



CHAPTER 5: GROWTH MANAGEMENT & LAND USE

GOALS

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

- To plan and scale the geographic size of the Town and its future growth and enlargement, as well as the designated growth area, to maintain a strong sense of community and small town atmosphere
- To retain the rural surroundings of the Town through land preservation programs
- To arrange for the appropriate balance of residential, industrial, commercial and conservation land uses within the community at preferred locations
- To arrange for transportation networks that support, complement and facilitate the community's land use plan
- To review zoning to permit it to be flexible and adaptable enough to meet the changing needs of all sectors of the community

CURRENT CONDITIONS

1 Current Development Regulations

Many ordinances and other regulations have been adopted that affect the manner in which development occurs within the town. Several were County ordinances which have been adopted by the Town. Other ordinances have been enacted by the Town on its own behalf. Certain ordinances are currently enforced by the County (e.g. Sediment Control, Forestation, Life Safety Code etc.) which provides the necessary inspection; while others are enforced by the Town (e.g. Stormwater Management, Flood Plain Management, Water Resource Protection, Landscaping, Zoning and Development Review), which retains engineering and other consultants to perform necessary inspections.

2 Current Development Patterns

Since the Union Bridge and Environs Comprehensive Plan of 1990, there has not been any new major residential development outside the Town within the designated growth area. Within the corporate limits, the only significant development has been Shriner Court. This twenty unit senior housing development located between Ladiesburg and Quaker Hill Roads was opened in 2005.

The "1990 Land Use Designations" map (map number 1) shows current land use categories in the Union Bridge CPA. The table below contains acreage calculations for these categories. Please refer to Chapter 16 "2008 Land Use Designations" (pp 131-132) for brief descriptions of the following land use designations.



Current Land Use Designations Acreage 1990 Union Bridge CPA				
Land Use Category	Existing Town	Percentage of Town	Existing County	Percentage of County
Business General	19.92	6.01	5.89	0.45
Business Local	9.26	2.79	0.00	0.00
Conservation	64.65	19.49	355.69	27.01
Industrial Restricted	92.40	27.85	270.84	20.56
Industrial General	0.00	0.00	149.97	11.39
Suburban Residential	48.54	14.63	418.19	31.75
Urban Residential	96.96	29.23	0.00	0.00
Agricultural	0.00	0.00	116.40	8.84
Total Acres	331.72	100.00%	1316.98	100.00%

Source: Carroll County Planning Department, 2007

Two residential development projects, Jackson Ridge on the Phillips property and the proposed development on the Bowman property, The Villages of Union Bridge, have the potential to increase the town’s population substantially. The approved preliminary plan for Jackson Ridge in the northeastern portion of the planning area consists of 183 units in Section I, with approximately 141 more units proposed for a future Section II. The Villages of Union Bridge at the north end of town showed a total of 272 units, with an additional 102 age-restricted unit potential in future phasing. If these numbers are multiplied by the persons per household (2.66) data from the 2000 U.S. Census, the population of Union Bridge could increase by an estimated 1,585 persons when these developments are completed, with an additional 153 persons (1.5 per household) resulting from age restricted housing. However, an essential prerequisite to the full realization of these development plans is arranging for additional wastewater treatment plant (WWTP) capacity, which is neither engineered nor constructed.

Referring to the table above, 44 % of the acreage within the town limits has been designated for Residential uses followed by 28% designated for Industrial use, nearly 20% designated for Conservation use and about 9% designated for Business uses.

In addition to the two large properties that remain to be residentially developed, there is the 198-acre Mary Clemson Wilson property on the western side of the GA. With the exception of Lehigh Cement Company, most of the land surrounding the town remains in agricultural use, including a large block of land on the eastern side of town that is slated for industrial development. Land outside of the GAB generally is zoned for agricultural practices, with limited development potential.

Several Agricultural Land Preservation districts and easements exist in the area surrounding the GAB. Easements and districts are located along Bucher John, Main, Union Bridge, Ebert, Bark Hill, and Green Valley roads. Many of these tracts of land combine to form large contiguous blocks of preserved land, in keeping with a specific goal of this Plan noted above.

There are existing retail and service businesses throughout the town, many of which are centered along the MD 75 (Main Street) corridor. The commercial area generally extends from a grocery store at the northeast end of town to a convenience store at the south end, with an array of small retail and commercial businesses in between. In September 1995, the Town Council adopted a Main Street Revitalization plan to renew the downtown area.



New industrial development includes the expansion of the Lehigh Cement Company, Maryland Midland Railroad and Stambaugh's, Inc. In 1999, the Lehigh Cement Company began a \$270 million expansion project, however virtually all of these improvements are located outside of the Town limits. The facility was dedicated in May 2002 and is now the largest and most modern cement plant in North America. Maryland Midland and Carroll County have invested in track and other infrastructure to support the continually expanding production capacity of Lehigh Cement. A new rail connection between the plant and the Shepherd's Mill Road track opened for service in September 2007. This new connection replaces the Farquhar Street tracks, permitting the rehabilitation of the street.

