



CHAPTER 10: ECONOMIC DEVELOPMENT & ACTIVITY

GOALS

As previously detailed in Chapter 2, Union Bridge has set forth the following goals:

- To fund the necessary infrastructure expansion to attract and support the commercial and industrial development needed and desired within the community and to increase the tax base
- To encourage a balance of light industrial, retail, and commercial businesses that are complementary to the residential community
- To increase employment opportunities within the community that make use of the skills of the strong work force
- To foster a welcoming atmosphere to help recruit and retain community business partners via open and accessible support from the Town
- To make the community more attractive for commercial/industrial development

CURRENT CONDITIONS

1 *Inventory of Major Industries*

Major Industries Union Bridge Election District	
Major Industry	Type of Operation
Lehigh Cement Company	Producer of high quality blended and specialty cements and construction materials
M. R. Pfoutz & Sons, Inc. and Prime Manufacturing	Stairway design and construction
Maryland Midland Railway	Railroad freight distribution
Stambaugh's, Inc.	Concrete manufacturing, road and utility excavation, construction, and maintenance
Wilks Precision Instrument Company	Specialty plastic manufacturing

Source: Town of Union Bridge, 2002



Industrial Employment Union Bridge Election District

Major Industry	Number of Employees
Lehigh Portland Cement	150
M. R. Pfoutz & Sons, Inc. and Prime Manufacturing	75
Maryland Midland Railway	25
Stambaugh's, Inc.	103
Wilks Precision Instrument Company	12

Source: Town of Union Bridge, 2002.

2 *Inventory and Assessment of Industrial Areas*

The Union Bridge GA has approximately 509 acres of land zoned for industrial uses. Within the Town's limits, there are 88 acres of land zoned for restricted industrial use. Outside of the town limits, Carroll County has 271 acres of land zoned for restricted industrial and 150 acres zoned for general industrial uses in the GA. The largest contiguous industrially-zoned properties are located in the southern and southeastern portion of the GA. The land totals approximately 425 acres, the majority of which is located outside of the town limits. At the present time, much of this land is undeveloped and owned by the Lehigh Cement Company.

The industrial area is primarily bounded by MD 75 to the north and Frederick County to the south. At the south end of town, the industrially-zoned land lies on the east and west sides of MD 75. Access is from MD 75, Shepherd's Mill Road, and Quaker Hill Road.

The topography of this industrial area is gently rolling slopes. There are no streams traversing the land, most of which is presently used for agricultural production. The majority of the area falls within the future water and sewer service area. A portion of the land that is within the existing town limits is in the existing and final planning water and sewer service area.

The remaining area of industrially-zoned land is within the town limits. The area is located on North Main Street at Elger Street. The parcels total approximately nine acres, and both Maryland Midland Railway and Stambaugh's Incorporated occupy the entire site.

The topography of this industrial area is relatively flat. It is bound to the north and east by the Little Pipe Creek Park, and to the south and west by residential and light commercial uses. The parcels are within the future service area for water service and in the priority service area for sewer service.

3 *Inventory of Major Commercial Centers*

While there are no formal commercial centers located within the study area, there are businesses scattered throughout the community. The majority of the businesses are located downtown along MD 75 (Main Street). The Town's zoning does accommodate commercial development, with Local Business and General Business zoning strategically located throughout the town. Land zoned for Local Business is located along MD 75 at Elger Street heading south past Broadway Street, and at the south end of town, west of MD 75.



Areas with zoning for General Business include properties along MD 75 west of Phillips Lane and MD 75 at West Elger Street.

4 Employment/Number of Jobs

A strong economy and ample employment opportunities are essential to maintaining a high quality of life in the community. A healthy economy and solid labor force not only promote the retention and expansion of existing business, they also encourage new businesses to locate in the County. This, in turn, provides residents with increased job opportunities and more buying power to support local businesses. Of equal importance is the beneficial effect a robust economy has on the provision of public services to local residents and businesses.

