viable industry, Carroll County began participating in an agricultural land preservation program in 1980. Through July of 2000, 33,758 acres of agricultural land have been preserved through a deed of permanent easement, 721 acres of which were donated through land trusts and 1,236 through the Carroll County Little Pipe Creek Rural Legacy Program. At the present average annual rate of 2,000 acres preserved, by the year 2020 only 73,000 acres will be permanently preserved.

## Schools

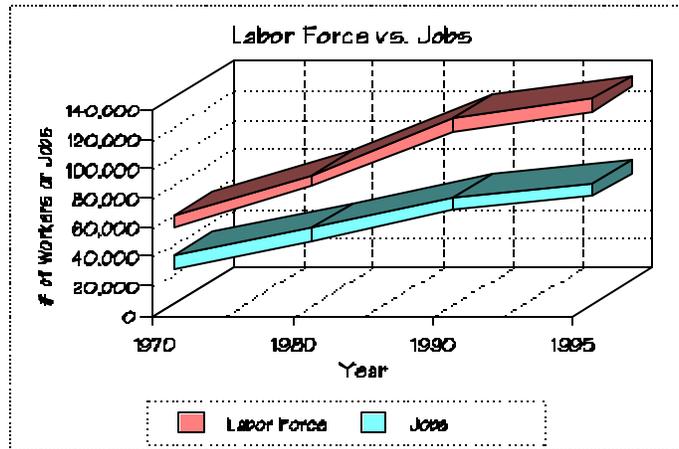
Growth in the number of students enrolled in Carroll County Public Schools reflects the overall growth in population in the County. In 1883, there were 113 schools in Carroll County (mostly one-room schoolhouses) with an enrollment of 6,150 pupils. By 1960, the public school system had grown to 10,661 students housed in 18 buildings. In September 1999, Carroll County Public Schools had an enrollment of 26,2506 students in 34 facilities. The 34 facilities consisted of 21 elementary schools, 8 middle schools, and 5 high schools. A new middle school opened in August of 2000. Countywide, 117 portable classrooms accommodated the pupil population that exceeded the buildings' capacity. Presently, two new high schools are funded and under construction. Century High School, located in the south Carroll area, is expected to be occupied for the 2001-2002 school year, while the occupancy of the new Westminster area high school is expected for the 2002-2003 school year. In the capital improvement program FY 2001-2006, funding is planned for the modernization of a middle school, the construction of an alternative education program facility, renovation and addition to the career and technology education program facilities, and an addition to a high school.

There are a number of private schools in Carroll County serving a small number of students. The Maryland Department of Planning estimates that in 1995 and 1996 over 95 percent of all pupils in the County were served by Carroll County Public Schools.

It is estimated that enrollment in Carroll County Public Schools will continue to increase to 30,545 students by 2006, for a 13 percent increase in the next six years.

## Employment

In 1960, Carroll's labor force was 20,300. With population growth, the labor force has also grown, reaching 67,000 in 1990 and an estimated 77,389 in 1996. The 1999 labor force included 79,420 employed persons and 1,597 unemployed persons. Carroll's 1999 average unemployment rate was 2.5 percent, one of the lowest in the State.



Source: U.S. Census, MD Office of Planning, BEA

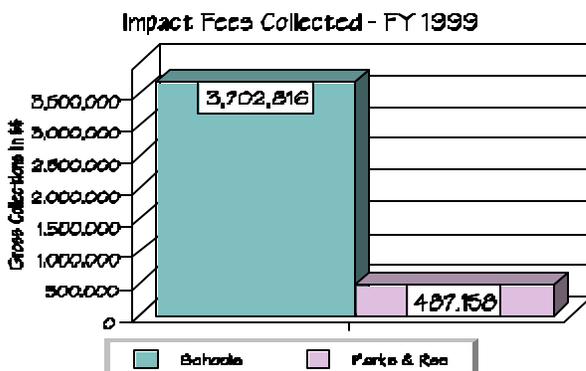
In 1960, almost 30 percent of the labor force was employed in manufacturing. By 1990, manufacturing employed only 15 percent of the labor force. The primary industry of employed persons in 1999 was retail trade and professional-related services.

In 1990, an estimated 10,422 people traveled into Carroll County for employment, while 35,458 Carroll residents left the County for employment elsewhere.

In 1969, there were an estimated 27,414 jobs (full and part-time) in Carroll County. Employment in the County grew to 53,109 jobs in 1990 and an estimated 64,400 jobs in 1998. Employment in the County is projected to reach 72,400 jobs (full and part-time) by 2020, of which 56,156 will be full-time jobs.

## County Services Financing

County services are financed through the use of income tax, state and federal funds, license and permit fees, and other sources, with the majority of funds coming from property tax. In FY97, for every dollar collected as revenue from residential properties, \$1.10 worth of services was required. By contrast, for every dollar collected as revenue for commercial/industrial properties, \$0.56 was required for services. For every dollar collected in revenue from agriculturally-assessed land, \$0.48 was spent in services.



Source: Carroll County Comptroller's Office

Carroll County has imposed an impact fee on new development for schools since 1976. Initially, the fee was used to acquire school sites. In 1989, the fee was changed to apply to construction costs as well. The impact fee for schools was last changed in 1995. Since then, all new single-family units pay \$4,197 in impact fees for schools at the building permit stage. An impact fee

for parks has been collected since 1989. All single-family units also pay an impact fee of \$547 for parks when applying for a building permit.

According to the 1990 Census, the median value of all owner-occupied units in the County was \$126,700. In 1998, the average value of new single-family detached dwellings ranged from \$144,000 in the northwest to \$209,500 in the southeast area of the County. The tax revenues generated by new construction are well above those generated by the average existing single-family dwelling.

## Transportation

The transportation system serving Carroll County and its residents and businesses consists of a network of trails, roads, railways, public and private airfields, and a regional airport. Aside from a few notable exceptions, the County-wide transportation network we know today has remained virtually unchanged since MD 140, the original Westminster Bypass, was built in 1952.

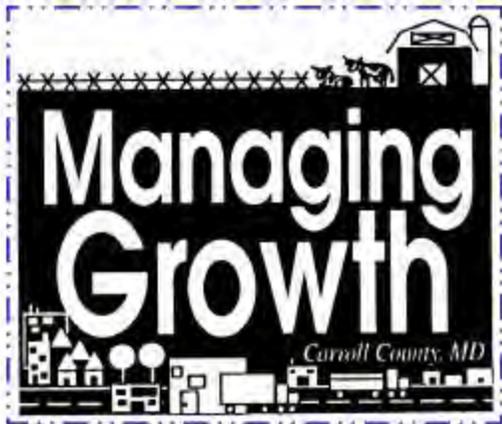
The first major transportation system to serve Carroll Countians was a railway built in 1831 as part of the Baltimore and Ohio railroad. The B & O was extended to Sykesville as part of a connection to the Washington, D.C. area. A second railway system, the Western Maryland Railroad, originally chartered in 1852 as the "Baltimore, Carroll and Frederick Railroad Company," was built to Westminster in 1861, Union Bridge in 1862, and Detour in 1868. Today, the Maryland Midland Railroad operates a freight service along the original Western Maryland Railroad rights-of-way.

The recent expansion of the runway to 5,100 linear feet at the Carroll County Regional Airport is among the more notable recent expansions of Carroll's transportation network. While the expansion allows small planes and corporate jets to utilize this public facility today, it operated as a small private facility with two turf landing strips until 1976, when Carroll County acquired the airport. In the late 1970s, the first paved runway was constructed along with the main hangar/administration building and runway lighting. The "Jack Poage Field," as it is known, is one of eight airports/airfields currently operating in Carroll.

In 1962, with the adoption of the original County-wide Major Street Plan, Carroll County began the process of planning for the long-term traffic needs of its citizens and businesses. A principal focus of the 1962 Major Street Plan was the construction of bypass roads around several of Carroll's incorporated towns, particularly those whose Main Streets were state highways. These bypasses, in conjunction with local collector road construction, were expected to divert heavy traffic away from the historic towns and create economic development opportunities for the County. The vision set forth by the 1962 Major Street Plan has remained the focus of Carroll's transportation planning efforts ever since.

Today, as a result of the decentralization of the Baltimore metropolitan area and the construction of the Northwest Expressway (I-795), Carroll County's traffic volumes

continue to escalate. The Northwest Expressway, in particular, has accelerated the need for improvements to the state roadway system. In 1999, the most current traffic data available, the State Highway Administration reports that MD 140 in the Westminster area is accommodating roughly 48,000 vehicles per day. Traffic along MD 140 near the Baltimore County line decreases to approximately 42,000 vehicles per day. Other congested corridors in the County include MD 26 in the Eldersburg area (33,000 vehicles per day), MD 30 in the Hampstead area (18,000 vehicles per day), and MD 97 North (16,875 vehicles per day). These steadily increasing traffic volumes continue to indicate a need for capacity improvements along Carroll's more congested State road corridors.



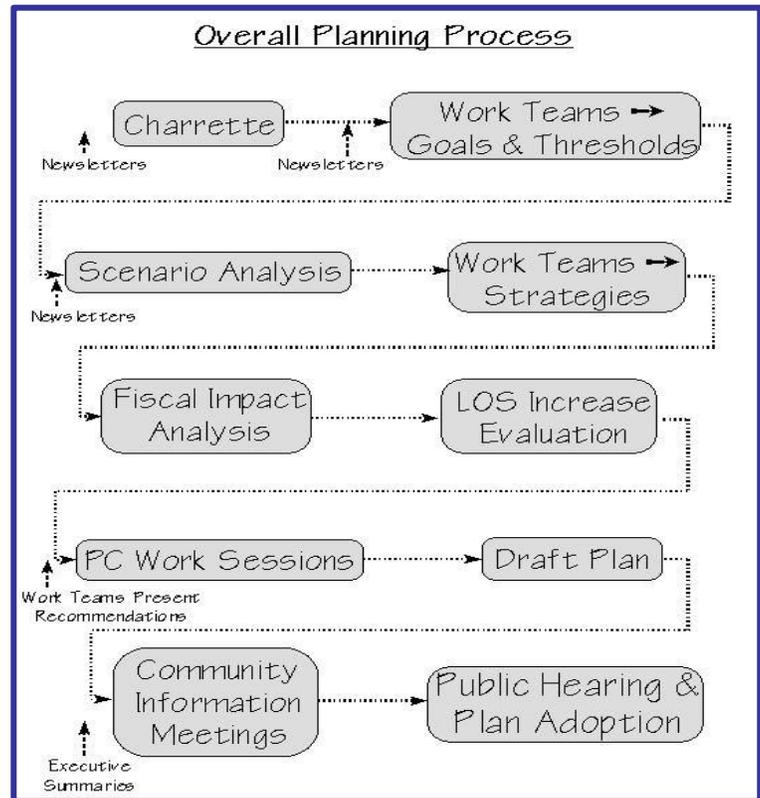
# Chapter Three:

# Planning Process

# Chapter 3: Planning Process

## Planning Commission

Under Article 66B of the Annotated Code of Maryland, the Planning Commission has the authority and responsibility to develop and approve a comprehensive plan for the jurisdiction. At the request of the Carroll County Commissioners, the Planning Commission agreed it was time to update the County Master Plan. The Commission approved a work program and directed staff to begin the process of this update on December 19, 1995. Throughout the process, the Planning Commission reviewed and approved any proposed changes to the work program. The members attended meetings periodically and were kept abreast of the progress of the project by staff and Work Team members.



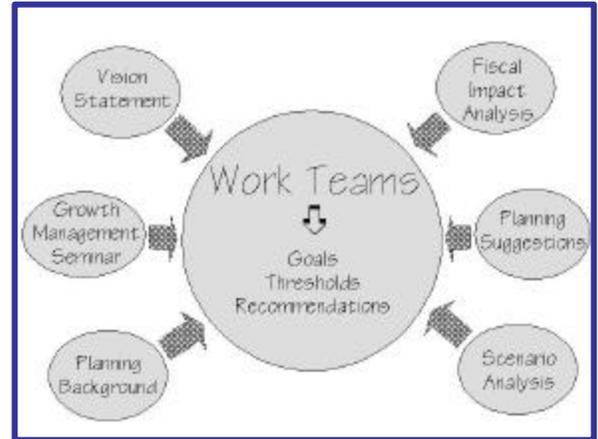
## Charrette

On Saturday, April 20, 1996, close to 100 people gathered at Westminster High School to participate in a day-long planning charrette to lay the initial groundwork to start the Master Plan Update process. Participants worked in small groups to focus on certain issues. They were asked to identify what they like about Carroll County, what their vision for the future is, some of the problems the County is facing, options for managing growth, and the pros and cons of some of those options.

The responses from the Charrette were combined with responses from the Carroll 2000 effort and the Carroll Visions for the Future report to develop a vision statement that would drive the planning process. A Citizen Charrette Committee organized, advertised, and planned the event.

## Work Teams

Based on the most common issues of concern to citizens who attended the Charrette, the Planning Commission created four citizen advisory focus groups, called work teams, to develop recommendations to the Planning Commission on these issues. The Work Teams — Agriculture Preservation, Concurrency Management, Economic Development, and Land Use — tackled the issues as they related to the Master Plan and achieving the desired vision for the future of the County. When they started meeting in July of 1996, each work team had approximately 35 people, representing a wide range and balance of interests. These interests included farmers, bankers, realtors, general citizens, police, education, developers, and many others. Each work team met on a regular basis for an entire year to develop recommendations to be considered by the Planning Commission in putting together the final plan. Minutes of each work team meeting were prepared and distributed to all other work teams, to the Planning Commission, and the Board of County Commissioners. As the Work Teams went through the process, the number of regular participants dropped to about 1/3 to 1/2 the original members. In total, the following amount of estimated hours were put in by Work Team members:



<b>Work Team</b>	<b>Hours</b>	<b># of Citizens</b>
Agriculture Preservation Work Team	386	22
Concurrency Management Work Team	584	26
Economic Development Work Team	429	24
Land Use Work Team	746	31
<b>TOTAL</b>	<b>2,145</b>	<b>103</b>

## Scenario Analysis

A “Scenario Report” was developed prior to analyzing the costs of implementing the proposed thresholds. The purpose of the report was to build on the existing conditions report, help identify whether or not the proposed thresholds could be achieved, allow comparison of implications of implementing various thresholds, provide data for the consultant’s fiscal analysis, and allow evaluation of the cumulative effects of implementing some of the proposed thresholds. Potential available units and the corresponding population projections, based on existing zoning capacity, were calculated

for four different development scenarios. The consultant hired by the County provided employment and economic data for the report.

Once this report was completed, an analysis of this information was provided to the Planning Commission and Work Teams regarding the ability to achieve the proposed thresholds, regardless of cost. The report and its analysis were presented to the Planning Commission, Board of County Commissioners, Work Teams, and each municipality.

## Fiscal Analysis

The County Commissioners hired a financial consultant, Tischler & Associates (TA) of Bethesda, Maryland, to look at the cost to County government of implementing some of the key thresholds. The Commissioners recognized the need to identify the costs associated with the proposed thresholds. The cost information prepared by TA was meant to help the Planning Commission make better decisions regarding the recommended thresholds.

TA was also asked to identify additional funding sources that would help pay for services at the level desired by County residents. This research included a re-evaluation of the County's impact fee structure. TA also provided costs for the increased levels of service proposed by the Concurrency Management Work Team.

## Public Information

### Growth Management Seminar

Dr. Robert H. Freilich, a nationally-known land use lawyer, was brought in to conduct a one-day educational seminar on growth management, land use law, and the benefits of various courses of action for the County. This was considered a "kick-off" to the planning process for updating the Master Plan.

### Newsletters

As part of the effort to create a citizen-intensive planning process for this project, a newsletter was created to help keep the people of Carroll County informed of the progress on the update. Each issue tried to update citizens on the progress regarding the process and the development of goals, thresholds, recommendations, and other related information. In addition, dates for upcoming community meetings and other related events were included. Some informative material on some aspect of planning was spotlighted in each issue. The newsletter was distributed through community organizations, homeowners' associations, local governments, libraries, senior centers, and various meetings.

## Plan Executive Summaries

Once the Planning Commission completed a draft plan, the proposed draft was summarized and printed. These “Executive Summaries” were distributed county-wide through insertion in the Carroll County Times and The Sun’s Carroll County edition. Summaries were also available through the libraries, senior centers, town halls, at the County Office Building, and various other locations.

## Community Meetings

The Executive Summary included an invitation to the general public to attend a series of community meetings held in October and November of 1997. The community meetings were held for the purpose of allowing citizens to ask questions and give comments on the draft plan that would help provide a fuller understanding of the proposed plan. Three meetings were held in various County locations.

## **Municipal Coordination**

The Interjurisdictional Steering Committee was originally formed to provide a coordinated effort on the Environmental Resources Element of the Master Plan. Upon completion of that effort, the group decided it would be beneficial to continue to serve in an advisory role to coordinate the development of County plans with the municipalities. As the Work Teams included representatives from the municipalities, the Committee decided not to meet until there was something to look at that could be taken back to the towns and discussed.

After completion of the scenario report analysis, the Committee was brought together for a presentation of the results. Given the complexity and volume of information that resulted, the presentation was also given to the mayor, council, and planning commission of each town. A survey was then sent to each town to solicit feedback on the presentation and some of the general proposals and concepts. The final surveys and a summary of the results were considered by the Planning Commission during their work sessions to develop the final components of the draft plan.

## **Final Plan Development**

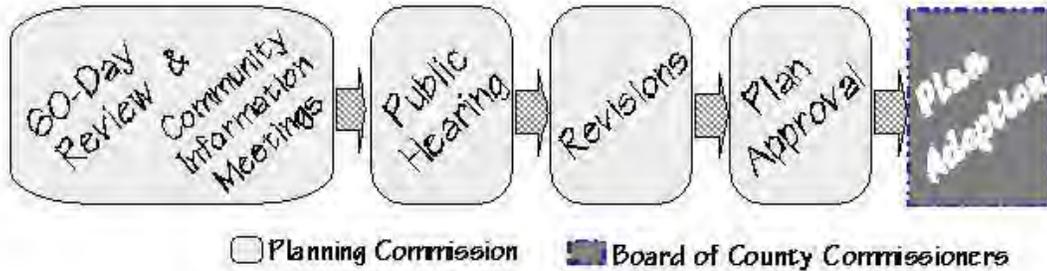
The Planning Commission, joined by the County Commissioners, met in several work sessions to review the recommendations of the Work Teams, as well as additional suggestions from Planning staff. The Planning Commission used these sessions to determine which recommendations they wanted to include in the final draft plan. A draft

plan based on the results of the work sessions, was subsequently prepared by the Planning Commission.

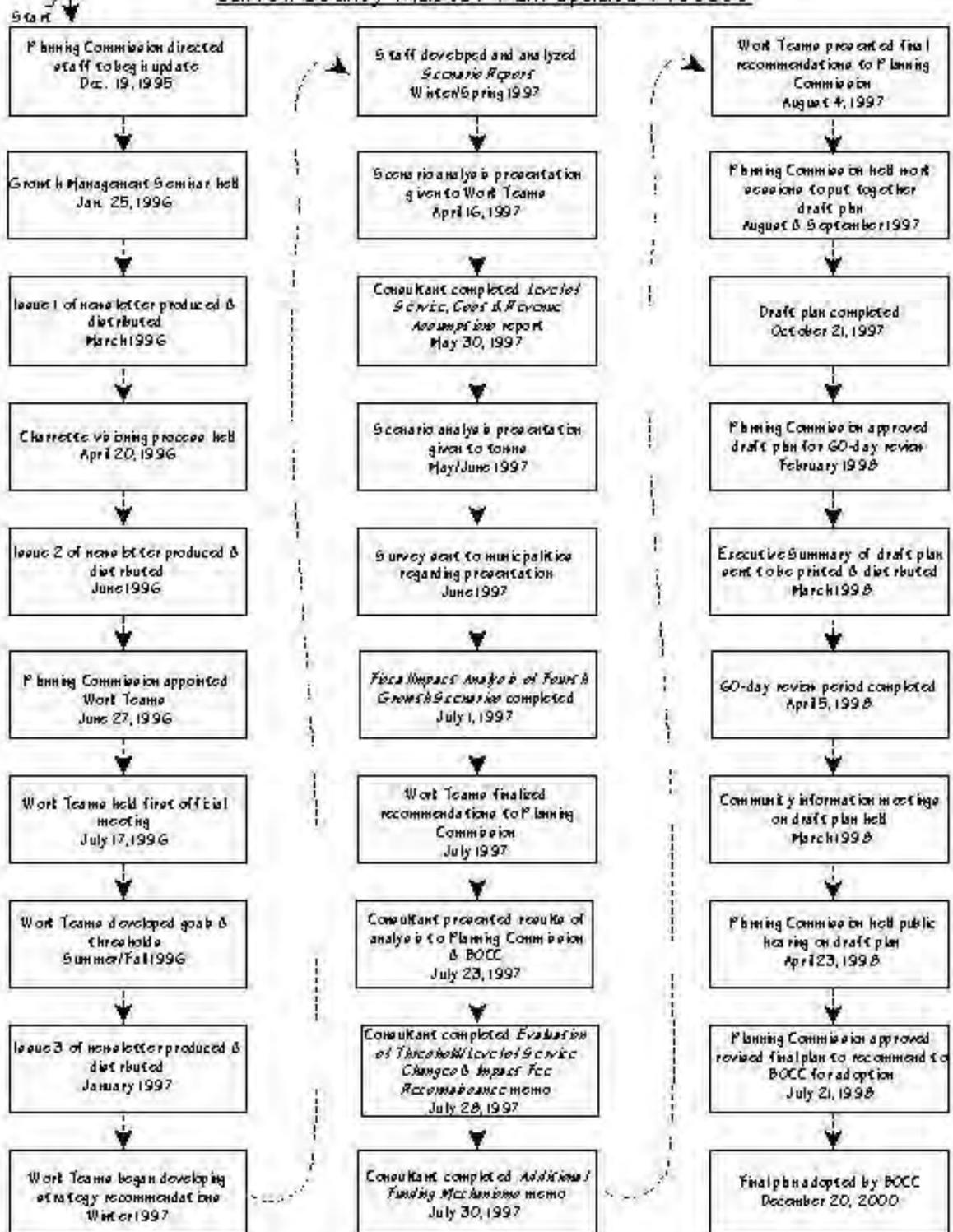
## Adoption Process

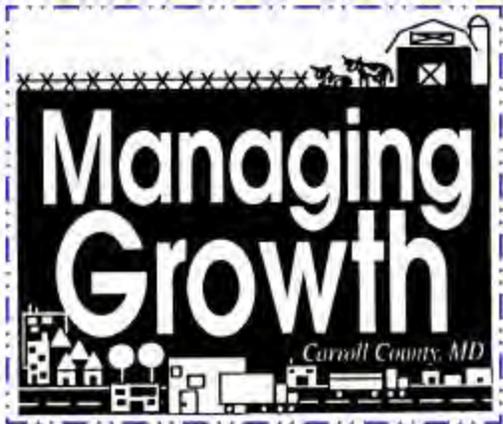
Once a final draft plan is complete, it goes through a state-mandated, 60-day review process. During this time, all adjoining jurisdictions and those state agencies having some financial ties to the County are given 60 days to review the proposed plan and make comment. During this period, residents and other interested individuals and groups are also given the opportunity to provide written comments on the proposal. The community information meetings are also held during this time to ensure that those who want to make comments on the Plan have a firm understanding of the proposal before doing so. The Planning Commission schedules a public hearing on the draft plan to occur after the 60-day review period is complete. This is a public hearing required under Article 66B of the Annotated Code of Maryland. The hearing provides an opportunity for members of the public to provide oral comment in addition to written comment.