3 Annexations Since 1990

A BOWMAN SPRINGS / HONEYSUCKLE LANE AREA

On December 5, 1991, the Town annexed 14.82 acres of land zoned R-10,000. No waiver of zoning was required. The annexation was reflected on County Map Amendment 229-95

B PHILLIPS PROPERTY #1

On August 17, 1992, the Town annexed 110.25 acres of land zoned R-10,000 (99.72 acres) and General Business (10.53). No waiver of zoning was required. The annexation was reflected on County Map Amendment 228-95.

C PHILLIPS PROPERTY # 2

On June 23, 1995, the Town annexed 46.77 acres of land zoned Conservation. This land has become the Little Pipe Creek Park. No waiver of zoning was required. The annexation was reflected on County Map Amendment 226-95.

D ELMER WOLFE ELEMENTARY SCHOOL ANNEXATION

On July 5, 1996, the Town annexed 13.25 acres of land zoned R-10,000. This land was acquired for the new Elmer A. Wolfe Elementary School. No waiver of zoning was required. The annexation was reflected on County Map Amendment 242-99.

E BOWMAN PROPERTY

On November 7, 2003, the Town annexed 125 acres of land zoned R-10,000 (107 acres) and Conservation (18 acres). A waiver of zoning was requested and granted to rezone 5.16 acres from Conservation to R-10,000. The annexation was reflected on County Map Amendment 263-04.



4 Inventory of Existing Use of Land

The following table describes the existing use of properties in the CPA in June of 2001 when this inventory was taken. Not all uses are consistent with the zoning because some of the land uses were in existence prior to zoning or changes in zoning. Other uses are conditional uses within a zone. See the map entitled “Inventory of Existing Use of Land” for more detail on the use of specific properties. Categories shown below and on this map are more general than the zoning categories. The map entitled “Publicly-Owned Land” (map number 3) shows the location of land in public ownership.

Use of Land	Town of Union Bridge	Percentage of Town	Remainder of CPA	Total Acreage	Percentage of CPA
Agricultural	320.20	51.92	752.88	1073.08	74.48
Commercial	45.92	7.45	3.07	48.99	0.30
Industrial	52.29	8.48	205.44	257.73	20.32
Mixed Use	5.04	0.88	0.00	5.4	0.00
Multi-Family	9.94	1.61	0.00	9.94	0.00
Single-Family	93.52	15.17	48.94	142.46	4.83
Public Use	81.46	13.21	2.65	84.11	0.26
Vacant	8.03	1.3	0.00	8.03	0.00
Total Acres of Zoning	616.72	100.00	1012.98	1629.74	100.00

Source: Carroll County Planning Department

5 Current Zoning

The following table shows the current zoning by acreage within the existing town limits as well as within the remaining portion of the GA. The zoning identifies the uses that are currently permitted on a property or in an area. Some categories exist within the town but not within the county and vice versa. See the map titled “Current Zoning” (map number 4) for locations.

Zoning Category	Town of Union Bridge	Percentage of Town	Remainder of GA	Total Acreage	Percentage of Total GA
Agricultural	0.00	0%	45.84	45.84	3%
Local Business	9.17	2%	0.00	9.17	1%
General Business	25.50	4%	0.00	25.50	1%
Restricted Industrial	88.27	14%	270.84	359.11	23%
General Industrial	0.00	0%	150.05	150.05	10%
Conservation	100.43	16%	289.97	390.40	25%
R-20,000	0.00	0%	10.00	10.00	1%
R-10,000	290.25	47%	173.04	463.29	30%
R-6,000	101.90	17%	0.00	101.90	6%
Total Acres of Zoning	615.52	100.00	929.74	1,545.26	100.00

Source: Carroll County Planning Department



6 *Current Growth Management Measures*

Growth management in the Union Bridge study area falls under the jurisdiction of both the Town and County. Inside the corporate limits, the Mayor and Town Council, and the Town Planning and Zoning Commission have approval and development control. The remaining unincorporated portion of the study area is under Carroll County's jurisdiction. The Carroll County Commissioners and the Carroll County Planning Commission have development control outside of the town limits.

A COMPREHENSIVE PLAN

The comprehensive plan for the Union Bridge area is the guiding growth management tool for the town and the area of the county within the Union Bridge Community Planning Area. The plan is to be reviewed and, if necessary, updated every six years. The Town Planning Commission develops the comprehensive plan, and the Mayor and Council adopt the plan and any associated zoning changes. The County Commissioners adopt the plan and any zoning changes for the county portion of the plan.