According to the 2000 Census, the civilian labor force for Union Bridge consisted of 459 persons aged 16 years and older. The following table shows area employment broken down by industry. Between 1990 and 2000, the actual number of employees working in the fields of manufacturing, finance/insurance/real estate, and public administration declined substantially. The largest increases, based on overall numbers, were in construction and service related industries. Construction, manufacturing, and service related industries continued to comprise the largest segments of employed persons among the categories.

Industry	1990		2000		Change in %
	#	%	#	%	
Ag/Forestry/Fishing/Hunting/Mining	5	1.10	9	1.96	+0.86
Construction	58	12.80	91	19.83	+7.03
Manufacturing	149	32.89	86	18.74	-14.15
Transportation	27	5.96	35	7.63	+1.67
Communications	4	0.88	15	3.27	+4.15
Wholesale Trade	16	3.53	18	3.96	+0.43
Retail Trade	36	7.95	33	7.19	+0.76
Finance/Insurance/Real Estate	24	5.30	8	1.74	-3.56
Service Related	109	24.06	155	33.77	+9.71
Public Administration	25	5.52	9	1.96	-3.56
Total	453	100.00	459	100.00	

Source: US Census

The following table provides area employment based on occupation. Between 1990 and 2000, the number of managerial/professional specialty occupations and operators/fabricators/ laborers saw the sharpest decline. Jobs relating to service occupations and precision production/ craft/repair occupations experienced the largest growth. Despite its decline in the overall percentage of the workforce, operators/fabricators/laborers remained the largest segment of employed persons among the categories.



Employed Persons by Occupation 16 Years and Older Town of Union Bridge 1990 and 2000					
Occupation	1990		2000		Change In %
	#	%	#	%	
Managerial/Professional Specialty Occupations	86	18.98	67	14.60	-4.38
Technical/Sales/Administrative Support Occupations	97	21.41	100	21.79	+0.38
Service Occupations	44	9.71	80	17.43	+7.72
Farming/Forestry/Fishing Occupations	5	1.10	2	0.44	-0.66
Precision Production/Craft/Repair Occupations	85	18.76	98	21.35	+2.59
Operators/Fabricators/Laborers	136	30.02	112	24.40	-5.62
TOTAL	453	100.00	459	100.00	

Source: US Census

5 Acreage of Industrial and Commercial Use and Zoning

According to the Carroll County zoning maps, the total amount of land zoned for industrial use within the Union Bridge GA was 509 acres (see Current Zoning map). The results of a 2001 survey of existing land uses for the CPA showed a total of approximately 260 acres actually being used for industrial purposes, which is about 51 percent of the total industrially-zoned land. Almost all land zoned for industrial use but not actually being used for industrial purposes was in agricultural production or resource land. About 88 acres of the industrially-zoned land in the GA are within the town limits. This accounts for 18 percent of the land within the town limits.

A total of approximately 49 acres were used for commercial purposes, with the amount of land actually zoned for commercial use being about 35 acres. Just over 34 acres of land, or 7 percent, were actually zoned for commercial use within the town limits. Not all of the land being used for commercial or industrial uses is actually zoned for that use.

6 Industrial and Commercial Tax Base

Residential development contributes the largest dollar amount to the County's revenues compared to other types of development. It is followed by commercial and industrial development, which is then followed by agriculture.



**Assessable Tax Base by Land Use
Fiscal Years 1997 to 2006
Union Bridge CPA**

Fiscal Year	Industrial/ Commercial (Dollars)	% of Total	Agricultural (Dollars)	% of Total	Residential (Dollars)	% of Total	Total (Dollars)
1997	6,221,600	23.55	2,685,520	10.16	17,513,000	66.29	26,420,120
1998	6,259,120	23.24	2,601,490	9.66	18,068,270	67.10	26,928,880
1999	6,542,770	23.50	2,647,400	9.51	18,651,940	66.99	27,842,110
2000	6,736,060	23.22	2,812,600	9.69	19,463,820	67.09	29,012,480
2001	7,035,270	23.61	2,939,630	9.87	19,817,280	66.52	29,792,180
2002	17,191,584	22.45	7,668,384	10.01	51,725,818	67.54	76,585,786
2003	48,864,900	44.35	7,847,520	7.12	53,470,670	48.53	110,183,090
2004	26,602,951	29.46	8,086,451	8.96	55,603,460	61.58	90,292,862
2005	27,351,472	28.47	10,455,882	10.88	58,252,244	60.64	96,059,598
2006	28,431,900	27.93	11,165,220	10.97	62,202,110	61.10	101,799,230