After the public hearing is held, the Planning Commission reviews all of the comments and determines how it would like to address them. The Commission may make additions or revisions to the draft plan based on these comments. Once they arrive at a revised final draft with which they are comfortable and happy, the Planning Commission officially approves the draft and sends it to the Board of County Commissioners with a recommendation for adoption. Under State law, the Commissioners may either adopt or not adopt the Plan, but they may not make any changes to it. For changes to be made, they must refer it back to the Planning Commission again for their review and approval. The Plan is effective after the Commissioners adopt it.



## Carroll County Master Plan Update Process





# Chapter Four:

# Concurrency Management

# Chapter 4: Concurrency Management

**Concurrency Management** ⇨ **Concurrency management is a process for regulating residential development in accordance with the Capital Improvement Program of the County, for the purpose of managing growth concurrently with county revenues available for providing infrastructure.**

*☆Note: The goals, thresholds, policies, and recommendations for concurrency management are incorporated into the “Facilities and Services” chapter, which can be found in Chapter 11.*

Inadequate public facilities was identified in the Charrette/Visioning Session as a major problem in Carroll County. Schools were the primary concern, with 12 of the 34 public schools exceeding 100 percent of capacity. Crowded roads and concerns for water and sewer capacity were also expressed. The adequate public facilities program stopped development when public facilities became inadequate, creating other problems. The County was put in the position of being reactive and trying to catch up. Rather, the County would like to be proactive, managing growth while providing for public facilities. The challenge addressed through the planning process was to develop a system where development would not occur faster than the County could afford to fund and construct public facilities.

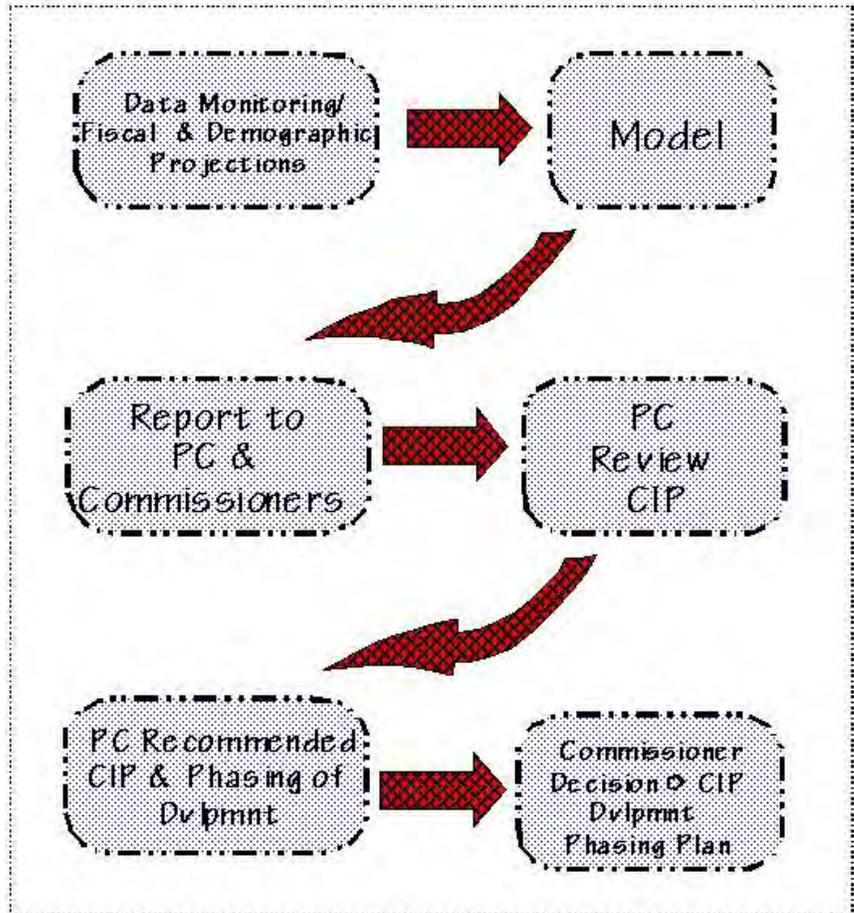
Through comprehensive planning, the location and intensity of various land uses are designated, and the public facilities needed to serve the planned land uses are identified. This Concurrency Management Element of the Plan addresses the present and future effects of the planned land uses on public infrastructure and services. By committing to the long-term needs of public facilities, planning the costs of improvements can be shared equitably over time between the public and private sectors. The County will be able to budget for the achievement or maintenance of an established level of service, and it can identify that portion of the cost for improvements which is a result of new development.

## Concurrency Management Program

**Available Threshold Capacity** ⇨ **The number arrived at annually as part of the Budget Resolution by balancing the County’s ability to pay for infrastructure and police, fire, and emergency medical services with housing allocation requirements and timing.**

The Capital Improvements Program (CIP) planning process is used under a concurrency management system to phase and time development so that it occurs concurrently with

the provision of public facilities. The CIP is a six-year schedule of public improvements which shows when necessary facilities will be available and how the facilities are financed. By adopting the Concurrency Management Program, the CIP review is expanded to include recommendations for phasing and timing development based on Available Threshold Capacity (ATC) in public facilities, the County's ability to fund infrastructure, and the timing of the improvements in the County's CIP. The six-year time frame of the CIP will be the basis of phasing development so that facilities will not exceed the threshold capacity before a new facility is available.



Facility Concurrency Thresholds, which were developed through an intensive public planning process, can be found in Chapter 11: "Facilities & Services." The threshold level is a policy decision which balances the demands of new development with the community's willingness and ability to fund the improvements to maintain that level of service.

Note: The Threshold for police is higher in the Master Plan, 1.1 police per 1,000 population, than the adopted ordinance, which is 1.0 police per 1,000 population.

## Adequate Public Facilities and Concurrency Management Ordinance

In response to this planning process, the Board of County Commissioners adopted the Adequate Public Facilities and Concurrency Management Ordinance of Carroll County on March 5, 1998. The Ordinance is designed to phase and time growth and public facilities through the Capital Improvement Program. Planned residential growth is

permitted to proceed at a rate that will not unduly strain public facilities, especially schools, roads, water and sewer facilities, and police, fire, and emergency medical services. Annually, Available Threshold Capacity (ATC) is determined by the County Commissioners for each facility/service based on the information contained in the annual Concurrency Report. The Concurrency Report tracks development moving through various stages of the approval process, evaluates the fiscal outlook, and provides capacity information for each facility.

Available Threshold Capacity for a specific project is assessed when a developer submits a concept plan. If the capacity is projected to remain adequate for the upcoming six-year capital improvement cycle, the developer receives a concurrency management certificate and housing allocation and may proceed with recording and construction, as long as specified "milestones" are met. Milestones are time frames within which certain stages of the development process must be completed.

Where ATC does not exist or is projected to be less than adequate at the concept plan stage, the project will be assigned a place in a queue. If some capacity exists in the six-year capital cycle, the County will offer the developer a phasing plan and housing allocation. A maximum of 25 Housing Allocations per year may be assigned to any one project. If no ATC is projected in the six-year capital cycle, a project will be deferred from further processing beyond the concept plan stage until such time as a relief facility is scheduled for completion within two years in the Capital Improvement Program.

Residential development projects which have received preliminary plan approval from the Carroll County Planning Commission prior to the effective date of the Ordinance will be reviewed for ATC at the final plat/plan review stage. If ATC is established, the project will be subject to the housing allocation provisions of the Ordinance.

The Ordinance establishes two types of housing allocation; one as a short-term remedy for serious overcrowding and the other to ensure that the long-term rate of new construction does not outstrip the County's ability to provide adequate facilities and services. Both forms of housing allocation are closely tied to the County Capital Improvement Program and play a role in the ATC determination for a project. In the short term, a housing allocation will be issued for projects with preliminary plan approval and new concept plans for which ATC is available. In areas of the County where ATC is not available, the Commissioners may establish annually, as part of the Budget Resolution, an ATC and housing allocation prescribing the number of residential building permits to be issued in that local area for the year. In the long term, the number of residential building permits issued will not exceed six thousand during any six-year period.

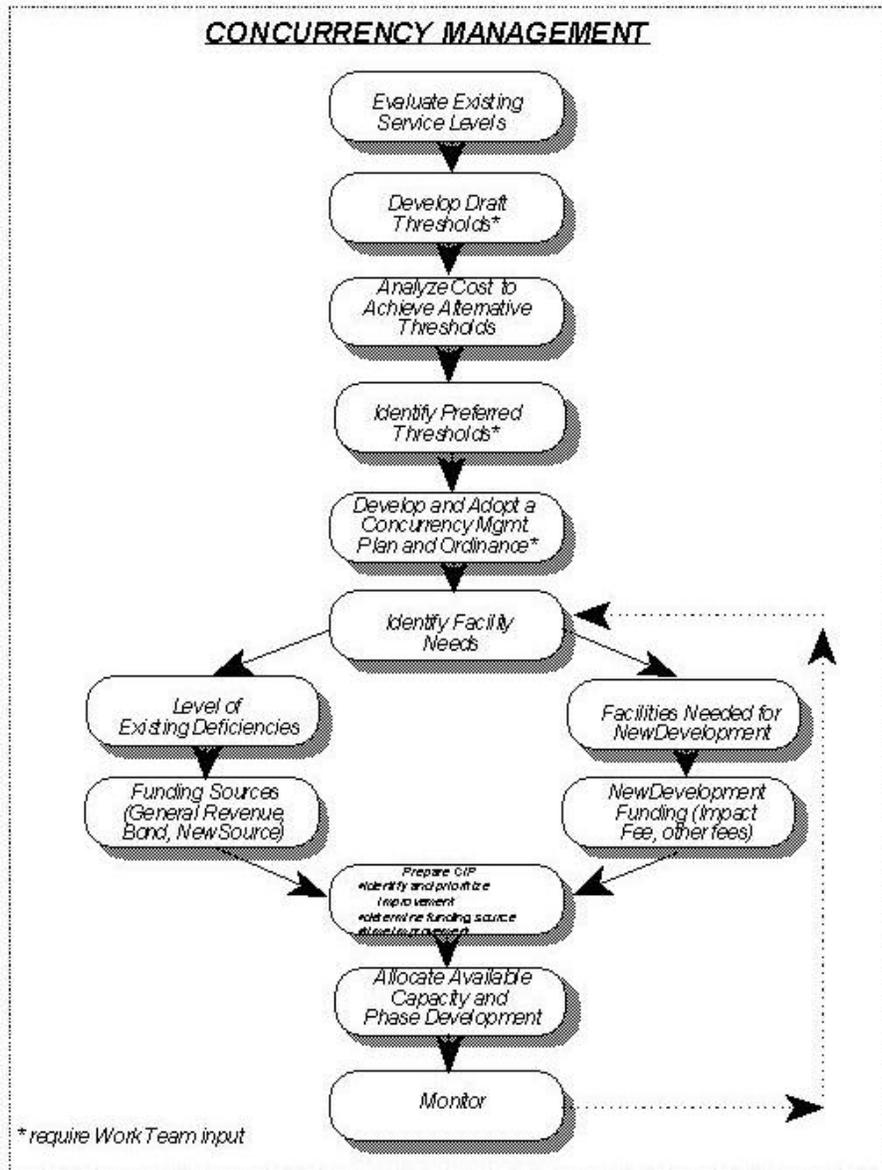
# Concurrency Management Monitoring & Reporting

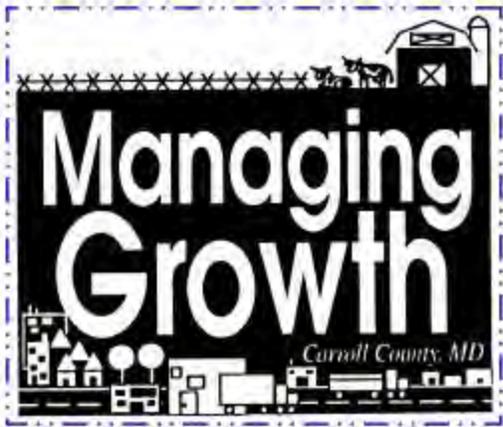
The success of the Concurrency Management Program is dependent on having a complete database and development projections which can be used to make decisions on development phasing and infrastructure timing.

Under a Concurrency Management Program, monitoring data concerning the location, intensity, and probable timing of new development is correlated with capacities in public facilities. Where the need for capital improvements to provide additional capacity is identified, a fiscal analysis is performed to determine when infrastructure and facilities can be programmed in the County six-year CIP.

The Department of Planning will prepare an Annual Concurrency Management Report by September fifteenth of each year for use by the Planning Commission and the Board of County Commissioners in reviewing the Capital Improvement Program (CIP) and in

administering the Concurrency Management Ordinance. The Planning Commission will forward its comments on the report to the Board of County Commissioners by December fifteenth with recommendations for phasing of development by specific geographic areas; capital improvements required for concurrency; and amendments to the Ordinance.





# Chapter Five:

## Vision Statement & Goals

## Chapter 5: Vision Statement & Goals

Through this planning process, the community and County officials faced a number of choices to make. They chose to pursue the achievement of the Vision and goals outlined in this chapter. The choice was also made to implement a set of recommendations and policies that will bring the County closer to achieving this Vision and goals.

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**A “Vision Statement” defines a community’s preferred future. It is broad and somewhat idealistic, but it is attainable.**

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Carroll County Residents’ Vision for the Future is as follows:

**Carroll County offers a safe environment in which all its citizens may reside, work, shop, learn, and play. The rural character of our county is preserved through measures that protect our natural and cultural resources, minimize residential sprawl, and save farmland. Carroll County is enriched by sustainable agriculture and agribusiness as well as retention and recruitment of responsible, productive business and industry that offer family-wage jobs and employ the existing skilled workforce in the County. Adequate public facilities will be provided as Capital Improvement Program funding is available and concurrent with timed and phased development demand.**

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**A “goal” identifies what a community intends to accomplish.  
A goal should be broad, not identifying specific activities.  
It is oriented to achieving the Vision..**

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The following goals will help the County achieve the vision for the future.

Goal 1 o Pursue policies and capital improvement expenditures that facilitate growth in the designated growth areas, thereby protecting and conserving agricultural and environmental resource areas, preserving open space, and providing public facilities and services efficiently and cost effectively.

Goal 2 o Preserve 100,000 acres of tillable agricultural land for the production of agricultural products and promotion of related agribusiness.

Goal 3 o Protect, maintain, and restore, where practical, the environmental resources and natural ecosystems in the county by promoting land use practices that are in balance with, and minimize the effects on, the natural environment.

Goal 4 o Promote a healthy economy and additional employment opportunities by: supporting the retention and expansion of existing businesses including agribusiness through sensible land use policies; providing land appropriately located and zoned for a variety of types and intensities of new economic development activities; and maintaining a balance between economic development and population growth through diversified industrial expansion that offers job opportunities and steady employment for skilled workers.

Goal 5 o Phase and time development at a rate consistent with the county’s ability to fund and expand community services and facilities through public and private resources.

Goal 6 o Ensure adequate and appropriate Capital Improvement Program and operating budgets to implement the Master Plan and provide public facilities and services.

Goal 7 o Provide a safe and functional transportation system which implements the land use plan while promoting access and mobility for people and goods through a network of roads, rail, transit, and non-motorized opportunities.

Goal 8 o Promote development design that is in harmony with the surrounding built and natural environments, encourages community interaction, and in rural areas, preserves the county’s rural character.

Goal 9 o Preserve the county’s historic, cultural, scenic, and architectural heritage.

Goal 10 o Provide for a wide range of housing types, density, and affordability that is well maintained and will meet the needs of the entire community.

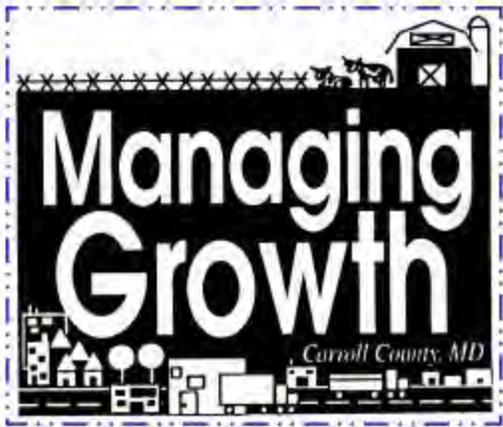
Goal 11 o Provide a coordinated and comprehensive system of public and private parks, recreational facilities and programs, and open space that will meet the active and passive recreational needs of all citizens of the county and enhance community design, identity, and vitality.

Goal 12 o Provide community educational opportunities, facilities, and resources, particularly libraries and schools, to meet the needs of a diverse population.

Goal 13 o Ensure communication and coordination between the county and the municipalities on projects and issues of mutual concern and promote interjurisdictional cooperation in planning and land use decisions.

Goal 14 o Involve the community in implementing the Master Plan.

This Plan is organized as a thresholds, policies, and recommendations document. The remainder of the Plan is divided into chapters based on topic. Each chapter identifies the related goals and describes the significance of that topic to Carroll County and the Master Plan. This “Significance” explains why the choices – through the thresholds, policies, and recommendations – were made. The “Challenges” facing the County regarding these issues are also described. Thresholds, policies, and recommendations related to implementing and achieving each goal are outlined in the applicable chapter for its topic(s). Potential fiscal impacts to County Government are included at the end of each chapter.



# Chapter Six:

# Agriculture

## Chapter 6: Agriculture

### Goal

**Preserve 100,000 acres of tillable agricultural land for the production of agricultural products and promotion of related agribusiness**

### The Significance to Carroll County

The preservation of agricultural land and the continuation of viable farming and agribusiness uses has traditionally been a major priority in Carroll County. Approximately 160,000 acres, or 55 percent of the land area of the County, is currently being used for agriculture. The majority of the active farms in the County are on lands currently zoned Agriculture or Conservation. The agricultural goal and threshold are directed at preserving the land used for agriculture. Maintenance of a large agricultural land base will assure that farming can continue into the future.

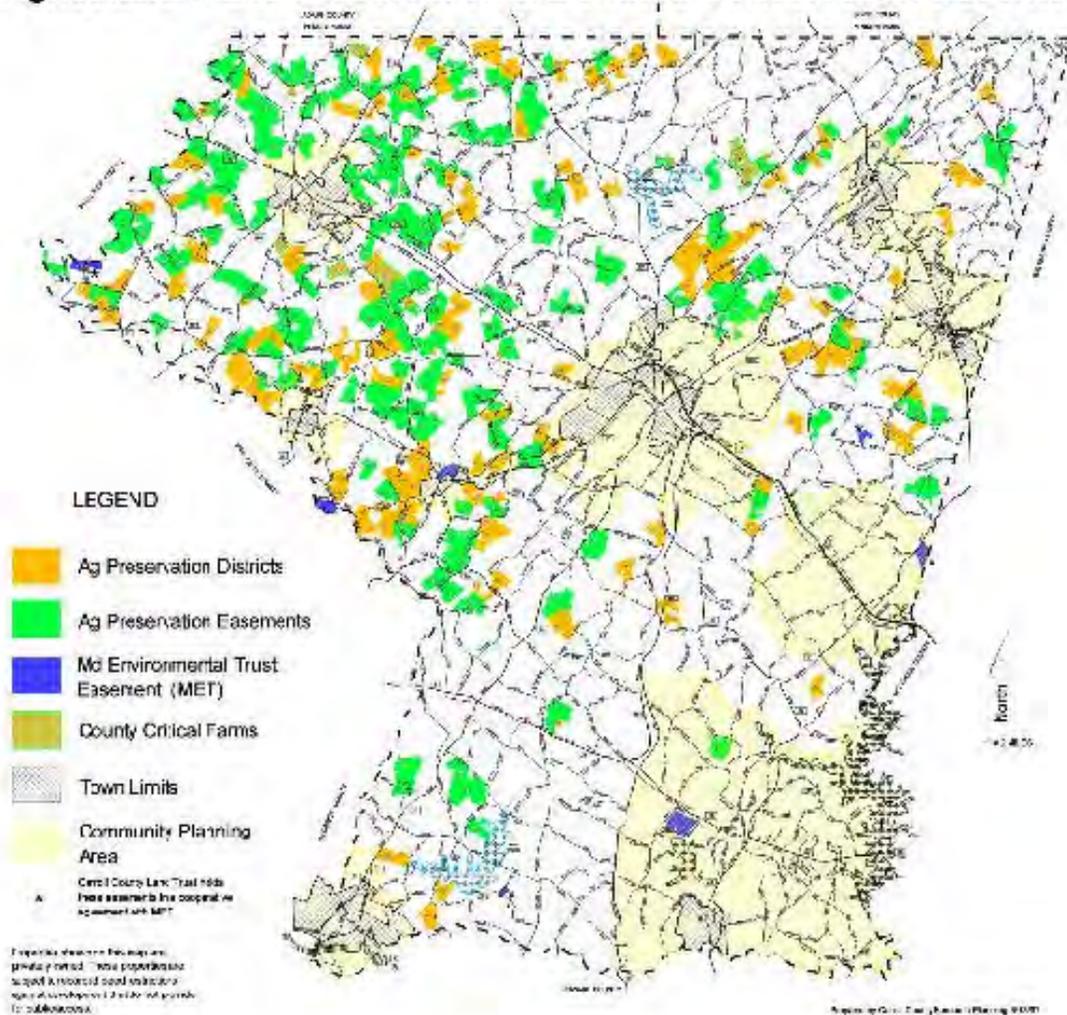
With a market value of all products sold of \$71.27 million dollars, according to the 1997 Agriculture Census, agriculture continues to be an important industry in Carroll County. Of the major grain crops produced in Maryland, Carroll ranks third in corn, second in oats, fifth in barley, and eighth in wheat. The County is ranked third in dairy, first in table eggs, third in beef, eighth in hogs and pigs, fourth in sheep, and fourth in the number of horses and ponies. Approximately 9,400 people are directly employed in farming in the County. Additional jobs are created and revenues generated in the agribusiness sector which supports the farming industry.

Preserving farmland provides many additional benefits to the citizens of Carroll County over and above any economic gains. Environmental and water quality are preserved through the careful stewardship of the County farmer. The rural working landscape provides open space and unparalleled views across the countryside. The overall “quality of life” experienced in Carroll County is enhanced through preserving agricultural lands and the agricultural heritage. Preservation also reduces the future need for provision of services to these areas, thereby reducing the cost of providing services.

### The Challenge to Carroll County

Agricultural lands in Carroll County were converted to other uses at a rate of 1,800 acres/year between 1982 and 1992, according to the U.S. Farm Census. Some of this farmland had been planned for residential and industrial/commercial uses. On average, 300 lots per year were created in the Agricultural Zoning District during that same time period. With an average lot size of four acres, this development reduced acreage in the zone available for agricultural uses by 1,200 acres per year. Even though there was relatively little development in the Conservation District before 1988 because of the

## Carroll County Agricultural Land Preservation & Donated Conservation Easements



economic feasibility of developing on large 3-acre lots, a total of 1,500 lots were created in the Zone during the 1982-92 period, reducing farm land by more than 4,500 acres.

Carroll County has been actively working to preserve agricultural land since the Maryland State Agricultural Land Preservation Program was developed in 1979. As of July of 2000, a total of 33,758 acres were permanently preserved with purchased easements prohibiting future development. At the current funding level and easement value per acre, it will take at least 20 years to permanently preserve 100,000 acres, the

estimated acreage needed to keep agriculture and agribusiness strong. Development trend analysis predicts that the zoning capacity will be reached in 12 years in 2012.

If the preservation trends continue, only 73,000 acres will be permanently preserved. Additional acreage will be available for farming in “zoning remainders”, that portion of a farm remaining after all lot rights are exhausted, but a change in zoning could change this. Residential sprawl development will also have increased throughout the District. From an historical perspective in the County, as the density of non-agricultural uses in an area increases, animal intensive agriculture operations and major investments in agriculture are reduced. Conflicts between the farmer and non-farm neighbors increase, and the confidence in the permanence of farming decreases.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Preserve 100,000 acres of tillable agricultural land for the production of agricultural products and promotion of related agribusiness**

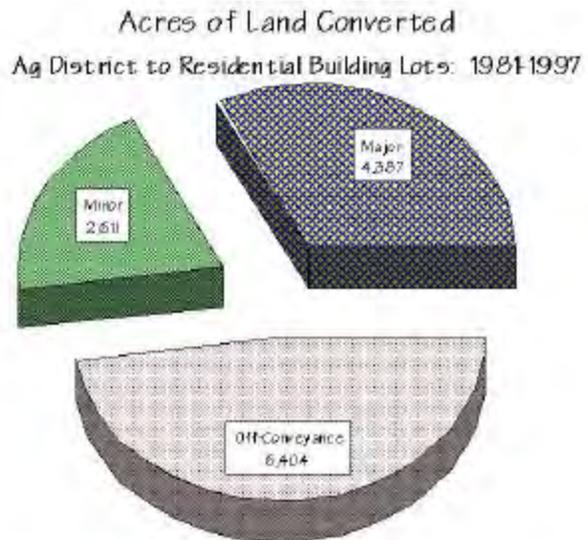
### Policies

A. The permanent preservation of at least 100,000 acres of tillable agricultural land will be accomplished primarily through agricultural land preservation easement programs. Agriculturally-zoned land will not be further downzoned.

B. In the County easement program, all parcels with Agricultural zoning that meet the Maryland Agricultural Land Preservation Foundation criteria will have an equal opportunity to offer to sell an easement.

C. Funding for Agricultural Land Preservation will be a priority in Carroll County to uphold the County’s goals and policies and reinforce its commitment to preserving the County’s rural character.

D. Non-traditional agricultural pursuits will be actively supported in recognition of the important role they play in the agricultural community.



Source: Carroll County Department of Planning 1997

E. Funding for Agricultural Land Preservation will be a priority in Carroll County to uphold the County’s goals and policies and reinforce its commitment to preserving the County’s rural character.

F. Non-traditional agricultural pursuits will be actively supported in recognition of the important role they play in the agricultural community.

**COMMUNITY VIABILITY THRESHOLD**

PERMANENTLY PRESERVE 100,000 ACRES OF TILLABLE AGRICULTURAL LAND BY THE YEAR 2020, PRESERVING A MINIMUM OF 3,750 ACRES OF AGRICULTURAL LAND PER YEAR FOR THE NEXT 10 YEARS.

In 1996, the County increased the funding dedicated to preserving agricultural land to allow the permanent preservation of 2,000 acres per year. The threshold of 3,750 acres per year nearly doubles this commitment. The rationale for the increase is that a more aggressive program up front is necessary to prevent the loss of major agricultural areas currently at risk of changing to a more residential character. At any time, there is a certain portion of landowners who want or need to receive equity from their farmland. By expanding the options for preserving the land, it is hoped that less land will be converted to other uses.

<b>Acreage to Achieve Threshold</b>		
	<b>Current Funding Status</b>	<b>To Achieve Threshold</b>
Acreage Needed Under Permanent Easements	100,000	100,000
Acres Acquired Through 1999	34,000	34,000
Acres Remaining to Achieve Goal	66,000	66,000
Annual Acquisition (including Rural Legacy)	3,000	3,750
Years Required to Meet Threshold	22	18
Source: Carroll County Planning Bureau		

Recommendations

A. Exploring alternative funding mechanisms to accelerate the purchase of development rights.

B. Increase program participation by using an “installment purchase agreement” alternative, which provides tax-exempt interest for property owners who agree to sell an easement and defers the payment of principal for a set number of years.

C. Review, and update if necessary, areas zoned Conservation in the County and the provisions of the District as specified in the Carroll County Zoning Ordinance.

- D. Establish a public education program in the County on the value of preserving agricultural land for economic, environmental, and quality of life benefits to gain widespread commitment to agriculture preservation from the public.
- E. Support the Extension Office in improving the profitability and competitiveness of County farmers in both traditional and non-traditional agriculture, thereby reducing the turnover of agricultural lands.
- F. Review, and update if necessary, the principal and conditional uses and permitted lot sizes in the Agricultural and Conservation Zoning Districts to assure uses are appropriate and the lot sizes preserve the option for agriculture use.
- G. Encourage local residents to fund the purchase of adjacent farmland, either by outright purchase or funding the easement fee, to retain the property for perpetuity.
- H. Explore additional methods to preserve agricultural land, such as, but not limited to, tax incentives, abatements, and zoning overlays.

## Fiscal Impact to the County

Preserving agricultural land has a positive fiscal impact on the County. The land that is preserved reduces the cost and need to extend facilities and services to those areas in the future. Although it may be less than the cost to extend and provide facilities and services to these areas, there is a cost to preserve this land.

The current Agricultural Land Preservation Program is funded through a combination of County General Funds, the County share of the Agricultural Transfer Tax, and General Obligation Bonds. The County utilizes State funds through the Maryland Agricultural Land Preservation Foundation (MALPF) and the Rural Legacy Program.

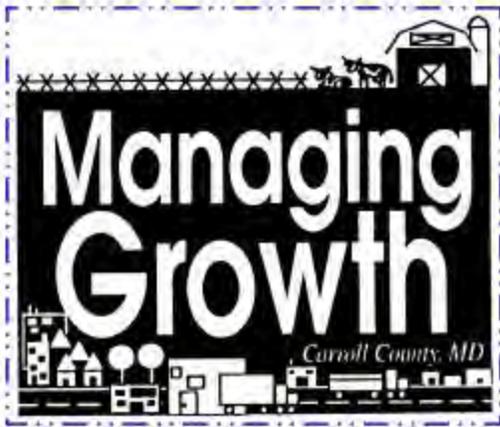
Ag Transfer Tax	\$ .3 Million
County General Fund	3.0 Million
County Bonds	2.0 Million
State (Rural Legacy)	1.5 Million
State (MALPF)	<u>1.2 Million</u>
<b>Total</b>	<b>\$8.0 Million</b>

Eight million dollars acquires easements on approximately 3,636 acres per year at an average cost of \$2,200 per acre.

Funding for preservation easements increased considerably in fiscal year 2000 due to a State grant and the County's matching funds for the Little Pipe Creek Rural Legacy Area. Funding increased again in 2001 when the County added \$2.0M of revenue from bonds to provide for an Installment Purchase Agreement Program for the acquisition of easements.

The ability to sustain this level of easement acquisition depends on the willingness of the State to continue funding Rural Legacy beyond the initial 5 years and willingness of the Board of County Commissioners to continue the current level of County funding.

No one method alone is probably sufficient to permanently preserve 100,000 agricultural acres; therefore, a combination of the recommendations if implemented may make accomplishing the threshold financially feasible. The following table shows current funding sources and how the additional easement purchases could be financed.



# Chapter Seven:

# Community Involvement

# Chapter 7: Community Involvement

## Goal

**Involve the community in implementing the Master Plan**

## The Significance to Carroll County

Carroll County has a long tradition of community involvement in the preparation of community and general plans. Many hours of research, thought, and discussion went into the development of this plan. Its development included numerous opportunities for community involvement - the all-day visioning session (Charrette), as a member of a work team, open public meetings, etc. In addition, the public was kept informed of the progress of the plan through periodic newsletters. However, plan development is only the first step in achieving a community's vision. A comprehensive plan is only as effective as the community commitment to implementation.

## The Challenge to Carroll County

Over the last 30 years, the population of Carroll County has more than doubled. While the more rural pre-1960 Carroll County was oriented inwards, toward the County seat in Westminster, the residents moving into the County have often maintained their ties to their previous communities in the Baltimore and Washington areas, commuting out of the County to work, shop, and recreate. This has resulted in residents that are not involved in their county. Often, the first contact with the County and activism is when they feel personally impacted.

Community involvement and support during the development of the comprehensive plan has been accomplished through regular work teams meetings, newsletters, presentations, and newspaper articles. Maintaining community enthusiasm and understanding of the County-wide emphasis in the Plan will be more difficult to achieve during the implementation phase.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

#### **Involve the community in implementing the Master Plan**

### Policies

A. Citizen participation will be incorporated into the work programs for updating all comprehensive plans.

### Recommendations

A. Continue to improve citizen participation in the planning process as a whole.

B. Publish and distribute a “Planning” newsletter to the general public on a periodic basis to provide community awareness on planning topics and update on the progress of planning projects.

C. Develop educational material and presentations relating to comprehensive planning and other general planning issues that can be available for community organizations and interested citizens.

- Educate the public on the value of wetlands and responsibilities of wetland protection.
- Work with prospective landowners to better understand and utilize the benefits of the brown fields legislation.
- Establish a public education program in the County on the value of preserving agricultural land for economic, environmental, and quality of life benefits.
- Educate the public on the importance of floodplain protection, water conservation, and water resource protection.

D. Provide speakers to civic and service organizations to talk about Master Plan issues.

E. Involve citizens in and around the Community Planning Areas in developing and updating those comprehensive plans.

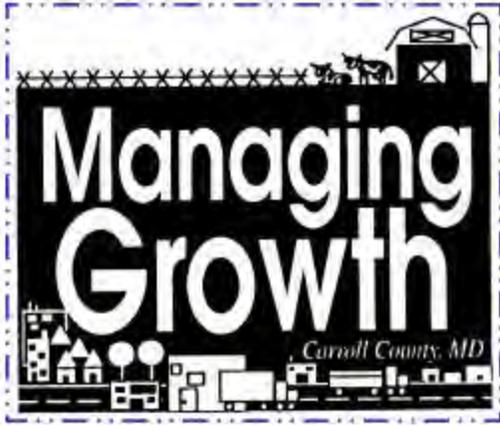
F. Work closely with the Public Information Office and the “computer architect” to ensure information is distributed through press releases, internet, and other options.

G. Notify local organizations and corporations by mail of planning notices, hearings, Subdivision Advisory Committee (SAC) meetings, and Board of Zoning Appeals (BZA) meetings where possible.

H. Investigate the feasibility of notifying the community earlier in the planning process.

## Fiscal Impact to the County

This goal and its implementation recommendations will have limited budgeting impacts on the County. Writing newsletters, preparing presentations, and attending public meetings is a role currently filled by County staff. Additional costs would be incurred for printing and mailings.



# Chapter Eight:

# Development

## Chapter 8: Development

### Goals

**Pursue policies and Capital Improvement expenditures that facilitate growth in the designated growth areas, thereby protecting and conserving agricultural and environmental resource areas, preserving open space, and providing public facilities and services efficiently and cost effectively.**

**Promote development design that is in harmony with the surrounding built and natural environments, encourages community interaction, and, in rural areas, preserves the County's rural character**

### The Significance to Carroll County

The growth of Carroll County has been guided by a master plan since 1964. The basic premise of the plan has been to direct development into and around the County's nine Community Planning Areas (CPAs) while retaining the rural character and use of the surrounding land. Implementation of the premise was strengthened in 1978, when the allowable density in the Agricultural zone was decreased from one dwelling unit per acre to one dwelling unit per twenty acres.

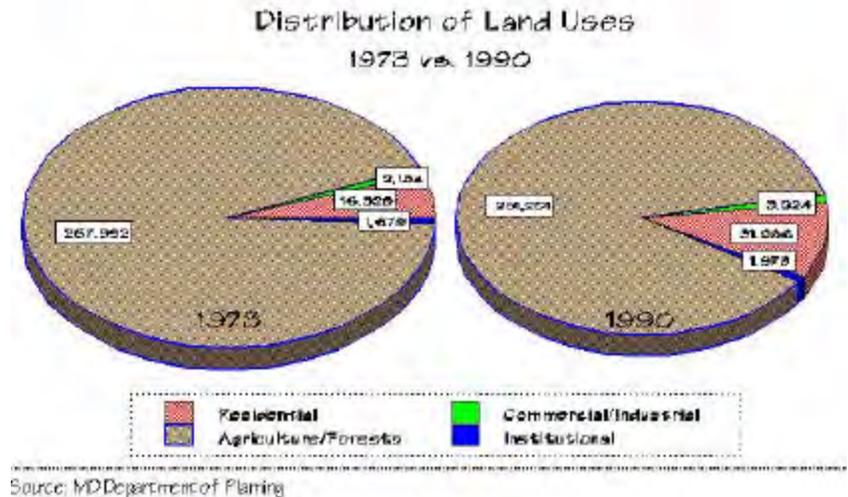
The land use designation map identifies nine CPAs within the County. A CPA is an area on the County-wide Master Plan for which a more detailed comprehensive plan was prepared. Most of the CPAs have a municipality at their centers. These CPAs include Hampstead, Manchester, Mount Airy, New Windsor, Taneytown, Union Bridge, and Westminster. The Freedom CPA includes the Town of Sykesville, but Sykesville is not the focal point or center of the CPA. The Finksburg CPA has no municipality within it and has traditionally been a less dense growth area than the others. These CPAs are the areas in the County where the majority of residential, commercial, and industrial development is concentrated.

The approach to land use that has been guiding development in the County for the past 33 years provides for the efficient use of land for development and the effective provision of services. By concentrating growth, the delivery of facilities and services such as water and sewer, roads, schools, and natural gas, as well as police, fire and emergency services, is much easier and more cost effective.

Community interaction is promoted when developments are well-designed and integrated with each other.

Concentrated growth also accommodates the same number of people on less land, allowing the land outside of the growth area to remain relatively rural. This rural land is composed of agricultural land, open space, and environmental resource lands such as forests, streams, wetlands, and steep slopes. Lots currently are required to be clustered in the Agricultural Zoning District on areas that are not suitable for farm fields. This policy serves to preserve the rural working landscape as well as to maximize the land available for active farming.

Over the last several decades, the County's land use has been changing from an overwhelmingly rural County to a steadily urbanizing County. Between 1981 and 1992, 13,400 acres, or almost 5 percent of the County, was converted from agriculture to another use. While most of this has been planned growth, a substantial amount also has been growth outside of the designated growth areas. As of 1990, the land area in Carroll County was composed of 63 percent agricultural land, 24 percent forest land, 9.5 percent low-density residential land, and 1.6 percent medium or high-density residential land. Only 1 percent of the County's entire land area was used for commercial and industrial development, and the remaining land area was used for various other types of development or resources.



Since 1964, most of the growth in the County has occurred in the CPAs. Currently, about 60 percent of the total County population lives in one of the CPAs, which comprise approximately 23.8 percent of the total County land area. The population percentage in the CPAs has remained steady for the past seven years. Development regulations which require preservation of natural stream buffers and provide for open space serve to maintain the patterns of natural vegetation in these more developed areas, as well as protecting environmental quality. Landscaping further blends these developments into the community.

As part of the process of developing this Master Plan, the adopted land use designation map was reviewed as well. Several alternative development patterns were studied, including creation of additional CPAs and concentrating growth east of Parr's Ridge. After careful consideration, the recommendation was made to the Planning Commission

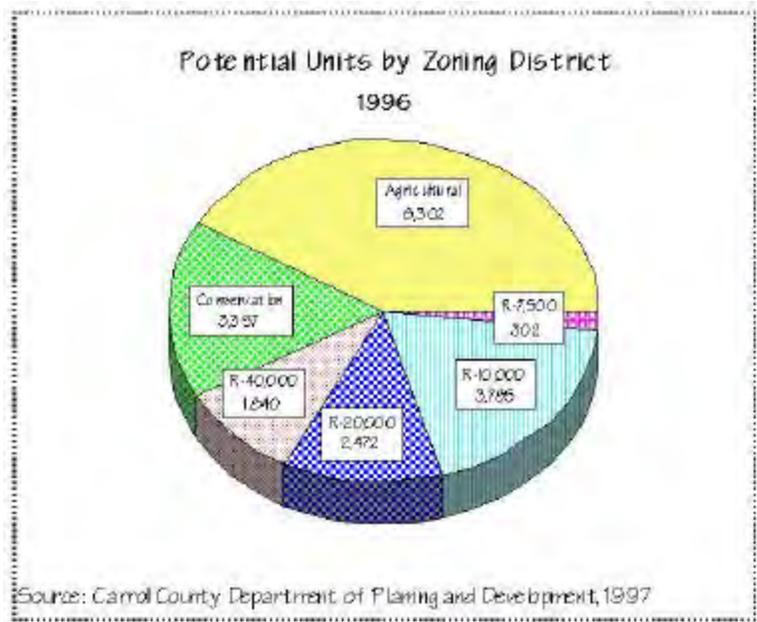
to maintain the existing development pattern as adopted on the Master Plan Land Use Designation Map. This map is included at the end of this chapter.

## The Challenge to Carroll County

Until now, much of the residential development in the County has occurred in the CPAs, where it was planned and where there was sufficient zoned land available for development. Unfortunately, this land is diminishing; slightly less than half of all the estimated remaining zoning capacity is in the CPAs. This leaves approximately 10,000 units to be developed in the rural parts of the County, which is contrary to the goal of agricultural preservation. Based on the acreage outside of the CPAs, this would result in a density of about 1 dwelling unit for every 7.5 acres. This density of housing units will be difficult to absorb while maintaining the quality of the rural landscape. As density in the agricultural areas increases, farmers find it more and more difficult to move equipment, protect livestock and crops from damage, and avoid nuisance complaints by non-farm neighbors.

Additionally, development outside of primary growth areas creates problems for the delivery of services. Rural roads often are not constructed to carry heavy volumes of traffic, causing congestion and hazardous driving conditions. When these roads are upgraded to accommodate new traffic, they lose their rural character. Furthermore, school bussing routes and the provision of emergency services must be expanded to serve more people over a greater area when growth is not concentrated.

Expanding the CPAs so that they continue absorbing the majority of the County's growth in a concentrated manner may be difficult. If the CPAs are to continue absorbing the majority of the growth, creative efforts will need to be investigated and undertaken aggressively, before all options are eliminated simply due to existing development. The Union Bridge, New Windsor, and expanded Taneytown CPAs are practically surrounded by Agricultural Preservation easements. Hampstead and Manchester, due to their location in the Baltimore Reservoir watersheds, have limited opportunities for sewerage disposal, and expansion of Mt. Airy is stopped by existing residential development. Development and expansion of water and sewer capacity would be required before the remaining CPAs could be enlarged. The 1997 adoption of the New Windsor and Taneytown



Comprehensive Plans have increased the overall acreage available for residential, commercial, and industrial uses. Land use designations for the *New Windsor Community Planning Area Comprehensive Plan* have added 57.15 acres of residential land (although 34.71 acres of the total residential land is a mixed-use zone); 26.11 acres of business, which includes the 34.71 acres of mixed-use zone; and 152.3 acres of employment type uses (some of which also allows a mix of commercial uses). The Taneytown Community Planning Area now includes an additional 481 acres of residential land, 335 acres of industrial land, and 83 acres of commercial land.

As each of the CPAs are unique, with their own additional challenges and circumstances, the amount and location of additional growth that each CPA can accommodate will need to be reviewed at the time each individual area plan is updated. The additional growth and development that can be accepted and planned for will affect the measures and approaches with which the County and each municipality engage in to implement the Master Plan and the individual comprehensive plans for each CPA.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal 1

**Pursue policies and Capital Improvement expenditures that facilitate growth in the designated growth areas, thereby protecting and conserving agricultural and environmental resource areas, preserving open space, and providing public facilities and services efficiently and cost effectively.**

#### COMMUNITY VIABILITY THRESHOLD 1

THE COUNTY WILL PLAN TO ACCOMMODATE APPROXIMATELY 200,000 PEOPLE BY 2020.

This population is not to be viewed as a cap or an intention to actively pursue trying to have 200,000 people by 2020. Rather, it is meant to serve as a guide for providing zoning capacity, planning capital improvements, and other planning processes. The County would only provide the capacity in facilities and services by 2020 that could serve 200,000 people. The threshold allows for variations in the phasing and location of new residents. If density were increased in certain areas, it would need to be offset elsewhere. The 200,000 figure is consistent with population projections made by the Maryland Office of Planning and Baltimore Metropolitan Council, the regional metropolitan planning organization. It is also consistent with the 1996 zoning capacity of the County.

#### Recommendations

- A. Obtain municipal support for and cooperation in implementing this threshold since the municipalities will likely attract a large percentage of new residents.
  
- B. Adopt a concurrency management program that helps ensure the timely provision of infrastructure so that new populations are adequately served by the public facilities

that support them and so new residents do not contribute to a decrease in service level or add to deficiencies for the jurisdiction that controls a facility.

C. Consider this threshold when updating the comprehensive plans for the CPAs and incorporate ways to achieve it.

D. Review and update the Carroll County Zoning Ordinance to bring it into compliance with the updated Master Plan.

E. Develop an annual concurrency report that monitors development and details remaining capacities to adjust the rate of growth to match the County's ability to fund improvements.

F. Evaluate each CPA to determine when and how much additional growth can be accommodated as each individual CPA comprehensive plan is updated.

### COMMUNITY VIABILITY THRESHOLDS 2 & 3

A MINIMUM OF 75 PERCENT OF NEW POPULATION GROWTH WILL BE ACCOMMODATED WITHIN THE EXISTING OR EXPANDED CPAS.

INCORPORATED TOWNS AND CPAS SHALL NOT EXCEED 25 PERCENT OF THE TOTAL COUNTY LAND AREA.

In 1996, the amount of new growth locating in the CPAs was 73 percent. Since these thresholds would require a majority of new development to occur in the CPAs, the current trend would be only slightly less stringent than the thresholds. Benefits to directing at least 75 percent of new growth to the CPAs include reduced infrastructure costs, minimized sprawl, and maintenance of the current population distribution. Provision of less low-density residential development within the CPAs to accomplish the 25 percent land area threshold will also help these areas of the County meet the requirements of *Smart Growth* as Priority Funding Areas. The updated New Windsor and Taneytown Comprehensive Plans will make it easier to achieve these thresholds, as they have provided for additional residential growth within their CPAs beyond what was considered available at the beginning of this planning process.

### Policies

A. First priority for infrastructure improvements should be given to areas within the CPAs.

B. Developer financed road improvements will be required outside the CPAs.

### Recommendations

A. Forward build planned roads to avoid fragmented infrastructure development and to foster the building of complete and cohesive communities.