Source: Carroll County Department of Management and Budget, 2007

The above table provides assessable tax base information for the Union Bridge GA/CPA. Assessable tax base is now calculated at 100 percent of total market value for all residential, commercial, and industrial uses in the area (as opposed to the previous 40 percent multiplier); for agricultural uses, it is also now calculated at 100 percent of the value of the land for agricultural purposes (as opposed to the previous 50 percent multiplier). For Fiscal Year 2006, commercial and industrial development accounted for roughly 28 percent of the total assessable tax base, while residential development made up 61 percent of the total base. Agricultural development accounted for the remainder (11 percent) of the total real property assessment base.

7 Transportation Infrastructure

The Town of Union Bridge is served by both rail and highway access. MD 75 (Green Valley Road) is the primary road into the town, and it also forms the Main Street of Union Bridge. MD 75 is a two-lane road that links Union Bridge with New Windsor to the east and to Libertytown, I-70, and other points to the south. Because MD 75 is the only major highway through the community, it is used by many individuals commuting to their places of employment. According to the State Highway Administration, MD 75 operates at Level Of Service (LOS) A/B within the county, and LOS A within the Town of Union Bridge. Shepherd's Mill Road connects MD 75 and Quaker Hill Road and serves the industrially-zoned area east of town.

The presence of the Maryland Midland rail line that runs to Union Bridge connects the town to the Port of Baltimore and a variety of points in between. Presently, the rail line runs directly past the industrial area east of town and into the downtown commercial and industrial areas of Main Street. A railroad spur is planned to serve the industrially-zoned area east of town. The existence of the rail line provides an economically efficient mode of transporting goods and materials to and from businesses in the community, while reducing the frequency of heavy truck traffic through the Main Street of town.

ANALYSIS OF COMMUNITY NEEDS

Smaller businesses that can justify and compete against existing businesses through sound service and



quality products are needed to serve the existing and future residential population. Typically, several businesses of the same type can coexist simply because of personal preferences of the consumer. However, there are many goods and services that are not yet available in the community that could provide additional choices to consumers.

With the exception of Lehigh Cement Company, the majority of businesses and industry within the community employ a small number of employees. Most of the work force commutes out of the community to work. This would indicate a need for additional professional and technical jobs to provide employment opportunities closer to home.

Both within the town and the environs there exist more than 260 acres of vacant, industrially-zoned property. Although the land is zoned for industrial development, it is not served by public utilities, which detracts from the community's ability to compete for new companies located in the area. According to the *Town of Union Bridge Extension of Public Water / Sewer to Proposed Industrial Areas Final Preliminary Engineering Report*, issued in November 2006, analysis of the developable industrial acreage produced an estimated average demand of 150,000 gallons per day. This number will vary dependant on the intensity of uses. However, when coupled with the potential for significant residential growth (698 units x 250 gdp), 324,500 gallons per day would be needed in addition to the Town's current usage. Industrial sewer demand (800 gallons per acre x 150 developable acres = 120,000 gpd) added to residential demand would require an estimated 294,500 gpd in additional sewer capacity.

Other than MD 75, all of the roads in the Union Bridge area are local in nature with collector or local status. The result for industrial development is a lack of options for routing truck traffic. MD 75 is the only realistic route for traffic bound for Baltimore, Washington D.C., Frederick, and points further west. Attracting industrial and business uses is also made more difficult because of the lack of an interstate highway traversing the County, although Maryland Midland Railway does provide opportunities for freight movement and connection to other geographic areas. As a result, the Town and County must ensure that their industrially-zoned land is the most ideal land possible in terms of location, suitability for development, the provision of services, and access.