- B. If the County forward funds and builds roads, establish a mechanism for the County to recapture the forward funding after development occurs.
- C. Locate new schools, libraries, intense business development, and other public services in the CPAs where they can most effectively and efficiently serve the largest number of people and to promote concentration of growth in the CPAs.
- D. Provide for multi-purpose government centers for areas within CPAs.
- E. Implement the Master Plan through formal town/county agreements that show support from the municipalities for concentrating growth in those towns that have the ability to accommodate it and that provides additional support from the County to assist the towns in accomplishing this threshold.
- F. Review, and update if necessary, areas zoned Conservation in the County and the provisions of the District as specified in the Carroll County Zoning Ordinance.
- G. Encourage the creation of “greenbelts” to prevent the interconnection of CPAs.
- H. Work with the municipalities to study the development of a growth boundary for its ultimate development and corporate limits.
- I. Create a “mixed-use” zone for the County to provide additional opportunities for higher-density housing in the CPAs.

## Goal 2

**Promote development design that is in harmony with the surrounding built and natural environments, encourages community interaction, and preserves the County’s rural character in rural areas**

### Policies

- A. New and expanded development will be encouraged to cluster, limit strip development, and consolidate access points to major and minor collector roads.

### Recommendations

- A. Review residential, commercial, and industrial regulations and modify as necessary to ensure they are consistent with the goal.
- B. Review and update the uses permitted in each Zoning District to ensure consistency with each Zone’s purpose.
- C. Continue supporting Main Street programs and expand them to Rural Villages and CPAs with no municipality to encourage development that is consistent with the character of the Main Street areas.

D. Encourage land preservation around Rural Villages to protect the villages' rural character.

E. Develop and adopt design guidelines for both new construction and rehabilitation to achieve consistency with existing development and compatibility with the natural environment, as well as improve the visual quality of new development.

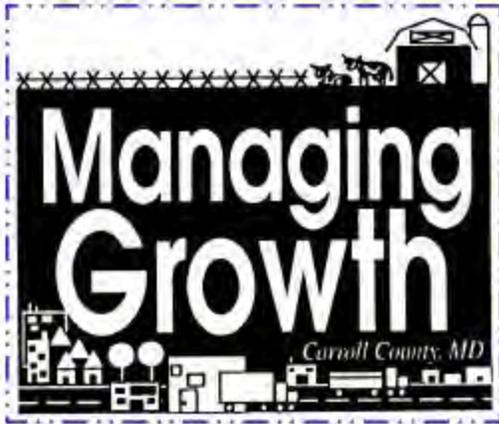
## Fiscal Impact to the County

According to the fiscal impact analysis prepared for the County by Tischler & Associates, Threshold 1, which is a slower growth rate than current trends, generates a positive cash flow to the County. However, the average net revenues (\$2.9 million) are such a small percentage of the annual budget from 1998 to 2005 that the resulting revenues should be considered unavailable funds, as the small amount would be consumed or be different in any given year. In addition, net revenues are only part of the information considered in determining the amount of development the County will plan to serve in a specific time period. In addition to potential revenues, the cumulative expenditures and timing and provision of capital facilities are also considered in making choices for this Master Plan.

After considering the fiscal impact as well as quality of life issues related to development, it has been decided to plan for a slower growth than projected if we continued on our current trends. However, rather than choose one scenario, elements from the different scenarios analyzed in the fiscal study are combined. Growth will be slowed with the County reaching approximately 200,000 people by 2020, economic development will be maintained at 12 percent of the value of new construction, and the rate of agricultural land preservation will be increased to 3,750 acres a year.

The fiscal analysis distributed capital costs evenly throughout the time period by assigning a one-time cost per person, dwelling, or pupil. Therefore, decisions made since the study to fund several schools through bonding may effect the short-term fiscal picture.

Several of the recommendations, while important from a planning standpoint, will have a budgetary impact to make the CPAs better able to accept growth. Forward funding major planned street connections is not currently a budgetary item. Additional revenue sources would have to be found to implement this recommendation. Some funding may be transferred from that amount currently used for upgrading rural roads if the policy is changed to secure development in these areas to do road improvements.



# Chapter Nine:

# Employment/ Economic Development

# Chapter 9: Employment/Economic Development

## Goal

**Promote a healthy economy and additional employment opportunities by: supporting the retention and expansion of existing businesses including agri-business through sensible land use policies; providing land appropriately located and zoned for a variety of types and intensities of new economic development activities; and, maintaining a balance between economic development and population growth through diversified industrial expansion that offers job opportunities and steady employment for skilled workers.**

## The Significance to Carroll County

A healthy economy and ample employment opportunities are essential to maintaining a high quality of life in the County. Not only does a healthy economy promote the expansion and retention of existing businesses, it also encourages new businesses to consider locating in Carroll County. This, in turn, provides County residents with increased job opportunities and more buying power to support local businesses. Of equal importance is the effect a healthy economy has on the provision and cost of services to both County residents and businesses.

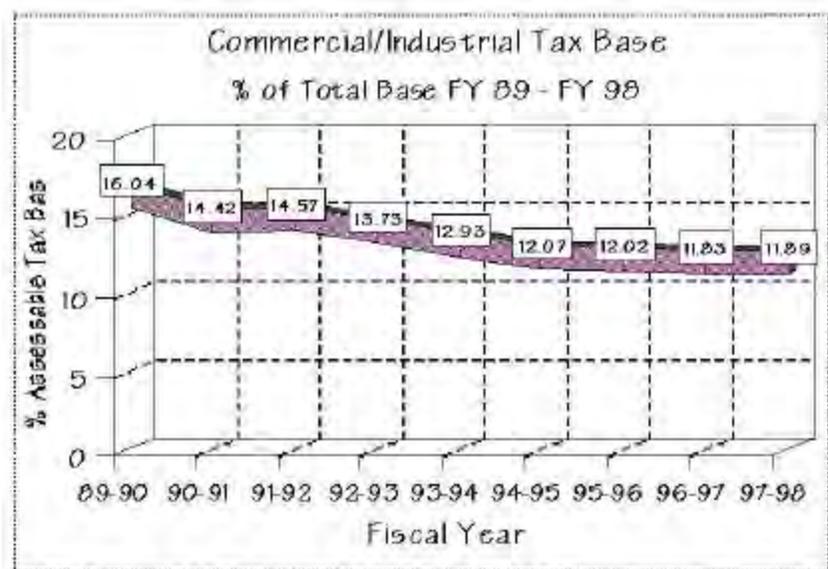
Currently, residential development contributes the greatest dollar amount to the County's revenue. It is followed by commercial/industrial development, which is then followed by agriculture. However, for every dollar contributed by residential development, roughly \$1.10 is expended by the County for services, especially schools. Conversely, for every dollar contributed to County revenue by commercial/industrial development, only about \$.56 is expended on services the County provides for that development. Likewise, agriculture only requires approximately \$.48 worth of services for every dollar it contributes. It should be remembered, however, that each type of development has other impacts associated with it that are not accounted for in the revenue/expenditure ratios. These impacts include levels of traffic congestion and impacts on air quality, levels of environmental protection or destruction, and compatibility with other types of development, among others.

The health and growth of the economy has a direct correlation to the number of jobs that exist in the County. The County has a strong tradition of cottage industries and small businesses, many of which have centered around the agricultural and manufacturing sectors. However, over the past 20 years, the services and trade sectors have more than quadrupled in terms of the number of jobs they provide. Jobs in the manufacturing sector, on the other hand, have decreased by almost one-third. This trend is expected to continue as the County's demographics and the types of industries attracted to the County change. Excepting the Board of Education, which is the County's largest employer, the next largest employer employs 1,200 people. The only other employer with greater than 1,000 employees are Carroll County General Hospital and the Springfield Hospital Center. Of the remaining top 20 employers (Carroll County Government excluded), the average number of employees is 277.

As of 1998, there were 64,400 jobs in Carroll County, an increase of 11,291 jobs since 1990. At the same time, the 1995 County labor force numbered 79,420. Only 44 percent of the resident labor force in 1990 (67,900 people) worked in the County. Since the number of people in the labor force has been almost twice as many as the number of jobs created in the County since 1990, it can be assumed that the percentage of residents working in the County has not substantially increased. The result is that a majority of the County residents must commute long distances to work. In fact, Carroll County has the highest median travel time to work of all the surrounding counties in the region. Apart from the negative effects long commutes can have on the emotional and physical well-being of people, they also create greater traffic congestion, which leads to poor air quality and greater service demands on the automobile.

## The Challenge to Carroll County

As residential development continues to increase, the County is faced with the task of encouraging existing business expansion and attracting new business and industry to the County to provide jobs and additional tax revenue. As mentioned earlier, because of the high costs that are associated with residential development and the relatively low costs attributed to commercial/industrial development, it is imperative that there be an adequate

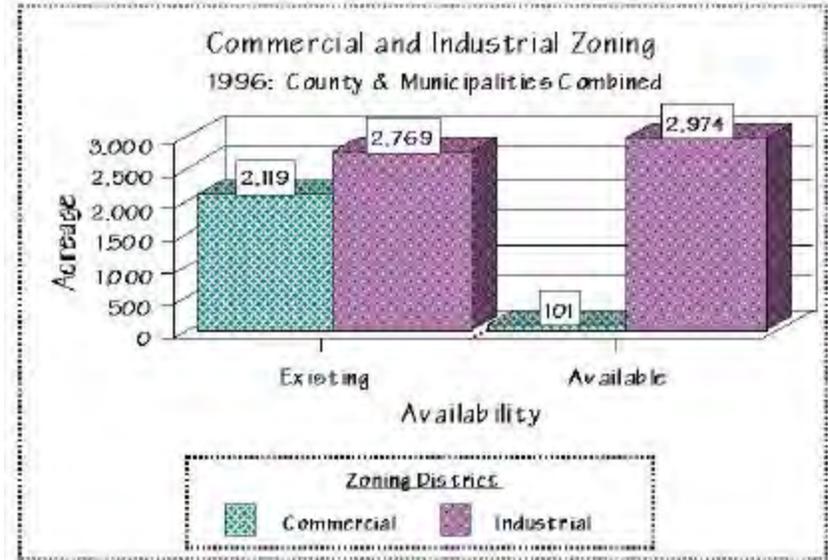


Source: Carroll County Dept. of Management & Budget

non-residential tax base in the County.

Currently, commercial and industrial development accounts for 12 percent of the assessable base. This falls far short of neighboring counties, whose commercial and industrial development accounts for upwards of 20 percent of their assessable base. It also falls short of what the County needs to maintain its level of services in the face of increasing

residential growth without substantially increasing taxes. Depending upon the rate and value of residential growth, the rate and value of commercial and industrial growth will need to keep pace with that residential development just to remain at the 12 percent level. To increase to a higher percentage of the total assessable base, the rate and value of commercial and industrial development would need to outpace that of residential development.



Attracting industrial and business uses to Carroll County is made more difficult because of the lack of an interstate highway traversing the County, although the Maryland Midland Railway provides opportunities for freight movement and connection to other larger railroad systems. As a result, the County must ensure that its industrially-zoned land is the most ideal land possible in terms of location, suitability for development, the provision of services, and access. This requires knowledge of the types of industries that are and will be attracted to the County, as well as their infrastructure and other service needs. The Master Plan and its implementation measures must ensure that ample opportunities exist for both the retention of current business and industry and the attraction of new business and industry.

To provide employment for the residents of the County, it is essential that the types of jobs created match the skills of those who live here and are expected to move here in the future. The 1990 Census shows that those areas which are the fastest

INDUSTRY OF EMPLOYED PERSONS (16 Yrs & Over) 1990		
Industry	Number	Percent
Agriculture, forestry, & fisheries	1,956	2.97
Mining	174	0.26
Construction	7,812	11.85
Manufacturing, nondurable goods	4,458	6.76
Manufacturing, durable goods	5,564	8.44
Transportation	2,167	3.29
Communications & other public utilities	1,913	2.90
Wholesale trade	2,963	4.49
Retail trade	9,773	14.82
Finance, insurance & real estate	4,510	6.84
Business & repair services	3,096	4.70
Personal services	1,405	2.13
Entertainment & recreational services	646	0.98
Health services	5,206	7.90
Educational services	4,838	7.34
Other Professional & related services	4,109	6.23
Public administration	5,334	8.09
<b>TOTALS</b>	<b>65,924</b>	

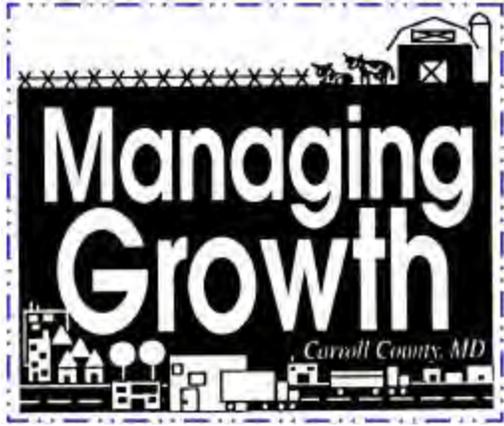
growing in the County are also those areas whose residents have the highest levels of education, highest household incomes, and longest commuting times. They also tend to be employed in “white collar” professions. Since these statistics increased from the 1980 Census, it can be surmised that the newer residents attracted to the rapidly growing parts of the County generally have these characteristics as well. It is not known if this trend will continue in the future. Unless the County is able to attract businesses and industries that employ people with the skills and income demands of the County’s current and future residents, it will only exacerbate the commuting situation. Residents of neighboring counties and Pennsylvania would be attracted to the current types of jobs, using County roads to reach them and taking their income revenues with them, while County residents continue to commute to jobs elsewhere.

### Recommendations

- A. Adopt a Historic Preservation Plan and a Heritage Plan for the County to take advantage of the tourism value of its historic and cultural sites.
- B. Assist the Tourism Bureau in the location of sites for visitor’s information centers to ensure that appropriate sites can be located.
- C. Improve the visual image of the County’s gateways through a review and modification of zoning and site plan development criteria to make the County more attractive for tourism.
- D. Develop a proposal for the Maryland Heritage Areas Program.

## Fiscal Impact to the County

Increasing the commercial and industrial tax base in the County will have a positive fiscal impact to the County. Maintaining the percentage of commercial/industrial tax base at 12 percent of the value on new construction results in an increase of approximately 17,850 jobs projected by the year 2020. The value of all commercial/industrial uses would increase to \$1.3 billion. Up-front costs to attract economic development, such as building roads and providing water and sewer, should reduce the potential fiscal benefits.



# Chapter Ten:

# Environment

## Chapter 10: Environment

### Goal

**Protect, maintain, and restore, where practical, the environmental resources and natural ecosystems in the County by promoting land use practices that are in balance with, and minimize the adverse effects on, the natural environment**

### The Significance to Carroll County

The impacts of development on environmental resources can vary greatly depending on the location, magnitude, type, and design of the development. Nearly every modification to the natural landscape, whether it be farming, building, or any other activity, has an effect on the quality of environmental resources.

It is estimated that Carroll County contains nearly 1,380 miles of streams, all of which ultimately flow into the Chesapeake Bay. Located in the Piedmont region of north-central Maryland, Carroll County is diagonally divided into two major drainage basins by Parr's Ridge. Streams to the north and west drain into the Monocacy River and eventually the Potomac River. Streams to the south and east flow into the Patapsco and Gunpowder Rivers. The County's streams eventually feed into the Chesapeake Bay and contribute to its water quality and ecological health.

In addition to the importance of the County's streams to the Bay's water quality, the health of the County's streams is vital to protecting the drinking water sources for parts of Carroll, Baltimore, Anne Arundel, Harford, and Howard Counties as well as Baltimore City. At least half of the County drains into drinking water reservoirs for various jurisdictions. Liberty Reservoir, fed by the North Branch of the Patapsco River, supplies water to Carroll County residents as well as Baltimore City, Anne Arundel, Baltimore, and Howard County residents. Cranberry Reservoir, which is part of Westminster's community water supply system, is fed by water pumped from the West Branch of the Patapsco River. Piney Run Reservoir, created by the impoundment of Piney Run, is a future water source for South Carroll. Two other reservoirs are undeveloped but planned for future water supply: Union Mills Reservoir, on Big Pipe Creek; and Gillis Falls Reservoir, on Gillis Falls. Portions of eastern Carroll County also drain to Loch Raven and Pretty Boy Reservoirs, located in Baltimore County, which supply public water to Baltimore City and Anne Arundel, Baltimore, and Harford County.

It should also be noted that Little Pipe Creek and Big Pipe Creek drain into the Monocacy River, which supplies water to the City of Frederick. In addition, the Monocacy flows into the Potomac, which provides water to Washington D.C. There is also a small portion of Carroll county that drains to Hanover's water supply. What happens in Carroll County can potentially affect the water systems of all of the surrounding jurisdictions.

Problems with the condition of the reservoirs led to the signing of a Reservoir Agreement in 1979. In 1984, a strengthened Reservoir Watershed Management Agreement was established by signatory agencies, including Baltimore City, Baltimore County, Carroll County, Baltimore County Soil Conservation District, Carroll Soil Conservation District, Maryland Department of agriculture, Maryland Department of Environment, and the Baltimore Metropolitan Council. That agreement provided a sound framework for improving the quality of waters feeding into the reservoirs. The Agreement created the cooperative Reservoir Watershed Protection Program, where oversight and guidance is provided by the Reservoir Watershed Protection Subcommittee and implementation is coordinated by the Reservoir Technical Group of water quality staff from participating organizations. In 1990, six years after the Agreement was signed, the signatories comprehensively reviewed progress in implementing the 1984 Action Strategy, reaffirmed the Agreement, and accepted an updated 1990 Action Strategy. The Subcommittee reviewed progress in implementing the Action Strategy yearly and prepares an Action Report which summarizes that progress.

Although Liberty and Cranberry Reservoirs provide some water to Carroll County, the majority of the County's current population relies on groundwater sources for water supply -- six of the County's eight municipalities depend solely on groundwater for their water supply needs. The protection and preservation of the quality and quantity of the groundwater that supplies municipal wells is vital because these aquifers can be easily impacted. This is particularly true in those areas of the County that rely on aquifers found within carbonate rock areas. Due to the solubility of carbonate rock, it is prone to poor filtration and rapid spread of contaminants. About 2 percent of the County's land area is carbonate rock, and carbonate rock aquifers provide the primary source of water for Union Bridge and New Windsor, as well as contribute substantially to Westminster's water supply system.

Air quality is also a concern in Carroll County. The Baltimore Metropolitan Region has some of the worst air quality nationwide. Much of the contribution to lower air quality levels is made by automobiles, which produce carbon monoxide, sulfur dioxide, nitrogen oxide, and on hot, sunny days ground-level ozone, as byproducts of fossil fuel combustion. In addition to degrading our air quality, high levels of these compounds in the atmosphere can result in the atmospheric deposition of nitrogen, a nitrification process through which nitrogen attaches to water molecules and enters waterways. Addressing the quality of air in the region thus requires in part examining the driving habits of the region's automobile users. In 1990, 55 percent of the County's residents worked outside the County. Of the six northcentral Maryland counties (Baltimore, Carroll, Frederick, Harford, Howard, and Washington), Carroll County had the highest median travel time to work at 32 minutes. Nearly 16 percent of its workers traveled between 45 and 59 minutes to work each day. This situation is compounded by patterns of development in the County where residents of low-density, single-use developments are heavily

dependent on the automobile not only for travel to work, but also for shopping, recreation, and other activities.

Carroll County's state roadways continue to show the effects of an increasing number of local citizens commuting elsewhere to work. The Average Daily Traffic (ADT) on MD 140 at the Baltimore-Carroll County line indicated the largest state-wide increase in traffic volumes during the 10-year period between 1985 and 1995 (approximately 108 percent). In 1995, the 43,000 vehicles counted per day at the permanent count station on MD 140 east of the Liberty Reservoir Bridge was comparable to traffic volumes observed on I-70 near Frederick and Mount Airy (46,000 ADTs) and I-83 near Hunt Valley (46,000 ADTs). This increase, while significant locally, is indicative of a regional increase in overall miles traveled and, therefore, a continuing deterioration in air quality levels throughout the greater Baltimore metropolitan area.

## The Challenge to Carroll County

Carroll County and the incorporated municipalities, working through an Interjurisdictional Steering Committee, recently completed and adopted an Environmental Resources Element (ERE) of the Master Plan. This Element satisfies the State requirement to develop and adopt a "sensitive areas" element to the Plan. The ERE is focused on reducing any additional adverse impacts on the environment as the County and municipal land use plans are implemented, especially water quality and land-based resources. County and municipal plans have been amended to address the established set of "visions", which were prepared as part of the 1987 Chesapeake Bay Agreement between Maryland, Virginia, the District of Columbia, and Pennsylvania and were reiterated in Maryland's 1992 Planning Act. The ERE and implementing measures provide a uniform definition and protection for identified environmental resources throughout the County. These resources include the following: 1) streams, 2) stream buffer (100 feet from each bank), 3) steep slopes (>25%), 4) 100-year floodplains, 5) habitats of threatened and endangered species, 6) wetlands, 7) wellhead buffers (100 feet), 8) carbonate rock areas, 9) reservoir watersheds, and 10) Use III waters. More specific goals, objectives, and action strategies have been developed and included to implement the overall environmental goal established in this Carroll County Master Plan.

Implementation measures in the ERE for the County and municipalities include the amending the subdivision regulations to require stream buffers, wellhead buffers, and design guidelines. Zoning texts should be amended to address cluster provisions, PUDs, and the Conservation District. The Plan also recommends the adoption of a water resources protection ordinance. The Plan strives to provide uniform and consistent protection of resources among the nine jurisdictions. Therefore, each municipality has specific recommended actions to make this happen. Numerous other issues are discussed and are accompanied by recommended action strategies for addressing them. This issues include, but are not limited to, air pollution and street plans, tracking and monitoring, design guidance, residential cluster subdivision design techniques, groundwater and wellheads, process delays, streamlining, groundwater aquifers, and use of geographic information systems (GIS).

Air quality was not addressed in the ERE although Carroll is part of the Baltimore Regional non-attainment area. Land use decisions can make a difference as far as use of the automobile, a major source of air pollution, is concerned.

Possibly the most difficult challenge the County faces in environmental protection is influencing individuals to alter their behavior to have a positive influence on the environment. Certain actions, such as Best Management Practices (BMPs) on farms, voluntary stream buffer planting, reduction of personal auto use, and wise lawn care, are difficult to mandate. Yet these actions sometimes can be the most effective for protecting our natural resources. The County has a role in facilitating this change in behavior. Providing alternative transportation options and crafting regulations that encourage the creation of communities that protect the natural features of the site and are not wholly dependent upon the automobile as a means of transportation are ways in which the County can directly influence the protection of natural resources. As more people move into the County, the more the County's natural resources will be stressed. Determining ways to influence personal choices that conserve energy, reduce pollution, and protect the quantity and quality of our water supplies will possibly be the greatest challenge we face in the coming years.

Almost half of the County's land area, that which is east of the Parr's Ridge, falls within a reservoir watershed for drinking water. That same area is the location of the County's major designated growth areas, the Freedom and Westminster CPAs. The Hampstead, Manchester, and Finksburg CPAs are also within this watershed. The land use decisions that are made in these areas are impacted by and have an impact on the Reservoir Management Agreement and the watershed it covers.