At roughly 28 percent, the assessable commercial/industrial tax base within the GA is relatively high when compared to the county and surrounding region. However, as of 2006, commercial and industrial development accounted for only 12.10 percent of the assessable base countywide. 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 Town and County need to maintain their 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.



RECOMMENDED ACTIONS

1 Coordinate Economic Development Efforts with the Carroll County Department of Economic Development

The Carroll County Department of Economic Development maintains staff that are experts in the area of economic development. These professionals can be very helpful to the Town in providing useful economic development and marketing assistance, directing appropriate potential commercial and industrial users to the available locations in the Town, and coordinating the efforts to recruit and retain businesses. As prospects investigate Carroll County as a potential area to locate new facilities, the majority of companies will contact the Department of Economic Development for assistance. A coordinated effort with this Department will ensure that the desired and appropriate prospects are directed toward the sites in Union Bridge. The Department works to increase economic development opportunities in the county as a whole, including the towns; economic development in the incorporated areas also benefits the County at large, as well as providing coordination assistance on loans and financing. Efforts to develop and market expanding business opportunities should also be coordinated with existing groups such as the active and growing Union Bridge Business Association (UBBA).

2 Evaluate Potential Areas to Market and Develop a Joint Marketing Plan with Carroll County Economic Development Department

Marketing certain areas for economic development involves not only identifying the users or purchasers of certain goods and services, but also the businesses that would be attracted to the area. Some communities thrive on providing merely the basic traditional goods and services needed by the resident population. Others find that they need to identify or establish a certain niche. This niche emphasizes the advantages and amenities of the Town, capitalizes on the availability of other similar businesses, or builds on the proximity of another type of business that may be in need of support.

The Town should evaluate what types of businesses are most likely to locate in the area and why. Once a market niche has been established, the Town should work with the County to develop a joint marketing strategy that will help to accomplish these goals.

3 Explore ways to implement the recommended alternative for extending needed development infrastructure, including water and sewer service as well as other technology systems to the industrial areas.

To be able to best respond quickly and efficiently when a potential industrial developer/user pursues a particular industrial site, public water and/or sewer service should be available or ready to be made available to further encourage the potential user to locate in Union Bridge. Projections of future system needs should take future industrial users into account.

One way of prioritizing or ensuring a certain level of availability would be to reserve a certain percentage or portion of any available water and sewer capacity for commercial/industrial use. The recently issued *Town of Union Bridge Extension of Public Water / Sewer to Proposed Industrial Areas Final Preliminary*



Engineering Report, issued in November 2006, also explores the parameters of the necessary improvements, their estimated cost, and the feasibility of the extension of these services to vacant and/or underutilized industrial areas. The Town should explore ways to implement the recommendations contained in the report in order to be able to market this land.

4 Consider Tax Abatement Program for Existing Commercial and Industrial Sites as Well as Homes Within the Main Street and Community Gateway Areas

Jurisdictions around the country are all competing for the same few industrial and business users that each year look at locations for new facilities. Therefore, it is important for the Town to be able to implement as many incentives as possible to give it even just that small edge over the next location.

One such incentive is tax incentives. The Town should investigate creating a tax abatement program. This type of program could benefit a Main Street revitalization effort as well as commercial and industrial areas by providing financial incentives to improve properties, while at the same time not diminishing the Town's current revenues and still ensuring future increases in tax revenue. A tax abatement program encourages residents and businesses to make changes that improve the Town and eventually results in higher tax revenues for the Town. The program could allow property owners to make improvements to their buildings such as decks and other home improvements, up to a certain dollar amount (for ex. \$25,000) without being assessed taxes on the improvements for a specified period of time (for ex. 5 years). These incentives are typically tied to a design review process and/or design standards to ensure that the projects result in appropriate and compatible improvements. This program could be combined and promoted in conjunction with existing state and federal tax credit programs, including historic preservation tax credits, to multiply the benefit and inducements to property owners.