Although traditionally not raised as a major concern in Carroll County, air quality issues and their disposition often have an impact on life in the County. The County's location as part of the Baltimore Metropolitan Region, its proximity to the Chesapeake Bay, and the fact that the region's prevailing winds are from the southwest and northwest results in the fact that what happens in Carroll County has a bearing on the overall air quality of the region. Pollutants are distributed through the process of transport and deposition. During that transport process, atmospheric chemical reactions change and re-change elements and compounds through a complex system of synergistic reactions. Neither air nor water pollution are respective of political boundaries. The number of vehicle miles traveled; the direction those miles are traveled; and the numbers, types, and quality of industry all have a bearing on overall environmental quality. Increases in automobile usage and truck transport as well as increased fuel combustion from any source does degrade air quality. However, economic development that provides jobs within the County can reduce those miles, resulting in better air quality.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Protect, maintain, and restore, where practical, the environmental resources and natural ecosystems in the County by promoting land use practices that are in balance with, and minimize the adverse effects on, the natural environment**

### Policies

- A. The state-wide policy of reducing nutrient loads to the Chesapeake Bay by 40 percent will be supported.
- B. The State law of no net loss of wetlands will be supported.

- C. The reforestation of stream buffers will be supported.
- D. County-owned property will comply with environmental regulations.

### Recommendations

- A. Cluster development to protect environmental resources.
  - Encourage clustering through all reasonable zoning mechanisms.
  - Allow, but do not require, clustering of residential development across zoning lines.
  - As to clustered lots in the conservation zone, or any such lots derived from a conservation zone, a minimum lot size of 1 (one) acre shall be permitted.
  - The cluster provisions in the Zoning Ordinance shall be amended to reflect items set forth in items 1, 2, & 3 above.
  - Maximize the amount of protected land in each cluster subdivision.
- B. Limit the impact of new development on recharge rates of community supply wells to allow for the maximum recharge possible so that optimum water supply and use of the wells is available.
- C. Encourage the creation/retention of wildlife corridors, stream buffer restoration, and protection of unique ecosystems in the County on properties subject to development review.
- D. Plant trees in stream buffers, where feasible, when reforestation/afforestation is required to protect riparian habitat and enhance water quality.
- E. Develop incentives that preserve or help create forested riparian buffers to further protect water quality and riparian habitats.
- F. Evaluate current design-related regulations and guidelines to minimize paving and impervious surfaces and to reduce runoff and improve infiltration.
- G. Evaluate the potential for using design standards and incentives to promote creativity in development design while meeting environmental goals.
- H. Evaluate impacts to sensitive watersheds and recharge areas for community water supplies when determining new development patterns.
- I. Develop guidelines to locate public facilities in a way that minimizes impacts to natural resources.
- J. Adopt a water resource protection ordinance.

### COMMUNITY VIABILITY THRESHOLD 1

ADOPT LAND USE RECOMMENDATIONS TO REDUCE THE AVERAGE DAILY TRAFFIC PER HOUSEHOLD ON STATE ROADS IN THE COUNTY.

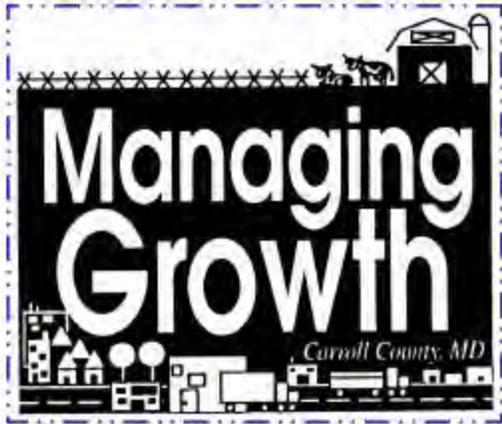
## Recommendations

- A. Support land use recommendations for employment campus and telecommuting centers to reduce the length and number of household trips related to work, thereby improving air quality.
- B. Review the County's Subdivision Regulations and Zoning Ordinance for obstacles to the creation of neo-traditional communities and mixed-use communities so that ADTs can be reduced through greater use of non-motorized transportation facilities and the clustering of uses.
- C. Increase Park-and-Ride lots where needed and appropriate in the County, and encourage the use of alternative transportation services to improve air quality by reducing the number of vehicles on the road during the week.
- D. Review the feasibility and desirability of requiring through-access or connections of all subdivision streets when environmental conditions permit to provide for shorter and fewer vehicle trips and better traffic circulation.
- E. Encourage community centers in major subdivisions so that community functions and meetings can be accessible by means other than automobiles.
- F. Increase employment opportunities to reduce commuting outside of the County.
- G. Consider granting parking variances for the addition of commercial space when site amenities such as trails or transit can be demonstrated to reduce vehicular trips to that site.
- H. Improve subdivision and road design to provide bicycle and pedestrian-friendly routes to shopping, schools, and recreation areas.

## **Fiscal Impact to the County**

While some modification of existing regulations will occur as a result of implementing the environmental goal, thresholds and recommendations, there will be limited financial impact on the County budget.

Most of the recommendations are directed towards private development and serve to encourage more environmentally-friendly design.



# Chapter Eleven:

# Facilities & Services

# Chapter 11: Facilities & Services

## Goals

**Phase and time development at a rate consistent with the County's ability to fund and expand community services and facilities through public and private resources**

**Ensure adequate and appropriate Capital Improvement Program and operating budgets to implement the Master Plan and provide needed public facilities and services**

**Provide community educational opportunities, facilities, and resources, particularly libraries and schools, to meet the needs of a diverse population**

## The Significance to Carroll County

Providing public facilities and services for the safety, health, and welfare of its citizens is a primary function of local government. Public roads, schools, community colleges, libraries, and public buildings are all facilities provided by government. Police protection, emergency response, and snow removal are some of the services provided. Providing and maintaining these facilities and services at the levels the public desires and demands is essential to a healthy community and a high quality of life.

During the period 1990 to 1995, Carroll County's population increased by nearly 16,000 people. Thirty percent, or almost one third of the increase, was due to net natural increase or more births than deaths. Sixty-eight percent was due to net immigration.

As of November of 1999, 12 of the 34 public schools in Carroll County exceeded 100 percent of State-rated capacity. State-rated capacity is the capacity of a school based on the number of students per classroom that the State of Maryland determines is optimal. Relocatable classrooms, 117 throughout the County, accommodated the pupil population that exceeded the buildings' capacity. While certain areas in the County are under capacity and others are over capacity, system-wide there were 26,506 equivalent students in the school system which had an overall State-rated capacity of 27,111. It is important to note that local-rated capacity is lower than the State-rated capacity for middle schools.

An impact fee for schools and parks has been assessed on new residential development since 1989. The County Commissioners have forward-funded new schools in advance of State participation in order to provide needed classrooms. A portion of the piggyback tax is used to provide additional funds for needed school facilities.

While the County provides and maintains roadway facilities, many of its 1,404 roads, totaling 946 miles, are developer-financed subdivision roads. The County long has had a policy of requiring developers to pay for or provide the services they will require, including roads. This has not always resulted in cohesive, connected roadway networks. The subdivision roads link into the County's 335 non-subdivision roads, which total 732 miles. These are typically two-lane rural collectors with an average level of service (LOS) of A. The major roadways in the County are State roads, over which the County has very little control but on which the most congestion occurs.

<b>MARYLAND STATE POLICE BARRACK G WORK FORCE DECEMBER 1999</b>				<b>CARROLL COUNTY SHERIFF'S OFFICE DECEMBER 1999</b>	
	State Police	Resident Troopers	Total		Officers
Administrative	3	1	4	Administrative	3
Duty Sergeants	5	1	6	Civil Processing	12
Patrol Officers	4	5	9	Drug Strike Force	4
K-9 Officers	26	25	51	DARE Instructor	1
DARE Instructor	2	1	3	Warrant/Fugitive Unit	4
Warrant Server	1	1	2	Court Security	7
Crime Prevention	0	2	2		
Criminal Investigator	0	1	1		
Child Abuse/Sexual Assault Unit	2	1	3		
Drug Task Force	0	2			
Domestic Violence Unit	2	0	4		
<b>TOTALS</b>	<b>47</b>	<b>45</b>	<b>92</b>	<b>TOTALS</b>	<b>40</b>

Source: Carroll County Dept. of Planning and Maryland State Police  
 Note: # of Resident Troopers excludes 6 under contract to the Town of Mt. Airy, New Windsor & Union Bridge

Carroll County also provides for police, fire, and emergency medical services. Each of the eight incorporated towns also provide varying levels of police service within their corporate limits. County-wide, police services are provided by the Maryland State Police and the Carroll County Sheriff's Office. The State police force, located at Barrack G in Westminster, consists of 47 state-funded officers and 45 County-funded resident troopers. The Sheriff's office has an additional 40 sworn police officers. All police agencies cross political boundaries to provide assistance if needed. As of December 1999, the level of police service provided to the unincorporated estimated population of 116,258 is 1.14 police officers per thousand population. The unincorporated population is served by 92 Maryland State Police officers and 40 sheriff's deputies.

In Carroll County, fire protection services are provided by 14 independent volunteer fire companies, 13 of which also provide emergency medical services (ambulance). The volunteer companies own and provide all capital facilities including the fire stations and all equipment. The County Commissioners fund 90 percent of each company's approved operating budget. In addition, the County provides funds for part-time paid emergency service providers which are distributed through the Carroll County Fireman's Association. The County also owns and operates the Emergency Dispatch Center, which uses an Enhanced Emergency 911 system and recently added an improved state-of-the-art two-way radio system. County-wide, the standards for Late and No Response have been met during the first three quarters of 1997. If an individual company does not meet the standards, the source of the problem is evaluated and solutions sought. For example, additional part-time emergency service personnel may have to be hired or additional equipment purchased.

<b>POLICE SERVICES</b> <b>1999 LEVEL OF SERVICE</b> <b>CARROLL COUNTY, MARYLAND</b>			
	Aug 1998 Population	Total Sworn Officers	Total Police/1000
Taneytown	4,966	9.0	1.81
Sykesville	3,533	6.0	1.70
Manchester	3,242	4.0	1.23
Westminster	15,934	42.0	2.64
Hampstead	4,495	7.0	1.56
New Windsor	1,275	0.5	0.39
Union Bridge	1,006	0.5	0.50
Mt. Airy	2,972	5.0	1.68
Town Total (Incorporated)	37,423	74.0	1.98
Remainder of County (Unincorporated)	116,258	132.0	1.14
<b>Total County</b>	<b>153,681</b>	<b>206.0</b>	<b>1.34</b>

Carroll County operates two large public sewerage systems, in Eldersburg and Hampstead, one large public water system, and two landfills. The capacity of each of these systems is a definable amount which is allocated as new users are added to the system. The water and sewer systems are self-funding systems paid for through a separate "enterprise" fund.

Several other facilities and services are partially or fully funded by the County, including five libraries, a community college, two nature centers, Hashawha Environmental Center, and the Carroll County Cooperative Extension Service and Agriculture Center, Inc.

## The Challenge to Carroll County

Every community desires and expects to have facilities and services provided at a certain level, but there is a cost associated with each level of service. Carroll County's Master Plan was originally adopted to better direct the growth and development that was projected. The development that has occurred has been consistent with that Plan;

however, the funding of additional public facilities and services to service that development has lagged. The challenge to Carroll County is to determine the level of service for various facilities and services that the public desires and for which they are willing to pay.

Whether population increase is due to net natural increase or immigration, all public facilities and services provided by local government are impacted by population growth. While impact fees can be charged to new growth to ensure that the current level of service for a facility is maintained, an increase in the level of service would result in a cost to both existing and new development.

The Carroll County Planning Commission currently requires that development projects receive Adequate Facility Certifications before they are approved. However, this method can only stop development once an actual inadequacy is present. There is currently not a method to track and phase development at a rate where facilities can be provided.

Steady residential growth in Carroll County since the 1970s has consistently placed additional demands on the public school facilities. The students are not evenly distributed within the County or within the grade levels. Presently, a bulge of students in the same age bracket is moving through the middle and high school levels. The areas of the County that have experienced the most rapid growth generally have schools at or over capacity. In other portions of the County where growth has not been as aggressive, the schools are generally under capacity. While there is a great demand to have new facilities in place to accommodate a growing school population, it is also considered important that Carroll County remain eligible for its share of State school construction funds so that the cost of new school facilities is not borne solely by the County taxpayers. Using a pupil yield per household methodology, the student population is projected to increase to around 30,000 by 2006. The State projections indicate a pupil population of 27,610 by the year 2006. As the population of the County ages and the birth rate declines, the growth in the school age population is expected to level off.

Safety is a major concern among Carroll County citizens. While the crime rate is not high in the County, residents who have moved here from more urban areas perceive additional residential population as posing a safety risk if levels of service for safety are not increased. An increase in level of service for police would result in an increased cost to existing development as well as that portion borne by new development.

The volunteer emergency services system has been able to keep up with the demands created by a growing population. However, the recruitment of new volunteers is increasingly difficult, partially as a result of increasing training requirements. Volunteers often cannot respond during certain times of the day. Some departments have paid fire personnel. Also most companies use part-time paid EMS providers that cover times when volunteers are not generally available. The challenge to the County in the future is to determine how to continue to provide a high level of emergency services at a reasonable cost.

While the majority of new roads in the County are developer built and/or financed, developers cannot be required to mitigate traffic congestion caused by existing population. In addition, the County cannot deny approval of a development plan based solely on the inadequacy of State highways, where most of the congestion occurs, since the County does not have direct responsibility for making them adequate.

The challenge then is twofold: to create a better method of linking development approvals with needed facilities/services that are then funded and in place when needed and to find ways in which desired levels of service can be reached that improve service for existing residents.

## **The Choice: Goals, Policies, Thresholds, & Recommendations**

### Goal 1

**Phase and time development at a rate consistent with the County's ability to fund and expand community services and facilities through public and private resources**

### Goal 2

**Ensure adequate and appropriate Capital Improvement Program and operating budgets to implement the Master Plan and provide needed public facilities and services**

### Policies

- A. The Carroll County Planning Commission's recommendations on the CIP will consider the annual concurrency report and be based on the goals, thresholds, and recommendations of the adopted Master Plan.
- B. The County will give funding priority to the public facilities included in the Concurrency Management Ordinance which represent basic necessities.
- C. Fire, police, and emergency medical services are an operating expense that should be considered adequate unless a site specific problem is identified which will be addressed administratively.
- D. Public educational facilities will be encouraged to be located within the Community Planning Areas, municipalities, and/or planned public water and sewer service areas to make them accessible to the populations they serve and to encourage the creation of mixed-use, pedestrian-oriented communities.

## Recommendations

- A. Develop an annual concurrency report that monitors development and details remaining capacities to adjust the rate of growth to match the County's ability to fund improvements.
- B. Work closely with the incorporated municipalities to encourage a coordinated application of concurrency thresholds when considering new development plans and annexations.
- C. Achieve closer coordination between the County departments, the Board of Education, and other agencies responsible for administering the provision of public facilities in monitoring and projecting population and facility needs.
- D. Annually evaluate the proposed CIP for consistency with the adopted thresholds.
- E. Design a queuing system for development projects in the Concurrency Management review process that are delayed due to a lack of Available Threshold Capacity (ATC).
- F. Provide a computer model to facilitate the evaluation and tracking of development projects for available threshold capacity and concurrency management.
- G. Coordinate interjurisdictional CIP projects, such as roads, water and sewer, etc., to ensure they occur concurrently.
- H. Re-evaluate the fiscal cost of new development on the CIP to determine if the impact fee should be adjusted and/or new fees added to reflect the actual cost of facilities and services.
- I. Update the adopted *Solid Waste Master Plan* on a regular basis.

## CONCURRENCY MANAGEMENT STANDARD THRESHOLD 1

SCHOOLS 1 ENROLLMENT AT ANY SCHOOL WILL BE 120 PERCENT OR LESS OF STATE-RATED CAPACITY.

This threshold attempts to look into the future at projected school enrollments and capacities. A new or improved facility takes an average of three years to plan and build. There is also a concern that the County continue to be eligible for its share of State school construction funds. A lower threshold would not qualify for the State funds. A higher percentage over capacity was felt to place an unacceptable impact on a school's core facilities.

## Policies

- A. The Planning Commission, when determining the ATC for schools, will not only consider the current available capacity but also the capacity over the six years of the CIP.

## Recommendations

- A. Encourage the State Interagency Committee for School Construction and the Board of Education to agree on the method used to rate capacity at the middle school level.
- B. Design new schools with the ability to be expanded in the future to accommodate additional pupil population in areas where a complete new facility is not necessary.
- C. Give CIP review priority to expanding schools where the core facilities and site constraints will allow it as opposed to building a new school.
- D. Work closely with Carroll County Public School planners to project school populations, thereby developing an accurate forecast of remaining ATC at schools, determining future school construction needs, and considering all necessary criteria when projecting pupil populations.
- E. Coordinate closely with the Board of Education in determining where and when new schools are built to ensure consistency with the goals and policies of the Master Plan and to ensure proper funding can be provided.
- F. Support the Board of Education to ensure implementation of redistricting of schools as a method of accommodating pupils when overpopulation is evident in any specific school district.
- G. Explore other ways to fund or reduce school construction costs.

## CONCURRENCY MANAGEMENT STANDARD THRESHOLDS 2 & 3

POLICE 1 THERE WILL BE 1.1 TOTAL SWORN POLICE OFFICERS PER 1,000 POPULATION (UNINCORPORATED).

FIRE & EMERGENCY MEDICAL SERVICES 1 THE TOTAL NUMBER OF LATE AND NO RESPONSES FOR FIRE AND EMERGENCY MEDICAL SERVICES WILL BE LESS THAN 15 PERCENT, AND THE TOTAL NUMBER OF NO RESPONSES WILL BE LESS THAN 4 PERCENT.

A response is considered late if the apparatus responds after 5 minutes. A “no response” occurs when no personnel are available to respond. A Basic Life Support (BLS) is a beginning level firefighter-first responder or an emergency medical technician (EMT) who provides basic first-aid skills such as CPR and treatment of illnesses and injuries. An Advanced Life Support (ALS) provider is a Cardiac Rescue Technician (CRT) or paramedic who can perform evasive skills in the field, e.g., use a defibrillator, etc.

This standard has been used as an adequate facilities standard for many years and provides a good indication of where problems may be occurring, whether with personnel or equipment. Four fire departments presently house two ambulances, while all but one

other house one ambulance. The policies help to assure there is the appropriate personnel available to respond to a call.

### Policies

- A. Police, fire, and emergency medical services are an operating expense that should be considered adequate unless a site specific problem is identified, which will be addressed immediately.
- B. A minimum of four (4) qualified fire personnel, one (1) of which must be a qualified fire apparatus driver/operator, will be available to respond to an incident within five (5) minutes of being alerted.
- C. A minimum of two (2) EMS providers (1 ALS and 1 BLS) for each transport ambulance/medic unit will be available for ten (10) hours per day and 24-hour per day staffing for one (1) of the transport ambulance/medic units in fire stations that house two (2) transport ambulance/medic units (presently Companies 1, 3, 5, & 12).
- D. Late and No Responses will be based on the data base used by the Carroll County Office of Public Safety for E-911 services.
- E. To calculate Late and No Responses, fire and EMS will be evaluated separately; only "first-due" incidents will be used; percentages will be calculated on a quarterly basis; and percentages will be maintained for each individual fire department.

### Recommendations

- A. Evaluate new revenue sources to fund police, fire, and emergency medical services, such as special taxing districts.
- B. Continue to support the volunteer-based organizations as the basic provider of emergency services.
- C. Encourage the agencies to develop comprehensive public safety plans which would include fire, emergency medical services, and police. The fire and emergency medical services portion would be a review and update to the 1999 Emergency Services Master Plan. The police element of this plan would address all existing and future agencies providing police services in the County.

### CONCURRENCY MANAGEMENT STANDARD THRESHOLD 4

ROADS 1 ALL ROADS AND INTERSECTIONS NOT CONSIDERED RURAL OR STATE WILL MAINTAIN A LEVEL OF SERVICE RATING OF "D" OR HIGHER.

Rural roads have not been included in this threshold because these roads carry low volumes of traffic, and the intent was to maintain a rural atmosphere in these areas. Most rural roads do not meet minimum engineering standards and would be very costly to upgrade. Although most of the traffic congestion problems occur on State highways or

at State highway intersections, the County does not fund the construction or maintenance of State roads. Therefore, the County cannot control development based on the Level of Service for a State road. The majority of the County roadway network is currently at a Level of Service C or above. The cost to maintain this level of service on all roads and at all intersections would be quite high. The County currently operates under a policy of maintaining these roads at a Level of Service “D” or higher.

### Policies

- A. Any road segment not classified as a minor or major collector and in an area not planned for public water or sewer service will not have to meet a threshold, due to the low level of development, unless a safety concern is identified.
- B. Access control and corridor preservation studies and provisions along major and minor arterials, as defined in the Carroll County functional classification system, will be implemented to maintain a high level of service and to promote the movement of freight and people. This includes use-in-common accesses near property or lot lines, access on the minor rather than the major roads, and implementation of parallel frontage roads. These and other techniques can be utilized to minimize and concentrate access points to the maximum extent feasible.
- C. Needed improvements will be a funding priority in the Carroll County Capital Improvements Budget, especially for critical roadway segments and intersections.
- D. A traffic impact study is required for any development generating an estimated fifty highway peak hour trips. A traffic impact study may be required at the discretion of the Bureau of Development Review, the Planning Department, or the Access Permits Division of the Maryland State Highway Administration for developments generating between twenty-five and fifty highway peak-hour trips.

### Recommendations

- A. Annually evaluate State roads for compliance with adopted thresholds for County roads and notify the State and the Delegation of those that do not meet the thresholds.
- B. Develop potential mitigation methods that will reduce vehicle trips generated, such as additional Park and Ride lots, trail systems, etc.
- C. Complete traffic impact studies as required by the Traffic Study Guidelines currently contained in the *Design Manual - Volume 1 • Roads and Storm Drains* at the stage when the proposed development is being tested for concurrency.
- D. Provide opportunities for developers to complete mitigation measures if the threshold is not met so that the County’s planned street network may be completed more efficiently and more cost effectively.

- E. Prepare and adopt revised “Traffic Impact Study Policy Guidelines” to ensure that the Guidelines are consistent with the Facility Concurrency Thresholds and to ensure that they are required at the appropriate points in the Concurrency Review process.
- F. Forward build planned roads, which are currently primarily developer funded, to avoid fragmented infrastructure development.
- G. Investigate a greater role and responsibility for construction of State arterial and collector roads with the Capital Improvement Program funding in partnership with the State.
- H. Investigate a transportation improvement fund to permit needed transportation improvements on a more timely basis. This fund could be from an excise tax on new construction, with proper State implementation legislation.
- I. Maintain and/or improve with corridor preservation and other measures the level of service along State arterial roads. This will ensure safety and promote the efficient movement of goods for “on-time demand” and “just-in-time” deliveries. Studies will be conducted to review future needed rights-of-way to enhance access to interstate highways, especially I-70 and the nearby I-”95" corridor interstates.
- J. Take peak hour turning movements using interns or seasonal employees at all major signalized intersections to update LOS calculations every three years in accordance with the three-year counting cycle established by the Bureau of Road Operations.
- K. Perform level of service calculations annually on all major road segments for which there is an updated average daily traffic count (as part of the Bureau of Road Operations’ three-year counting cycle).
- L. Adopt the revised “Traffic Impact Study Guidelines” and the revised “Functional Classification” document as Planning Commission policy memorandums instead of including it as part of the *Design Manual - Volume 1 - Roads and Storm Drains*.
- M. Investigate alternative ways to fund State Highway construction costs.
- N. Set up a mechanism to have developers reimburse the County for roadway segments funded and built by the County.

## CONCURRENCY MANAGEMENT STANDARD THRESHOLD 5

WATER & SEWER 1 THERE WILL BE OPERATING CAPACITY WITHIN THE PUBLIC WATER AND/OR SEWER SYSTEM(S) TO SERVE THE PROPOSED DEVELOPMENT.

The County has an adopted Water and Sewer Master Plan which identifies and projects facility needs as well as timing and costs for improvements. Under State law, development cannot proceed unless water and sewer capacity is available in water and sewer service areas.

### Recommendations

- A. Develop and implement policies to encourage the conservation of water and wastewater resources, thereby preserving as much water and sewer capacity as possible and reducing the cost of providing additional capacity.
- B. Seek to incorporate innovative and cost-effective design into the water and sewer systems to make the most efficient use of capacity.
- C. Use the *Water and Sewer Master Plan* to plan for projected needs and facilities.
- D. Investigate funding sources, such as loans and grants, and other funding mechanisms to address special problems in small communities and to make assistance with these problems more affordable.
- E. Operating capacity will be considered to be the treatment capacity of a public water or sewer system, including its infrastructure, as permitted by State or Federal regulations. The operating capacity will be used to establish available threshold capacity.

### Goal 3

### **Provide community educational opportunities, facilities, and resources, particularly libraries and schools, to meet the needs of a diverse population**

### Recommendations

- A. Encourage the location of educational facilities (e.g., schools, libraries, extended learning centers) in Community Planning Areas to be central to the populations they serve and encourage the creation of mixed-use pedestrian-oriented communities.

## Fiscal Impact to the County

The fiscal impact analysis prepared by Tischler & Associates (TA) evaluated several different Master Plan scenarios and determined that under the existing level of service any of the development projections would be affordable. If levels of service are increased, in most instances, additional revenue sources will be needed to fund the increase for the existing population of the County. TA evaluated threshold level of service increases for police, fire/EMS, roads, and schools.

Operating costs for public safety and corrections are projected to increase with population and employment growth. Revenues from new growth are sufficient to cover these increases. An increase from the existing service level will require an increase in revenue currently dedicated to police and emergency medical services. A 10 percent increase in the sworn police officers from the current 1.04 police officers per 1,000 population to the

threshold of 1.1 police officers per 1,000 population will result in an increased cost of approximately \$381,423 to serve the existing population. This represents about \$0.01 on the tax rate. New development will pay its own way through the tax rate. As police service is not a one-time cost, it is considered an operating cost and cannot be funded through impact fees. An increase in the number of paid emergency medical providers to meet the policies will result in an increased cost of approximately \$819,720 or about an addition of over \$0.02 on the tax rate. (The County expends over \$500,000 annually on paid personnel at 12 of the 14 local fire stations. Additionally, several of the fire companies pay out of their own funds for paid personnel. Therefore, the per capita increase in the tax rate for EMS may be less than the \$0.02 indicated below).

COST OF INCREASED LEVELS OF SERVICE TO EXISTING POPULATION		
FACILITY	ADDITIONAL ANNUAL COST	INCREASE TO TAX RATE
POLICE	\$381,423	\$0.01
FIRE	\$0	\$0.00
EMS	\$819,720	\$0.02

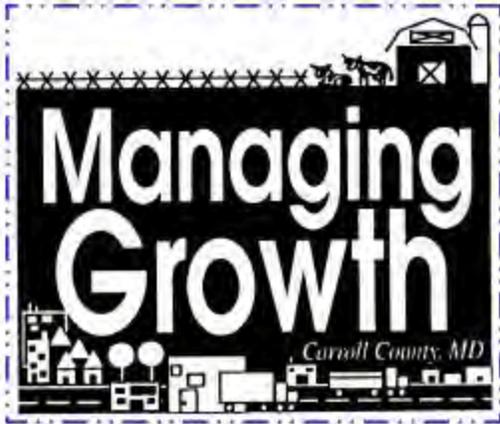
The majority of County roadway network currently is at a Level of Service C or above. Therefore, the existing policy of having developers build planned major streets and mitigate impacts on existing County roadways should maintain the threshold without significant costs to the County. The recommendation to fund roads and to participate in building state highways would require an undetermined amount of additional revenues.

Education operating costs alone are projected to make up more than half the cumulative costs due to new development. These expenditures include the school system, library system, and community college. When capital costs are included, education costs make up 68 percent of cumulative costs. The most significant of these Education costs--the public school system--is projected to increase with enrollment. Student population projections to the year 2020 vary from a high of 11,000 additional students to a low of 6-7,000 students, depending on whether Carroll County follows the general state-wide trend of an aging population. The threshold for schools relates to timing which effects costs to the County taxpayer. The County is likely to have to use a forward funding mechanism to achieve the threshold of 120 percent of State-rated capacity. The State will fund no more than 60 percent of the construction costs if the school will be at full capacity when opened. Therefore, the County share would be \$29.6 million and the State \$44.4 million. However, if the County funded the complete cost of schools for a projected student population increase of 11,000, it would cost an additional \$44.4 million, for a total of \$74 million. It is not known what percentage of that \$44.4 million the State will be willing to provide. If the student population increase is less than 11,000, the total cost would be reduced.

The Carroll County Department of Public Works operates two public water systems and three public sewerage systems. All of these systems are funded through an Enterprise

fund. The users of the system totally support the installation and operation of the system through various methods, such as front-foot assessment fees, user rates, and area connection fees. No general tax revenues support these systems. Because there is no fiscal impact to the County's operating or capital improvement budget, the cost to the County for these services is not further addressed here.

TA has recommended recalculating the impact fees for schools to determine if an increase in these fees would help cover a greater percentage of the construction costs for schools.



# Chapter Twelve:

# Heritage

## Chapter 12: Heritage

### Goal

**Preserve the County's historic, cultural, scenic, and architectural heritage**

### The Significance to Carroll County

**H**istoric resources and natural attractions give a community its identity. These resources provide a sense of who we are, where we came from, and where we may be going. Preservation of these important assets helps us to understand the present as a product of the past and as a modifier of the future. Protecting these buildings and landscapes conserves tangible and visible links with a community's past, preserves places that are important parts of a community's identity, and retains important resources that may provide historical information about how an area was settled, developed, or declined.

Currently, nearly 1,615 historic sites throughout the County have been inventoried as part of the Maryland Historic Sites Inventory for Carroll County. It is estimated that fewer than half of the historic sites that exist in the County have been inventoried. An estimated 40 historic districts and sites have been designated for the National Register of Historic Places. National Register historic districts include Union Bridge, Lineboro, McKinstry's Mill, New Windsor, Taneytown, Westminster, Uniontown, Linwood, and Sykesville. Several Historic Zoning Districts exist in the County as well. These include Uniontown, Westminster, and Sykesville.

The 1997 General Assembly adopted several specific programs, which together form the Smart Growth initiatives. The Act designates specific Priority Funding Areas throughout Maryland. Counties may include identified Rural Villages as Priority Funding Areas if designated and adopted in the Master Plan by July 1, 1998. The Board of County Commissioners adopted 35 designated Rural Villages in June of 1998. Factors considered in these designations included, but were not limited to, historic qualities, rural or agricultural character, primarily residential in nature, unincorporated areas, and high potential for water/sewer problems. These 35 Rural Villages are as follows: Alesia, Bruceville, Detour, Feesersburg, Frizzelburg, Gamber, Harney, Keymar, Keysville, Lineboro, Linwood, Maple Grove, Marston, Mayberry, McKinstry's Mill, Melrose, Middleburg, Millers, Pleasant Valley, Silver Run, Smallwood, Snyderburg, Taylorsville, Tyrone, Union Mills, Uniontown, Warfieldsburg, Watersville, Winfield, Woodbine, Bark Hill, Patapsco, Louisville, Shipley, and Starner's Dam.

## The Challenge to Carroll County

Because of the County's relatively late start in suburban development and growth, many of the County's historic and scenic resources have survived. However, as the County continues to grow, it is important that efforts to inventory and protect the County's historic and scenic resources continue so that these resources can be preserved.

Approximately half of the historic sites in the County have been inventoried over the last 27 years, over three-quarters of which were inventoried prior to 1990. Many of the sites inventoried to date were done so by the State Highway Administration during the initial phases of several bypass projects in the County. With few such projects anticipated in the near future, the task to inventory the remaining sites will fall solely on the County.

Creating an inventory of the County's historic and cultural sites is crucial to understanding the resources that are here. But once the sites have been surveyed, there is no way of knowing if they later get demolished or substantially altered to the point that they lose their historical value. We are left with a record of our past, but no tangible evidence of it. There is no way of knowing how many of the 1,615 sites inventoried remain today. However, given the fact that the County has doubled in size since the inventory began, no doubt many have been lost. Over the next 23 years, the County's population is expected to increase by one-third, which will place historic and cultural resources in even greater threat of irreparable destruction. As development occurs it alters our scenic, historic, and cultural landscapes as well. Yet the County currently has no mechanism for ensuring that development occurs in harmony with or enhances these resources.

A great challenge facing Carroll County in the coming years will be to document its heritage resources as quickly as possible. This will aid in the formulation of well-informed decisions on what needs to be protected and will assist in the development of appropriate mechanisms to adequately preserve them. However, it will require that both the public and private sectors work together to achieve the goal. Gaining private sector support for heritage preservation poses another significant challenge. Promoting awareness of the benefits that can be derived from heritage preservation among businesses and private property owners means high levels of outreach and communication. It also means crafting preservation mechanisms that will serve all interested parties equally well and will not be viewed as obstacles to economic development or excessive restrictions on private property rights.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Preserve the County's historic, cultural, scenic, and architectural heritage**

### Policies

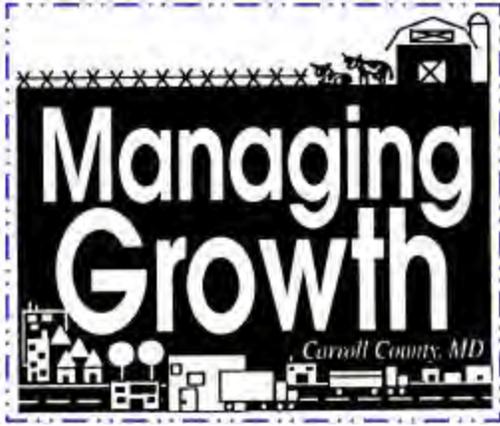
- A. Regulations for signs and billboards will be written to preserve the County's historic and scenic resources.
- B. County land will not be used to lease billboard space.

### Recommendations

- A. Periodically update and maintain a Carroll County Heritage Areas inventory. The inventory shall be a listing of historic properties, historic districts, sites, objects and structures, scenic resources, and natural attractions.

## Fiscal Impact to the County

Additional studies, regulations, amendments, and plans required under the goal and recommendations can be prepared by existing personnel.



# Chapter Thirteen:

# Housing

## Chapter 13: Housing

### Goal

**Provide for a wide range of housing types, density, and affordability that is well maintained and will meet the needs of the entire community**

### The Significance to Carroll County

Shelter is a primary need in every community. As Carroll County continues to develop and grow in population, the housing stock must keep pace with demand or the increased demand will drive up housing prices. But keeping up with demand is not the only concern. To support a larger resident population and economic growth, adequate housing must be provided that meets the needs of a diverse population in terms of differing income levels, preferences for single- and multi-family arrangements, and options to purchase or rent.

In 1991, Carroll County commissioned a housing study to assess housing needs in the County. The Carroll County Housing Study was completed in 1992 by Legg Mason and identified several trends in the County. New housing construction is improving the overall quality of the County's housing stock. However, as growth has continued to occur, the housing supply has not kept pace with the growth in the number of households, and many lower-priced rental units have been demolished or converted to other uses. Housing prices and rents have consequently increased while vacancy levels have declined. This has reduced housing choices for households with low and moderate incomes and forced many households to pay a larger portion of their income for adequate housing. According to the 1990 Census, 1 out of 3 renters paid more than 30 percent of their income towards housing, while 1 out of 5 homeowners paid more than 30 percent towards housing. Thirty percent is considered to be the maximum portion of a household's income that should be directed towards housing.

Many of the new residents moving into the County are employed in higher-salary positions elsewhere in the Baltimore or Washington metropolitan areas. They find housing in Carroll County affordable and attractive by metropolitan standards. The median household income for County residents in 1998 was \$54,900. In other words, 50 percent of the County's households had annual incomes in excess of \$54,900, and 50 percent had annual incomes below \$54,900. With a 1995 median housing value in the County of \$150,000, the median household incomes compare favorably to the affordability of living in Carroll County.

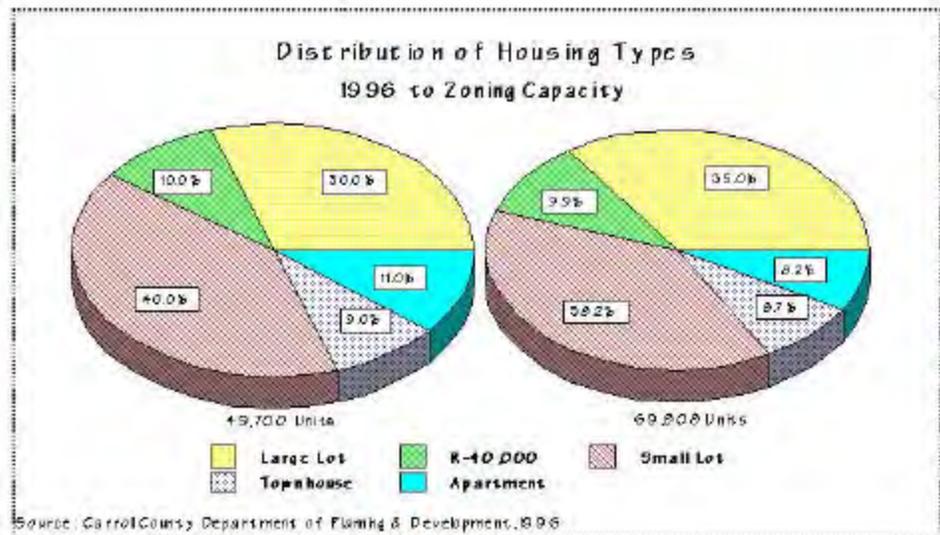
Long-time residents and newcomers who are either employed in the growing number of lower-paying service jobs in the County or are retired are now finding it increasingly difficult to afford housing in sound condition. The average weekly wages offered by Carroll County employers is \$484, or slightly more than \$25,000 a year. Much of the new residential development that is occurring in Carroll County is priced beyond the reach of these workers, many of whom are classified as moderate-income families. The average price of a new home in the County was \$176,363 in 1999. Additionally, the County's low vacancy rate of 3 percent for existing homes serves to elevate the cost of renting or purchasing homes in the County.

The retention and attraction of businesses and industries in the County requires that a diversity of housing be available for workers living in or moving into the community. Providing a variety of housing options allows the labor force needed to support existing and future businesses to live in the County. It also enables lending institutions to reinvest in the community and offer low and moderate income households the chance to enter the housing market through attractive, affordable loans. Housing variety allows renters, first-time homebuyers, and "trade-up" homebuyers to secure housing which meets their needs as their lifestyle and financial status change throughout life.

## The Challenge to Carroll County

Currently, the County's Subdivision Regulations and Zoning Ordinance contain few opportunities for diversity in housing, particularly multi-family housing or a mixture of residential and other types of land uses within a development. Only two zones in the County -- the R-10,000 and the R-7,500 zones -- allow for multi-family or planned unit development (PUD) housing. At this time, very little acreage in either zone exists for future development; only about 2,000 additional multi-family units can be developed in the County and municipalities. Additionally, few incentives exist in the County to promote the provision of moderately-priced housing.

According to 1990 Census data, 76 percent of the County's housing units were single-family and 8 percent were townhouses. The Housing Study reported that the vacancy rate for multi-family units (defined as five or more dwelling units per structure) was



cut in half, from 13.5 percent in 1980 to 5.9 percent in 1990. The multi-family vacancy rate for the Baltimore region as a whole was 10.5 percent in 1990. The decline in the number of vacant multi-family units in the County, together with a substantially larger population base, indicates that the County's housing market tightened during the 1980s, with fewer choices available at the end of the decade. With new rental construction at historically low levels and little opportunity to build such units in the future, this trend appears likely to continue.

While the County may take on the responsibility of providing opportunities for affordable and moderately-priced dwelling units through zoning and other regulations, the County must also be able to afford to provide facilities and services to those homes. As of September of 1996, only houses valued at \$202,000 or above paid enough in taxes to completely cover the cost of the services provided to them, chief among which are schools. Yet, pressure is mounting from residents demanding that levels of service be maintained or even increased and that service level deficiencies be corrected. The challenge, then, is to balance the cost of providing services and the need to provide varied housing opportunities, even if some households do not "pay their way."

In reviewing household and housing unit counts in Carroll County between 1980 and 1990, the Housing Study reported that the tight housing supply and loss of lower-cost housing has increased the overall costs of housing and reduced housing options for those with modest incomes.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Provide for a wide range of housing types, density, and affordability that is well maintained and will meet the needs of the entire community**

### Recommendations

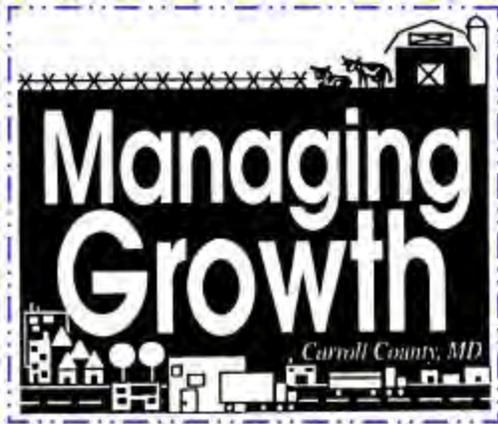
- A. Encourage mixed-use development, such as mixed business/flex, commercial, residential, and recreational uses, accessible to all socio-economic elements of the population in the CPAs.
- B. Review the County's Subdivision Regulations and Zoning Ordinance for obstacles to the creation of housing diversity.
- C. Provide incentives for moderately-priced housing units to be integrated with other residential development.
- D. Consider permitting accessory dwelling units in appropriate residential zoning districts to provide additional affordable housing opportunities.

E. Use federal and state rehabilitation tax incentives to encourage the improvement of the County's historic housing stock.

F. Enforce the Carroll County Minimum Livability Code.

## **Fiscal Impact to the County**

While it may be necessary to provide opportunities for varied housing types, there is a cost associated with doing so. As of September 1996, only houses valued at \$202,000 or more paid enough in taxes to completely cover the cost of the services provided to them. Therefore, all houses valued less than \$202,000 cost the County more in services than the house pays in taxes. Providing additional housing at that level will not alleviate the imbalance in cost of services provided versus taxes paid.



# Chapter Fourteen:

# Interjurisdictional Cooperation

## Chapter 14: Interjurisdictional Cooperation

### Goal

**Ensure communication and coordination between the County and the municipalities on projects and issues of mutual concern and promote interjurisdictional cooperation in planning and land use decisions**

### The Significance to Carroll County

Carroll County is a non-charter county with eight incorporated municipalities within its borders. Each municipality has its own mayor, council, and planning commission, along with the authority to enact its own laws separate and apart from those the County adopts.

Since the 1977 Agricultural zone amendments to the Master Plan, the County Commissioners and each municipality have annually entered into an agreement to share funds and coordinate planning and other governmental functions. The Town/County Agreements are formal documents enumerating the types of services the County provides to the towns. The agreements are tailored to the needs of the municipality and vary in complexity, depending on whether the town has in-house planning staff. County services range from simple liaison (i.e. notifying the town of all future developments within one mile of its boundaries) to full staffing for planning and zoning matters. The latter includes reviewing development plans and advising the appropriate municipal boards and commissions on the best course of action as well as preparing comprehensive plans and zoning and subdivision ordinances. The Agreement provides for cooperative referral by each jurisdiction to the other for review of subdivision plans, master plans or master plan amendments, annexation petitions, and rezoning petitions. This cooperative relationship has worked well. It ensures the open exchange of information regarding plans and development proposals. As a result, many issues are resolved at the staff level, reducing the possibility of problems later in the process. The County Commissioners also distribute funds annually to the municipalities upon execution of the Agreement.

As a member of the Baltimore Metropolitan Council (BMC), the County coordinates demographic, environmental, and transportation studies with Baltimore, Howard, Harford, and Anne Arundel Counties, as well as Baltimore City. In addition, a Memorandum of Understanding (MOU) with Montgomery, Prince Georges, Anne Arundel, Frederick, and Howard Counties and the City of Laurel provides for a sharing of

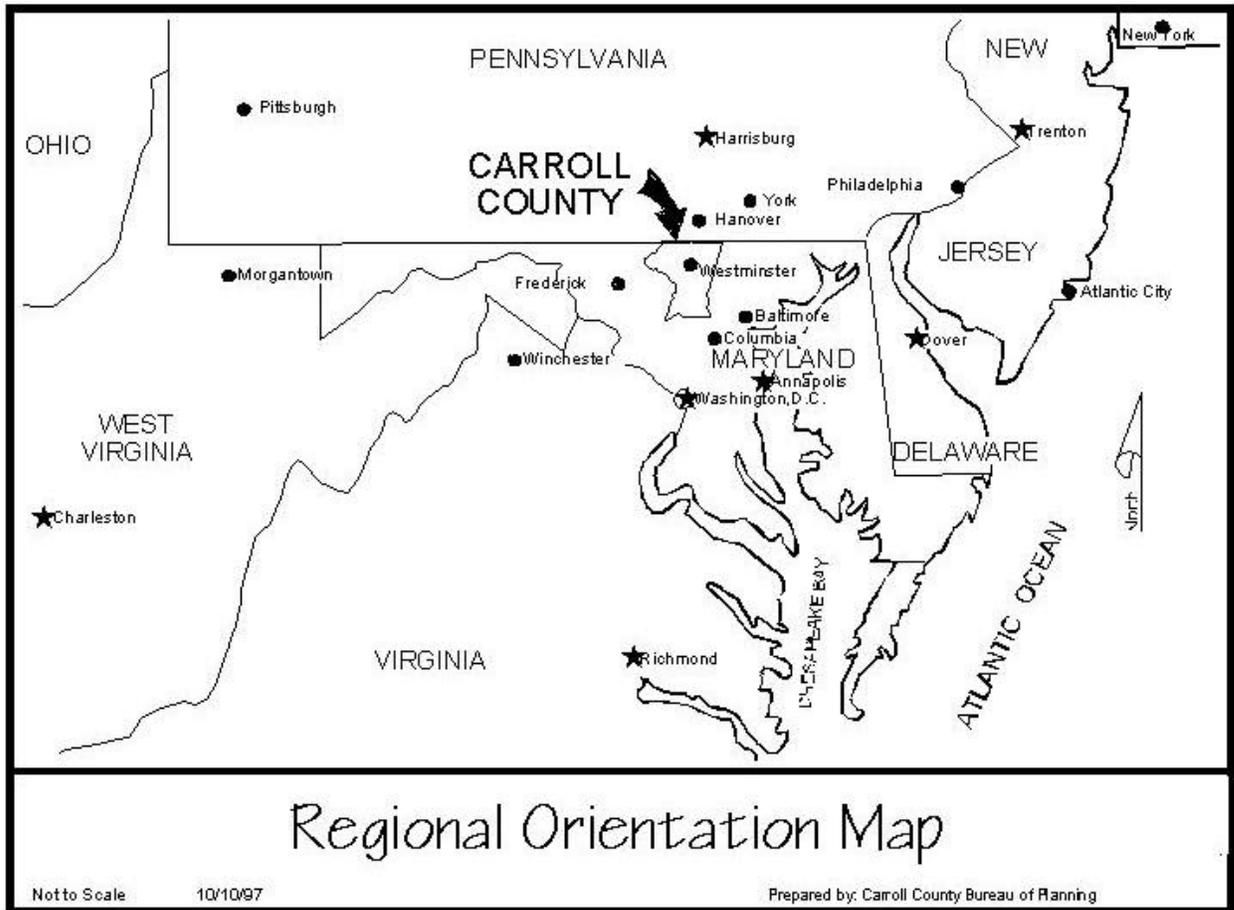
planning and development information. There is currently no formal mechanism to coordinate planning with the Pennsylvania jurisdictions to the north.