5 Integrate Potential for Neighborhood Convenience Uses into New Residential Neighborhoods to Promote a Sense of Community and Reduce Car Travel

Individual neighborhoods should be part of the fabric of the community as a whole. For the most part, businesses should also be concentrated in the village center. Not only is it central to the majority of homes and services, it also draws the entire community to the village center. There are instances where it is also useful, however, to allow for new "mom and pop-type", small stores that provide basic staples such as groceries or services such as day care. To further minimize the reliance on automobiles and reduce the need for parking, the Town should consider allowing a limited amount of these types of stores, and possibly even require it in new developments. These small stores further help to increase community pride and character.

6 Expand Landscaping and Buffering Requirements into Industrial Areas to Better Protect Surrounding Uses and Community Character

Any type of industrial use generates additional noise, traffic, and visual impacts to surrounding uses than were apparent prior to the development. As the Town has a unique and special small-town character, buffering between other uses, especially residential, will help to minimize those impacts and contribute to preserving community character. These buffers can provide a visual screen, help to absorb sound, and increase the aesthetic appeal, all of which can help to preserve property values as well.



Landscaping also provides a benefit to the businesses and their employees. Plants, open spaces, and designated spots for employees may help to improve or maintain employee morale. They provide attractive places for employees to congregate, to take lunch breaks, and to increase pride in the company.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

The recommendations contained in this plan may be policy-oriented or action-oriented, and their implementation may be the responsibility of the Town, the County, other public agencies, private landowners and developers, or a combination of these. This section is designed to identify the potential fiscal impacts to the Town and/or County of each of the recommendations. There could be "No Fiscal Impact," meaning the Town or County would not incur direct or predictable expenses as a result of implementing the recommendation, an "Undetermined Impact," meaning there likely would be a cost associated with implementing the recommendation but that cost can not be determined at this time for various reasons, or a "Fiscal Impact," which likely would be incurred by the Town or County if the recommendation were implemented. For recommendations that have an identified fiscal impact, the cost of implementing that recommendation is estimated to the best degree possible.

1 Coordinate Economic Development Efforts with the Carroll County Department of Economic Development

No Fiscal Impact

2 Evaluate Potential Areas to Market and Develop a Joint Marketing Plan with Carroll County Economic Development Department

No Fiscal Impact

3 Explore ways to implement the recommended alternative for extending needed development infrastructure, including water and sewer service as well as other technology systems to the industrial areas.

Undetermined Impact: There would be time required to research and then prepare applications for possible funding sources available to the Town. Based on estimates, that work would take at least one week's time (40 hours), and may take longer. Currently, those contract services are provided to the Town and would cost approximately \$800 per 40-hour block of time.

Fiscal Note: As of November 2006, in the report presented to the Town by CLSI, construction costs to supply water and sewer service to this area were estimated at \$2.97 million for the Lease property, \$1.1 million for the Lehigh property, and \$1.42 million for the Kilfadda property.

Further information is required to determine what technology infrastructure will be needed to facilitate development at each of these sites. As an estimate, approximately \$5 to \$7 per liner foot of conduit and cable would need to be budgeted for Schedule 40 cable and \$6 to \$8 per foot for Schedule 80 cable, assuming that work could occur concurrently with the other infrastructure installation.



4 Consider Tax Abatement Program for Existing Commercial and Industrial Sites as Well as Homes Within the Main Street and Community Gateway Areas

Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the scope would need to be further developed before a reasonable cost estimate could be determined. Variables such as the amount of the tax abatement and the time that it would be in effect could have varying impacts on the revenue that otherwise might accrue to the Town.

5 Integrate Potential for Neighborhood Convenience Uses into New Residential Neighborhoods to Promote a Sense of Community and Reduce Car Travel

No Fiscal Impact

6 Expand Landscaping and Buffering Requirements into Industrial Areas to Better Protect Surrounding Uses and Community Character

No Fiscal Impact