## The Challenge to Carroll County

Cooperation and communication between the different levels of government both within Carroll County and around it provide for a mechanism to address issues before they become problems. Initiatives for growth management detailed in this Plan present additional needs for interjurisdictional cooperation.

The municipalities, in response to a Master Plan questionnaire, reaffirmed their willingness to be the focus of planned development in the County. However, they also expressed their need for additional infrastructure and financial support to accept the planned population increases.

Being a “second tier” county, Carroll’s areas of major development, on the east and south, are adjacent to the agricultural zones of the metropolitan counties. Conversely, southern Pennsylvania’s residential development is occurring adjacent to Carroll County’s strong agricultural area in the north. It is only in the west that Frederick and Carroll’s agricultural areas are compatible. Ways to mitigate the potential impacts from these competing land uses, as well as traffic and environmental concerns, are only some of the reasons to maintain regional communication and cooperation.



## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Ensure communication and coordination between the County and the municipalities on projects and issues of mutual concern and promote interjurisdictional cooperation in planning and land use decisions**

### Policies

- A. Since growth is directed to the municipalities, the County will review projects and assist the municipalities, where feasible, in providing the needed facilities through the CIP process to service the additional population.
- B. The County will be an active member of the Baltimore Metropolitan Council to promote the interests of Carroll County residents on a regional level.
- C. Implementation of the County Zoning Ordinance will be consistent with the County Master Plan.

### Recommendations

#### *Local Municipalities*

- A. Revise the Town/County Agreements to tailor them to meet the specific needs of each municipality and the County and to better achieve the comprehensive plans for each jurisdiction.
- B. Work with the municipalities to achieve consensus on county-wide issues and decisions.
- C. Work with each municipality to study the development of a growth boundary for its ultimate development and corporate limits.
- D. Work with each municipality to plan concurrently and compatibly.
- E. Coordinate interjurisdictional CIP projects, such as roads, water and sewer, etc., to ensure they occur concurrently.
- F. Hold meetings annually between the County Planning Commission and each municipal Planning Commission to explore mutual planning issues.
- G. Work with the municipalities to develop a coordinated concurrency management review and approval process for development which impacts shared facilities, such as schools, roads, etc.

H. Continue to include cost-sharing provisions in the Town/County Agreement to assist municipalities in receiving a majority of the County's future growth.

I. Jointly review, adopt, and implement the comprehensive plans for each Community Planning Area to ensure a coordinated vision and planning for the future.

J. Continue to provide planning staff support to the municipalities.

***Other Jurisdictions***

A. Continue to participate in efforts to address regional issues and planning concerns.

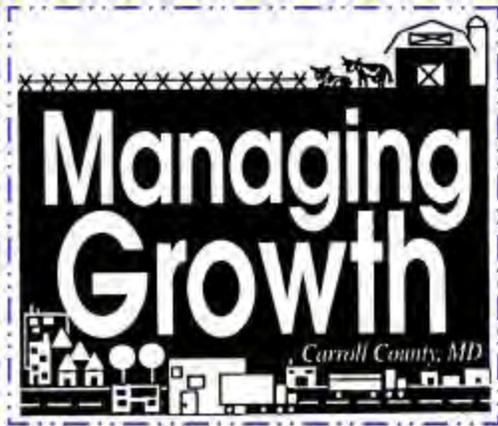
B. Continue and expand the Memorandum of Understanding (MOU) the County currently has with Frederick, Montgomery, and Howard Counties to include Baltimore County, Maryland, and Adams and York Counties, Pennsylvania, as far as sharing planning initiatives in proposed development along the borders.

C. Meet with staff from other counties on a periodic basis to discuss mutual concerns.

D. Negotiate changes to the language in the 1984 Reservoir Watershed Management Agreement that allows flexibility in meeting the competing objectives of the Agreement and the Governor's Smart Growth initiatives (higher density residential/commercial/industrial development within Priority Funding Areas).

## Fiscal Impact to the County

This goal and implementation recommendations will have minimal fiscal impact on the County, rather it continues and expands the coordination role of staff.



# Chapter Fifteen:

# Parks

## Chapter 15: Parks

### Goal

**Provide a coordinated and comprehensive system of public and private parks, recreational facilities and programs, and open space that will meet the active and passive recreational needs of all citizens of the County and enhance community design, identity, and vitality**

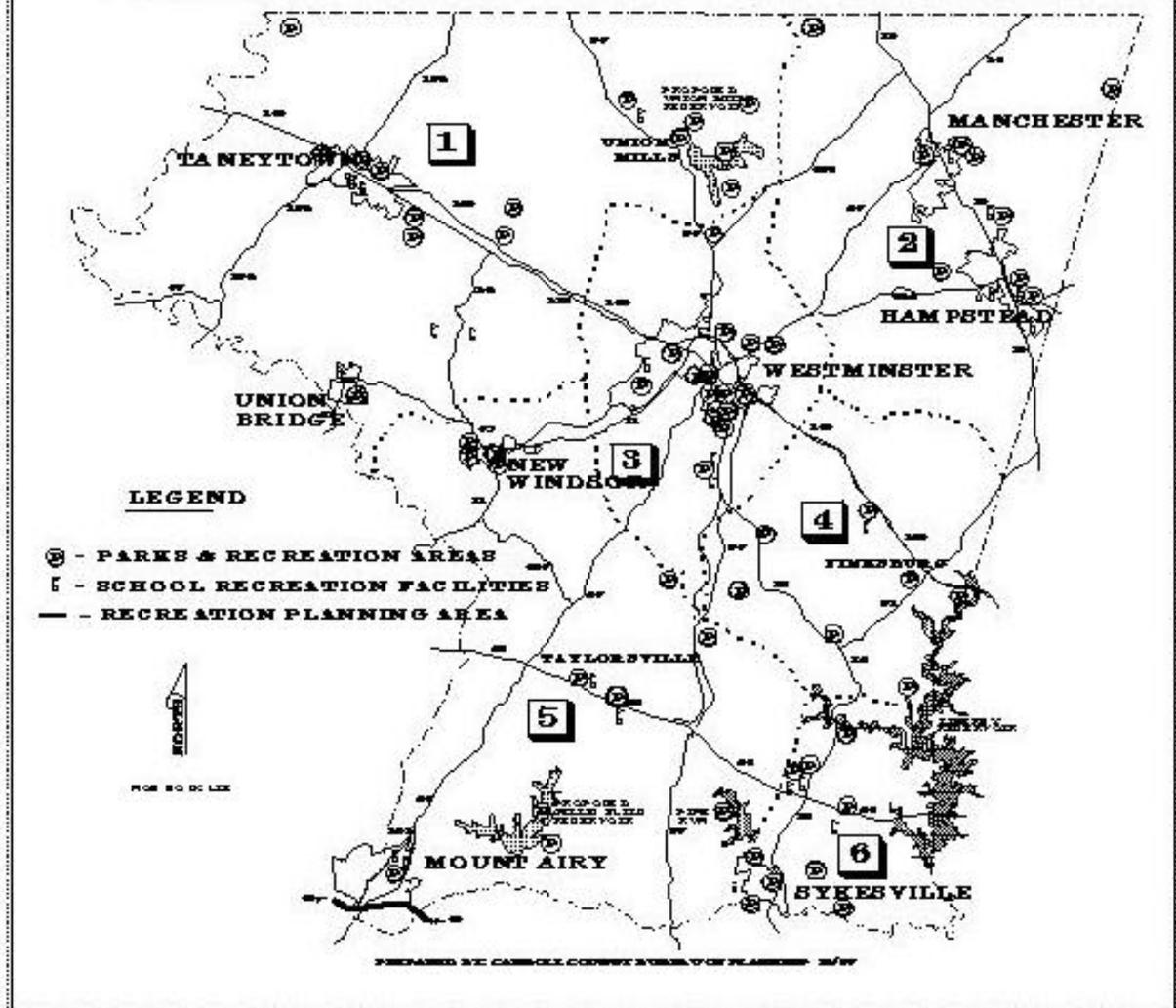
### The Significance to Carroll County

Carroll County has approximately 12,177 acres of public lands which are used for recreation to serve its population of 155,338. These recreation areas range from scenic, natural places, such as Piney Run Park and the land around Liberty Reservoir, to high activity parks such as Taneytown Memorial Park. Included in these over 12,000 acres are school sites whose playing fields are used by the entire community, reservoir areas that abound with hiking, fishing, and other recreational opportunities, state park lands in the County, and municipal parks. With all of these opportunities available, the County has an average of .078 acres of publicly-owned park land or open space per person (or 78 acres of park land per 1,000 people).

Many of the acres considered park land or open space are either existing or proposed school sites or existing or planned public water supply reservoirs, the acreage around which is protected to ensure good water quality. It is essential in areas that must rely upon surface water as their main water supply that reservoir sites be planned in advance of their need and that they be well-protected after their creation. Fortunately, this need has created the opportunity to develop low-impact recreational facilities such as boating areas, hiking trails, picnic areas, and bridal paths on the land surrounding the reservoirs. A similar benefit has been derived from school properties, which by their nature include playing fields and other recreational areas. The County's citizens often are able to benefit from and use these sites as part of a joint use agreement with the Board of Education.

A report, entitled the "Carroll County Greenways, Bicycle, and Pedestrian Facilities Technical Report," was prepared by the County in 1994 and outlines a recommendation for creating a countywide trail system. The trails system, if implemented, would facilitate better access to existing and future recreation facilities while concurrently decreasing the impact on the local roadway network.

## CARROLL COUNTY, MARYLAND EXISTING PARKS AND RECREATION AREAS



There are two major sport complexes with multiple ballfields in the County, as well as numerous fields and tot lots in smaller parks around the County. These recreational facilities provide additional benefits as well. These include benefits to the community such as safe and convenient play areas for children, aesthetically pleasing green space that relieves the harshness of the built environment, and healthful means of exercise for all citizens. Recreational areas function as local landmarks, imparting a sense of community identity through design, location, and the creation of places where neighbors can gather. The natural environment also benefits from many park areas, which provide plants with habitat and animals with food and shelter when left in a fairly natural state. The advantages in terms of water quality in and around the reservoir areas have already been mentioned but cannot be understated.

## The Challenge to Carroll County

Despite the fact that the County land holdings currently exceed the acres considered by the State to be adequate for recreation, it should not be assumed the needs for park land is adequate for the future. The need for recreational facilities and open space cannot be estimated simply on an acre per person basis. Rather, it must be addressed through a comprehensive and frequent review of the County's demographics and the types of facilities that these statistics and the local recreation councils indicate as needed. For example, it will not help to have over 500 miles of hiking trails if there are not enough baseball fields to serve the current and projected members of the Little League teams. Each community may have its own individual and specific needs that are not addressed through the mere provision of a certain number of acres.

In the future, as the face of the County changes so will its needs for recreation areas and open space. The County should plan for and provide its citizens with a network of parks, recreation areas, and open space that serve the needs of the entire population to the greatest extent possible. This will require improvements and additions to the existing network.

The majority of funding for parks and recreation facilities comes from Program Open Space (POS) and impact fees. Given the many services for which residents would like to see a level of service increase, parks often suffer when competing against schools, police, and other similar services for limited funds.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Provide a coordinated and comprehensive system of public and private parks, recreational facilities and programs, and open space that will meet the active and passive recreational needs of all citizenry of the County and enhance community design, identity, and vitality**

### Policies

A. The majority of additional park facilities will be funded through impact fees, POS funds, and other non-General Fund sources.

B. The Planning Commission may consider the location and development of community parks to be an integral part of CPA plan updates.

## Recommendations

- A. Locate designated open space contiguous to existing or proposed open space on adjoining development in order to establish scenic greenways, whenever possible.
- B. Encourage the creation of local land trusts for the purpose of accepting non-agricultural easements for recreation and open space and acquiring land for open space.
- C. Develop thresholds for recreational uses as part of the update to the *Carroll County Parks and Land Preservation Plan*.
- D. Periodically update the *Greenways, Bicycle and Pedestrian Facilities Technical Report*.
- E. Evaluate the existing impact fee structure for parks to see if the fee is adequate to cover the cost of park facility needs attributable to new development.

## COMMUNITY VIABILITY THRESHOLD 1

A MINIMUM OF 30 ACRES OF PUBLIC RECREATION AREA PER 1,000 COUNTY RESIDENTS WILL BE MAINTAINED.

The current State goal for recreation land is to maintain a minimum of 30 acres per 1,000 residents. By supporting the State goal, the County will retain its eligibility for POS funds. Since the County currently exceeds the 30 acres threshold, there is room for flexibility to examine specific recreational needs not being met. The minimum acreage is not set higher to help prevent recreational facilities from competing with such higher priority facilities as schools and roads for improvements funding. Recreational opportunities are, however, recognized for their significant contribution to the quality of life in Carroll County.

## Recommendations

- A. As the Union Mills and Gillis Falls areas develop for recreational uses, maintain certain areas specifically for low-impact recreation to ensure that this type of recreation remains available, to reduce the cost of park development, and to help preserve some of the County's natural and wooded areas.
- B. Designate public and private recreation areas countywide that meet the projected needs of the local and County populations.

## COMMUNITY VIABILITY THRESHOLD 2

INCREASE PEDESTRIAN, BICYCLE, AND EQUESTRIAN FACILITIES BY 5 MILES OR MORE PER YEAR, OR AN AVERAGE THAT PRODUCES 110 MILES OF ALTERNATIVE TRANSPORTATION CORRIDORS BY 2020.

Access to the recreational opportunities available to Carroll County citizens is mostly achieved via the automobile. One alternative to making recreation consumers

drive to their destinations is the provision of a Countywide trail system which would interconnect the recreational facilities present in the County while also connecting towns, neighborhoods, shopping areas, and schools. This threshold is included partially because the majority of the funding would likely not come from the General Fund. However, a reasonable and realistic mileage for yearly construction was chosen.

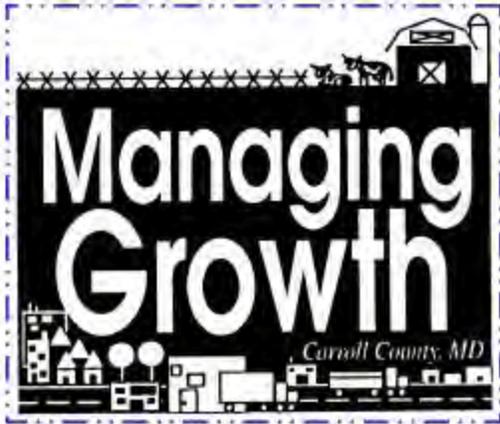
### Recommendations

- A. Periodically update the *Greenways, Bicycle and Pedestrian Facilities Technical Report* to encourage recreational and commuter trips along alternative transportation corridors.
- Create an easement mechanism for designating segments of identified greenway corridors as protected open space on any parcels undergoing development review.
  - Create an easement mechanism for voluntary donation of segments of identified greenway corridors.
- B. Seek non-county (state/federal) funds for construction of greenway corridor trails.
- C. Explore the use of POS or other funds for fee simple or easement purchases of segments of identified greenway corridors.
- D. Give first priority to connection of parks and school facilities with greenway corridors to improve access and to enhance their use as alternative transportation facilities.

## **Fiscal Impact to the County**

The impact fee collected for Parks (\$547 per single-family house) and POS funds (\$680,000 in 1997) accruing to the County from the State transfer tax should help to fund the future park needs in the County. The County currently has sufficient acreage to meet the 30 acres per thousand population until the year 2020, but as the recommendations recognize, additional park development will be needed to assure facilities are available in the growth areas.

As is the case with other recreation facilities, the trail system would be funded primarily by POS and impact fees. Additionally, because the trail system also benefits the overall transportation system, an innovative use of the Maryland Department of Transportation funding programs can be explored.



# Chapter Sixteen:

# Transportation

## Chapter 16: Transportation

### Goal

**Provide a safe and functional transportation system which implements the land use plan while promoting access and mobility for people and goods through a network of roads, rail, transit, and non-motorized opportunities**

### The Significance to Carroll County

The transportation network in and around Carroll County provides access for people and products to small local markets as well as large metropolitan areas. The Carroll transportation system, which contains roadways, railways, and airways, enables citizens to work at the nearby employment centers of Baltimore and Washington while they reside in an area seen as offering a high quality of life. The increasing pressures being brought to bear on Carroll's transportation network by the commuting public indicate, however, that the transportation system needs attention.

Although railroads have played a large part in the development of Carroll County's small towns, the automobile has had and will continue to have a major impact on the County transportation system. In recognition of the influence of the automobile, Carroll County developed and adopted its first Major Street Plan in 1962 -- two years prior to the first Countywide Master Plan. The Major Street Plan envisioned an interconnected network of state and local roadways that would provide access and mobility for residents throughout Carroll County and its eight municipalities.

The implementation of the Major Street Plan has been ongoing since it was first adopted in 1962. Considerable sections of the local roadway network have been constructed as part of residential, commercial and industrial development projects. The difficult roadway connections, however, those having high construction costs or posing significant environmental challenges, have been problematic in their implementation. Therefore, the County policy which placed the lion's share of the burden for road construction on the development community has resulted in an interrupted and incomplete road system.

Problems have also been encountered in efforts to implement the state roads portion of the Major Street Plan. Traditionally, it has been County policy to depend completely on the Maryland Department of Transportation (MDOT) for their timely construction of the County's proposed bypasses and other state road improvements. Expansion of state

roadway facilities which are, in many cases, Main Streets in local municipalities, have not been forthcoming. Carroll County and its municipal governments, expecting timely state investments in its roadway network, have allowed residential, commercial, and industrial development to proceed. The lack of state road construction as envisioned on the Major Street Plan has created near-failing and failing conditions at multiple locations along several state roadway segments in Carroll County.

In addition to the roadway network, Carroll's transportation system also offers other functional and recreational opportunities, including a public transportation system which offers seven Park and Ride lots, a countywide paratransit service (Carroll Transit) and private taxi and bus companies; a network of public and private airports and airfields; and a pedestrian facilities network of proposed interconnected trails that will provide both recreation and alternative transportation uses. The map on the next page identifies existing transportation facilities in Carroll County, including State highways, rail lines, airports, park and ride lots, and the Carroll Transit headquarters.

The Westminster Regional Airport plays a key role in the economic development plan for the Air Business Center business park in Westminster. The availability and location of the airport services offers a great range of opportunities for businesses to transport goods as well as providing convenient access for business travel. The airport is an amenity for this business center that can help to make this area more attractive to prospective businesses who might locate here.

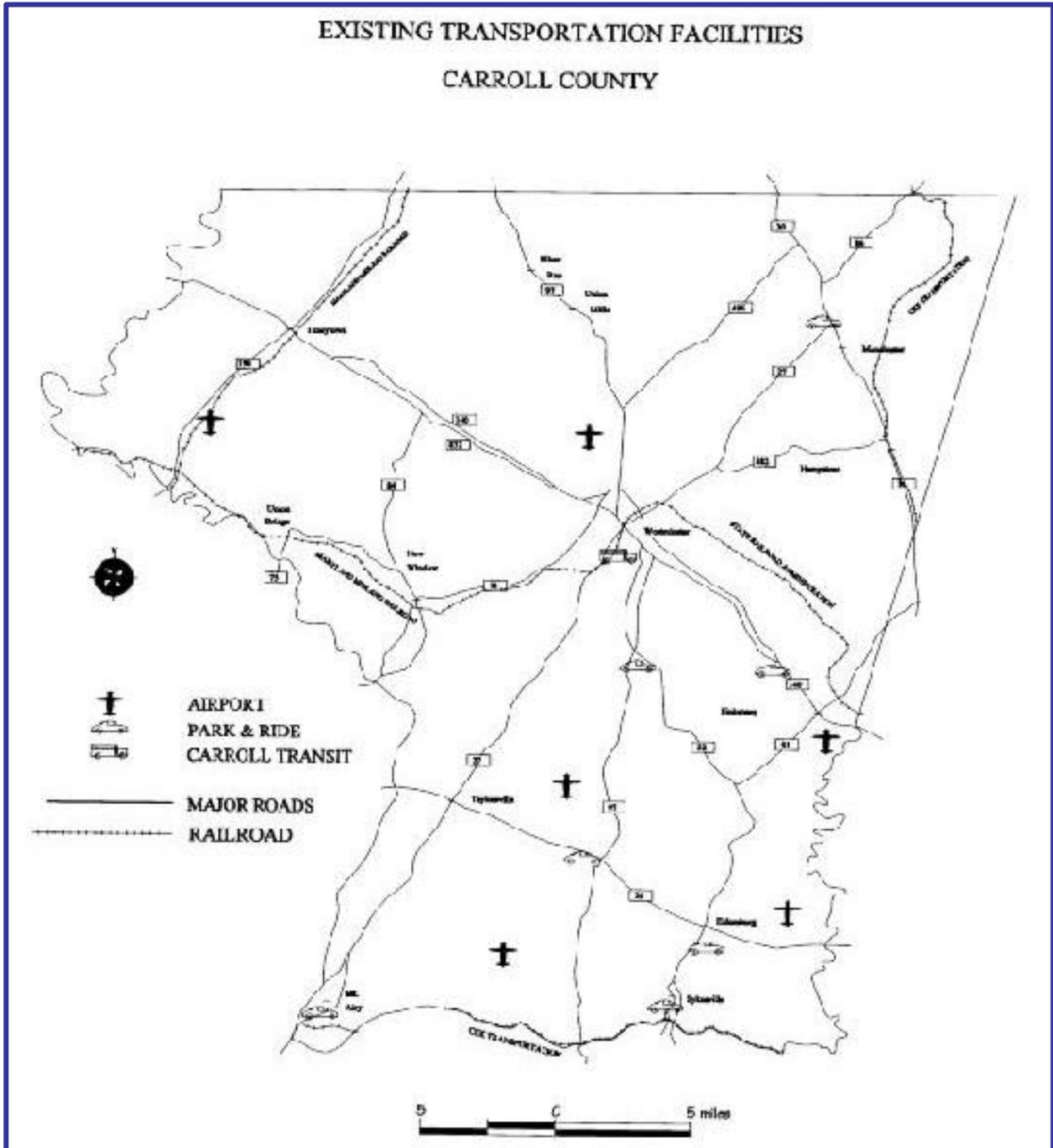
## The Challenge to Carroll County

All indications from state-wide and regional travel forecasts are that the suburb-to-suburb commute will be the fastest growing travel pattern in the future. Suburban Baltimore and Washington employment centers, such as White Marsh, Owings Mills, Columbia and Gaithersburg, will continue to grow in their regional influence. Carroll's location, relative to these destinations, presents special challenges for the local transportation network and its ability to continue to absorb the projected increase in commuters. With the two-mile segment of I-70 in the Mount Airy area making up the entire countywide interstate highway inventory, the major challenge to Carroll County will be to promote safe access and mobility on the existing and proposed roadway network. Four of the County's principal roadways, MD 140, MD 26, MD 32 and MD 30, are, at certain locations, approaching maximum carrying capacity, thereby justifying the bypasses and road widenings identified in the Major Street Plan. CPAs with a bypass on their Major Street Plan include Hampstead, Westminster, Manchester, and Taneytown. In other areas, intersection and spot improvements may be indicated for safety and increased traffic capacity.

With a population of 155,338, major commercial centers, parks, libraries, and a community college, Carroll County has achieved a major portion of the 1964 Master Plan. However, the Major Street Plan implementation has not kept pace with the needs of

the population. The County must find a way, with limited funds, to complete the local system as planned. These local connections will reduce reliance on the State highways which are already overcrowded with through-traffic. Federal and state funding for major highway realignments, as envisioned on the Major Street Plan, have been cut. Carroll County, therefore, is forced to petition the State for funds, often unsuccessfully, as State roadway needs arise.

In addition to the roadway system, there is a potential to develop trails and greenways in the County. As with most trail and greenway proposals, the property rights and liability concerns of nearby residents must be addressed. It is important to plan for and implement



an acceptable trail and greenway system to provide an opportunity for County citizens that is currently enjoyed in other jurisdictions. Providing safe and convenient pedestrian connections to schools, parks, commercial areas, etc. in the County will require a major commitment but may result in decreased reliance on the automobile for local trips.

In most cases, the scenic, rural, and small town heritage of our municipalities and communities can be maintained and enhanced by carefully considering landscaping, streetscapes, median treatments, signage, access points, and other factors along the respective historic Main Street areas. Westminster in particular has had great success enhancing historic Main Street, and this success can hopefully be carried over to other communities in Carroll County.

## The Choice: Goals, Policies, Thresholds, & Recommendations

### Goal

**Provide a safe and functional transportation system which implements the land use plan while promoting access and mobility for people and goods through a network of roads, rail, transit, and non-motorized opportunities**

### Policies

- A. Needed improvements will be a funding priority in the Carroll County CIP, especially for critical roadway segments and intersections.
- B. New subdivisions will be designed to avoid cul-de-sacs and encourage a grid road pattern.

### Recommendations

- A. Calculate the accident rate based on the most recent available “Accident Detail Highway Location Listing”, published by Maryland State Highway Administration, and review the high-accident intersections or roads to identify possible improvements needed.
- B. Consider traffic calming measures, in accord with standard Department of Public Works practice and in coordination with the State Highway Administration, where there is significant potential to slow traffic and improve safety in areas with nearby residences. On major roads, more appropriate solutions such as roundabouts, landscaping, pavement design, and geometric design may be considered.
- C. Periodically update the *Greenways, Bicycle, and Pedestrian Facilities Technical Report*, which provides for a countywide interconnected trail and pedestrian system, where feasible, to reduce pedestrian and bicycle accidents and which can integrate implementation of the *Greenways Plan* through the development process.
- D. Prepare and adopt revised “Traffic Impact Study Policy Guidelines.”

- E. Forward fund planned roads, where appropriate, to avoid fragmented infrastructure development. Develop a system whereby the County is reimbursed for road projects providing benefit to private developers.
- F. Update and adopt a countywide transportation master plan.
- G. Limit access on major and minor collector roads to encourage the development and connection of inner circulation systems and patterns.
- H. Investigate a greater role and responsibility for construction of State arterial and collector roads with the Capital Improvement Program funding in partnership with the State.
- I. Investigate a transportation improvement fund to permit needed transportation improvements on a more timely basis. This fund could be from an excise tax on new construction with proper State implementation legislation.
- J. Maintain and/or improve with corridor preservation and other measures the level of service along State arterial roads. This will ensure safety and promote the efficiency of goods movement for “on-time demand” and “just-in-time” deliveries. Studies will be conducted to review future needed rights-of-way to enhance access to interstate highways, especially I-70 and the nearby I-”95” corridor interstates.
- K. Revise the Zoning Ordinance, Subdivision Regulations, and the standards for highway and street design and construction to implement access control policies and a connecting system of streets.
- L. Review the road standards to identify where revisions can be made to make roads more pedestrian friendly.
- M. Emphasize the importance of the Westminster Regional Airport when developing transportation system linkages in the Transportation Master Plan.
- N. Work with the County’s delegation to the General Assembly to seek funding for State highway projects and prioritize them with the State Highway Administration.

## **Fiscal Impact to the County**

The realization of the complete transportation network in Carroll County, including the successful implementation of the Major Street Plan, an interconnected countywide trail system, and new roadway improvement needs recently identified, would be very costly. The Major Street Plan includes a combination of State and County roads which exceeds \$230 million in total construction costs. A countywide trail system, consisting of over

350 miles of trails and 2,300 acres, could cost over \$30 million to implement (based on average cost per mile figure of \$90,000 supplied by the State Greenway's Commission) if the County funded the complete proposed trail system. The cost to the residents of the County will be much less because grants and developers of major projects construct much of the needed infrastructure.

Locally, the cost for construction of all County road projects contained on the Major Street Plan would exceed \$70 million if it was completely County funded. This would equal an average cost of \$3.5M per year over the planning period 2000 through 2020. The estimated cost for local road construction is based on an estimated \$8 per square foot of roadway and was developed by the Department of Public Works. While the local road projects are located throughout Carroll County, the majority of local road construction is located within the Westminster and Freedom planning areas. In Freedom, in particular, it is important to note that the construction of several roadways involves the crossing of sensitive environmental areas and will likely have higher costs due to permitting and construction requirements.

Regarding State road projects, Carroll County has traditionally relied solely on the State of Maryland to fund its state transportation improvements contained on the Major Street Plan. It is apparent that continuing to rely on the State for \$160 million in state transportation improvements is not prudent planning. The Governor removed the Westminster bypass, at a cost of \$250 million, from the State plan. Therefore, the \$160 does not reflect the amount for that bypass. However, the County continues to keep that bypass on the County plans. Other counties in the state have begun programs, such as Howard County's transportation excise tax, that enable the jurisdictions to contribute significantly to the construction of needed state road projects. After Howard County had their enabling legislation approved, the County began charging 80 cents per square foot on residential, office, and retail development projects, as well as 40 cents per square foot on distribution and manufacturing projects. While impact fees were an option, Howard County decided to pursue the excise tax as a means of maintaining some ability to use the money in a flexible fashion. An impact fee has specific limitations which restrict flexibility and use of funds on non-related projects. Since Howard County implemented the excise tax, they have been in a position to contribute to, or totally pay for, local improvements to the state roadway network.

## GLOSSARY OF TERMS

**Accessory use** means a use customarily incidental and subordinate to the principal use or building and located on the same lot with such principal use or building.

**Accessory dwelling units** are residential dwelling units which are subordinate in size, location, and appearance to the principal dwelling unit.

**Advanced Life Support (ALS)** is a Cardiac Rescue Technician (CRT) or paramedic who can perform evasive skills in the field, e.g., use a defibrillator, etc.

**Aesthetics** relates to the pleasantness of the total environment and the perceptual aspects of the physical surroundings--their appearance to the eye and the comfort and enjoyment offered to the other senses.

**Affordable housing** means housing that is affordable to persons and families who have low or moderate incomes as established by the municipal corporation in which the housing is located.

**Agriculture** means the use of land for agricultural purposes, including farming, dairying, pasturage, horticulture, floriculture, viticulture, fish culture and animal and poultry husbandry, provided that the above uses shall not include the business of garbage-feeding of hogs, fur farms or the raising of animals for use in medical or other tests or experiments.

**Amend or Amendment** means any repeal, modification, or addition to a regulation, any new regulation, any change in the number, shape, boundary or area of a zone or any repeal or abolition of any map, part thereof or addition thereto.

**Available Threshold Capacity (ATC)** is the amount of capacity available for future development based on the adopted Facility Concurrency Threshold. Capacity is calculated by the agency of State or local government responsible for funding the facility or service involved and by taking into account any local area or countywide housing allocation established as part of the Concurrency Management Program.

**Basic Life Support (BLS)** is a beginning level firefighter-first responder or an emergency medical technician (EMT) who provides basic first-aid skills such as CPR and treatment of illnesses and injuries.

**Board of Zoning Appeals (BZA)** are residents of the County appointed by the County Commissioners to a board to hear and decide appeals where it is alleged there is an error in any order, requirement, decision, or determination made by the Zoning Administrator in the administration and enforcement of the zoning ordinance. The BZA may also hear and decide when requests for a special exception to the zoning ordinance may be approved. The power to authorize variances from the zoning ordinance, upon appeal, in specific cases is also given to the Board when this action will not jeopardize the public health, safety, and welfare.

**Capital Improvement Program (CIP)** is a six-year timetable for the installation of permanent public structures, facilities, roads, and other public improvements based upon budget projections.

**Census data** is the information published every 10 years by the U.S. Bureau of the Census for each state, incorporated towns and cities over 2,500 persons, and for all counties. There is a wide range of data available, including populations, ages, sexes, ethnic groups, housing conditions, property ownership, incomes, and commuting patterns, to mention but a few. The Agricultural Census is taken every 5 years (1987, 1992, 1997, etc.). Information includes farm size, crops, animal types, etc.

**Cluster development** means a development that groups residential, commercial, or industrial uses on a specific portion of a development site in order to provide for a reduction in permitted lot size and an increase in resulting open space, environmental or landscape resources, or recreation or other public facilities for the development.

**Community Development Block Grant (CDBG)** is a grant of funds from the U. S. Department of Housing and Urban Development (HUD) passed through the State of Maryland for the purpose of meeting local community needs for housing, infrastructure, and economic development. Projects must meet one of the following three national objectives: 1) benefit low and moderate income persons; 2) aid in the prevention or elimination of slums or blight; or 3) meet community development needs having a particular urgency. Jurisdictions compete for these funds, and projects awarded a grant must proceed in accordance with HUD regulations as well as any State guidelines.

**Community Planning Area (CPA)** is an area on the Countywide Master Plan for which a more detailed comprehensive plan has been prepared. Most of the CPAs have a municipality at their center. These are the areas in the County where the majority of residential, commercial, and industrial development is concentrated, as they are generally also the areas where public and private services are available. Directing growth into the CPAs helps to reduce sprawl, preserve farmland, and maintain the rural character surrounding the towns.

**Community Viability Thresholds** refer to the type of threshold which apply to factors or variables that affect the quality of life in Carroll County. They also represent the maximum or minimum quantities or percentages of a factor that the community is willing to pay for beyond what is required by law. They serve as a numerical goal toward which to strive. These thresholds could include factors such as the total amount of agricultural land to be preserved, the percentage of County tax base represented by industrial and/or commercial uses, or the amount of parkland that should be available in the County per 1,000 residents.

**Concept plan**, also referred to as a sketch plan, is a pre-application proposal submitted by a subdivider to the Planning Commission to find out what changes and improvements the Commission would require for approval of a formal subdivision. Review for Available Threshold Capacity is performed at this time.

**Concurrency Management** is a program of timing growth and the provision of public facilities by connecting it to the Capital Improvements Program and the ability of the County to fund improvement.

**Conditional approval** is granted by the Planning Commission in response to an application for development when the Planning Commission is willing to approve the application/plan provided that certain conditions are met before or during the development process.

**Conditional use** means a use which may be permitted in a district, through the granting by the BZA upon a finding by the BZA that it meets specified conditions.

**Connection Charge** is a one-time fee levied when a sewer or water transmission line is made available to a dwelling or business. The proceeds are used to fund future capital improvements and to upgrade existing facilities.

**Covenant (or restrictive covenant or deed restrictions)** means a private land use control which is included in the chain of title of property. A valid covenant restricts the certain uses of the property against the recorded deed. It is only enforceable by a limited group of people, such as other homeowners in the same subdivision or other landowners with similar restrictions on their property. These covenants are not enforceable by the municipal government. In addition, covenants have no effect on zoning or vice versa. Generally, whichever is more restrictive must be followed, although the covenant cannot be in conflict with the zoning.

**Cul-de-sac** is a turnaround at the end of a dead-end street. Generally, it is circular in shape, and is wide enough to allow an emergency vehicle or school bus to turn around.

**Dedication** means an “offer” of private land to a public agency for public use. Dedications are often used to obtain roads and parkland needed to serve a project. A public body must officially “accept” a dedication before it can utilize same.

**Demographics** are the characteristics of the population, such as average household size, density, growth rate, birth rate, etc.

**Density** means the number of buildings, offices, or housing units on a particular area of land.

**Development** means any activity, other than normal agricultural activity, which materially affects the existing condition or use of any land or structure.

**Downzone** is a change in a property's zone designation to require a lower density or a less intense use (for example, from multi-family residential to single-family residential).

**Dwelling** means a building or portion thereof arranged or designed to provide living facilities for one or more families, but not including a tent, cabin, mobile home, bus or a room in a motel or hotel.

**Easement** is the right to use property owned by another for a specific purpose, such as power line easements, or the property owner gives up the right to some of the uses he or she may otherwise have of that property.

**Environmental Resources Element (ERE)** is the sensitive areas element of the master plan which was required under the 1992 Planning Act and which was adopted by the County Commissioners on January 16, 1997. This element of the Master Plan is under separate cover from this document.

**Exaction** means a fee or dedication required as a condition of development permit approval.

**Facility Concurrency Thresholds** refer to a type of threshold which represents the maximum or minimum acceptable level for a facility. The level of service for the facility developed through community consensus is based on 1) cost, 2) current laws and regulations, and 3) community desires. The threshold, specified in numerical terms, represents the most a community is willing to commit in dollars beyond what is required by law. These thresholds provide a standard to determine adequacy of a public facility and yearly funding levels needed to move closer toward that numerical figure. Facility Concurrency Thresholds apply to such items as schools, roads, water and sewer (where applicable), fire, and police.

**Final plat or plan** refers to the final application proposal submitted by a subdivider to the Planning Commission. The final plat should include all recommended changes to the preliminary plan and signed approval of the final plat, along with certification of title and filing the plat, means the legal creation of a subdivision.

**Floodplain, 100-year**, is that area which, after ultimate development of its watershed based on current zoning, would be inundated by water runoff from the 100-year storm.

**Goals** identify the purpose toward which an endeavor is directed. They are broad statements of intended accomplishments which, if accomplished as a whole, would bring the community closer to meeting its overall vision of the future. They do not identify specific activities that will be undertaken.

**Growth management** is a conscious program intended to influence the rate, amount, type, location, and/or quality of future development within a local jurisdiction. Recommendations vary, but they can include capping the annual number of building permits, relating allowable development intensity to certain levels of infrastructure service, or limiting the location of new development.

**Hook-up Fees** refer to the fee that is charged to a homeowner for the actual construction of a lateral water or sewer line and tying it into the main transmission line.

**Impact fees** are fees charged as a precondition to construction or development approval which are related to funding public improvements necessitated in part or in whole by the development.

**Improvements** refer to facilities which aid in land development, such as streets, sewer and water lines, curbs, sidewalks, street lights, fire hydrants, and street signs.

**Industrial Park** means a tract of land eminently suitable for industrial use, subdivided and developed according to a comprehensive plan for occupancy by a group of industries and equipped with streets and necessary utilities. Industries must agree to accept certain standards of performance that are designed to protect the environment of the community.

**Infrastructure** is a general term for public and quasi-public utilities and facilities such as roads, bridges, sewer plants, water lines, power lines, fire stations, etc.

**Infill development** refers to development that occurs on vacant land which is scattered throughout an area which is already mostly developed. It does not refer to development that occurs on the fringes of a growth area.

**Jurisdiction** means the territory of a county or municipality within which its powers may be exercised.

**Local executive** means the chief executive(s) of the political subdivision whether the official designation of this office be elected executive head, county commissioner, or similar term.

**Lot** means a parcel of land occupied or to be occupied by a building and its accessory buildings, together with such open spaces as required and having frontage on a public right-of-way, unless where accepted elsewhere in this chapter.

**Master plan** means a *comprehensive plan* or any portion of the general plan which may consist of maps, data and other descriptive matter as a guide for the physical development of the County or any portion thereof, including any amendments, extensions, or additions thereto adopted by the Commission, indicating the general locations for major roads, parks or other public open spaces, public building sites, routes for public utilities, zoning districts or other similar information.

**Mixed-use development** means a single, relatively high-density development project, usually commercial in nature, which includes two or more types of uses. Zoning approvals for a mixed-use development may require the approval of a schematic or other development plan at the time of zoning.

**Moratorium** is a halt to new development or the issuance of permits. Moratoria are often imposed while a new comprehensive plan or zoning ordinance is written or when sewer or water facilities are inadequate to serve additional development.

**Overlay zone** is a zone which is superimposed upon other zoning. Overlay zones are used in areas which need special protection or have special problems. Development of land subject to an overlay must comply with the regulations of both zones.

**Parcel** is a contiguous lot or tract of land owned and recorded as the property of the same persons or controlled by a single entity.

**Plan** means the policies, statements, goals, and interrelated plans for private and public land use, transportation, and community facilities documented in texts and maps which constitute the guide for the area's future development. "Plan" includes general plan, master plan, comprehensive plan, and the like as adopted in accordance with §§3.01 through 3.09 of Article 66B.

**Planned unit development (PUD)** means a development comprised of a combination of land uses or varying intensities of the same land use in accordance with an integrated plan that provides flexibility in land use design approved by the local jurisdiction with at least 20 percent of the land permanently dedicated to open space. Zoning approvals for a planned unit development may require the approval of a schematic or other development plan at the time of zoning.

**Planning Commission** refers to an official body appointed by the governing body of a city or county that is responsible for making the comprehensive plan. In addition, the Planning Commission makes recommendations to the governing body on the zoning ordinance and zoning decisions as well as subdivision regulations. The Planning Commission has authority over approval of development proposals.

**Plat** means a map of land subject to a common development or sales plan that shows the location and boundaries of streets, individual lots or parcels, and other site information. In Carroll County, an owner/developer is required to record a plat with the office of Land Records located in the basement of the Courthouse Annex on Court Street in Westminster.

**Policies** identify the course of action to be taken when presented with a decision to be made on a given issue. To fulfill its role as a guidance tool, policy statements are included in the plan. These policy statements express the community's desires for future decisions and help to guide the achievement of the goals they have developed. The policies indicate the direction that decision-makers would take when decisions are to be made regarding County services and land use development. The policy statements are based on an overall set of goals for the community and its future.

**Preliminary plan** refers to the formal application proposal submitted by a subdivider to the Planning Commission. The preliminary plan should contain the Commission's recommended changes to the concept/sketch plan. The preliminary plan shows the property to be subdivided, lots, all roads, and easements. The Planning Commission may impose restrictions and exactions at this stage.

**Public Works Agreement (PWA)** means a legal agreement between the government and the owner and developer of land for the construction of water and sewer facilities, storm drains, streets, bridges, culverts, and other public improvements as well as use-in-common driveways.

**Recommendations** are optional courses of action which assist in the achievement of goals. Goals and thresholds help to identify where a community wants to be and toward what they are striving. However, they do not identify specific things that can be done to help the community get there. Recommendations are planning, land use, and general government-related activities that can be pursued, ideally as a whole, to help the community meet its goals and thresholds. Recommendations can also be described as implementation measures.

**Regulation** means any rule of general applicability and future effect including any map or plan.

**Restrictive covenants** or simply "covenants" or "deed restrictions" are private land use controls included in the chain of title of property. A valid covenant restricts the use of the property against which it is recorded and is enforceable by a limited group of persons -- usually landowners in the same subdivision and with similar restrictions on their properties. Zoning and covenants have no effect on each other, and zoning officials do not have the authority to enforce covenants.

**Right-of-Way** means the right to cross over property. A right-of-way (ROW) usually refers to public land. For example, public land on which a street is built is a right-of-way. The ROW includes not only the street, but the land between the street and sidewalk and the sidewalk. Rights-of-way across private property are usually for utility lines or driveways.

**Spot zoning** is the zoning of an isolated parcel in a manner which is inconsistent or incompatible with surrounding zoning or land uses or the adopted master plan, particularly if done to favor a particular landowner. A conditional use permit is not a spot zone.

**Stream** means part of a watercourse, either naturally or artificially created, that contains intermittent or perennial base flow of groundwater origin. Ditches that convey surface runoff exclusively from storm events are not included in this definition.

**Stream buffers** are areas which extend a minimum of 100 feet from the top of each stream bank along both sides of a stream unless modified by the Planning Commission.

**Strip development** is commercial and high-density residential development located adjacent to major streets. This type of development is characterized by its shallow depth, street-oriented layout, orientation or vehicles rather than pedestrians, lack of unified design (especially one which reflects the character of the community), and numerous points of street access. It impedes smooth traffic flow.

**Subdivision** means the division of a lot, tract, or parcel of land into two or more lots, plats, sites, or other divisions of land for the purpose, whether immediate or future, of sale or of building development. Subdivision includes resubdivision and, when appropriate to the context, relates to the process of resubdividing or to the land or territory subdivided.

**Subdivision plat (final)** is the final map or drawing on which the developer's plan of subdivision is set forth in detail and that has been approved by the Planning Commission for recordation among the land records of the County.

**Subdivision regulations** are the controls that government exercises over the development and construction of houses on lots which have been created as a result of the subdivision process. It specifies who will finance capital improvements needed to serve new growth. They also help to ensure the creation and preservation of adequate land records. Another key function is to ensure that subdivisions are properly designed as well as providing consumer protection measures.

**Threshold** means the minimum or maximum acceptable level allowed for a service, facility, or quality of life variable.

**Tischler & Associates, Inc. (TA)** is the fiscal consulting firm hired by the County Commissioners to look at the cost to County government of implementing some of the key thresholds and to identify additional funding sources that would help pay for services at the level desired by County residents.

**Townhouse** means one of a group of multi-family dwelling units in the same structure, each of which units is separated by a party wall from any adjacent unit and each of which dwelling units has its own entrance directly from the outside.

**Tract** refers to an area, parcel, site, piece of land, or property that is the subject of a development application.

**User Charges (for water or sewer service)** are fees billed to individual homes or businesses which receive public water and/or sewer service from the local government.

**Variance** means a modification only of density, bulk, or area requirements in the zoning ordinance where such modification will not be contrary to the public interest and where owing to conditions peculiar to the property, and not the results of any action taken by the applicant, a literal enforcement of the ordinance would result in either, as specified by the local governing body in a zoning ordinance, unnecessary hardship or practical difficulty.

**Vision or Vision Statement** refers to a statement that defines a community's preferred future.

**Zone** means an area within which certain uses of land and buildings are permitted and certain others are prohibited, yards and other open space are required and lot areas, building height limits and other requirements are established, all of the foregoing being identical for the zone in which they apply.

**Zoning Administrator** means an officer of the town, appointed by the Mayor, who administers the zoning regulations and acts as Secretary to the Board of Appeals.

**Zoning Capacity** is the maximum number of dwelling units or businesses that are actually allowed in an area based on the zoning.