The 1990 Comprehensive Plan helped to address several significant issues for the Union Bridge area. One of the most significant was the need to develop protection measures for the abundant groundwater resources in the area. The plan also reinforced the need for economic development efforts that would foster investment opportunities within the planning area. The plan identified future public water and sewer requirements for those areas planned for growth based on population projections. Most of the land within the GAB also is within the Town's Priority Funding Area (PFA) because it meets minimum requirements for density and planned services such as water and sewer (see map number 5, "Priority Funding Areas").

Subsequent to the 1990 adoption of the Union Bridge & Environs Comprehensive Plan by the Mayor and Council and the County Commissioners, the Town, reviewed and adopted an updated Plan for the Town in 2000. No review was made by the County to the Environs in 2000. The Environs are now being jointly reviewed and updated by the County and Town together with the land area within The Town of Union Bridge. As part of the study and discussions related to preparing the 2008 Union Bridge Community Comprehensive Plan, a thorough review of zoning designations both within the municipal boundary and within the GAB was undertaken. As a result, one parcel within the Town, the municipal parking lot at Warehime Alley, was recommended for consideration for comprehensive rezoning to change the parcel from "Urban Residential" to "Local Business."

B ANNEXATION PETITIONS

The Mayor and Town Council of Union Bridge have the authority to annex properties. This allows the Town to decide when and where new land can be annexed and developed. The 1990 plan identified a "limit of planned public water and sewer service area/future corporate limit line" which was to be the guide for annexation and growth. Land use designations on the plan map support this concept. Land that is annexed should be developed according to the plan. Following modifications to the Land Use statutes section 3.05 (Article 66B) adopted in 2006, some regulations guiding annexations were modified. Within the first five years, if proposed zoning density changes on annexed land would increase density by more than fifty percent of the existing zoning density, a zoning waiver must be sought from the County Commissioners.



C WATER AND SEWER MASTER PLAN

The Town of Union Bridge owns and operates the public water and sewer facilities for, and supplies water and sewer services to, properties within the town limits. New development in the Town of Union Bridge must connect to public water and sewer if the Town makes the services available. Since the Town controls these systems, the Town can decide when and where the facilities will be extended or allocated and if the supply is adequate for any proposed development. The Town can control growth by approving or denying additional connections to either system. The Town also controls the Capital Improvements Program (CIP), which allocates funding and phasing for the expansion or upgrade of the water or sewer systems.

The County, with the assistance of the Town of Union Bridge, develops a triennial Water and Sewerage Master Plan for future extensions of the water and sewerage facilities, which serves as a guide for the expansion of these facilities. The triennial plan also re-evaluates the current water and sewerage capacities and projects additional growth along with assessing potential expansion of these facilities.

D ADEQUATE PUBLIC FACILITIES

The County has an adequate facilities ordinance currently applicable to the unincorporated portion of the study area. The ordinance is used to keep residential or commercial growth from proceeding at a rate which would unduly strain public facilities, especially schools, roads, water and sewer facilities, police, fire, and emergency medical services.

The Town of Union Bridge does not have adequate public facilities regulations, but has historically looked to either annexation agreements or development agreements and has addressed development on a case by case basis to determine adequacy.

In the County, the Adequate Public Facilities and Concurrency Management Chapter of the Carroll County Code of Public Local Laws is designed to phase and time residential growth and public facilities through the development plan approval process and the County's CIP. Planned residential growth is permitted to proceed at a rate that will not unduly strain public facilities, specifically schools, roads, water and sewer facilities, and police, fire, and emergency medical services. This ordinance is designed to establish minimum thresholds for public facilities. Limits and allocations for development are set each year where public facilities are projected to be inadequate. Although development in incorporated towns is not restricted by the County regulations, the development within the town limits is accounted for in the development of the County's reports on the cumulative impact to public facilities. The County Commissioners have the authority over this chapter and its provisions. Annually, Available Threshold Capacity (ATC) limits for specific geographic areas are determined by the County Commissioners for each facility/service based on the information contained in the annual Concurrency Management Report. The Concurrency Management Report tracks development moving through various stages of the approval process, evaluates the fiscal outlook, and provides capacity information for each facility.

E 1992 PLANNING ACT AND 1997 SMART GROWTH INITIATIVES

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 amended the Land Use statutes (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.

Under the Smart Growth initiatives, counties may designate areas as Priority Funding Areas (PFA) if they meet guidelines for intended use, areas planned for sewer and water systems, permit a certain residential density, or fall within the municipal boundary. In addition, areas eligible for County PFA designation are existing communities and areas where industrial or economic development is desired. Counties may also designate PFA areas as those planned for new residential communities which will be served by water and sewer systems and meet density standards. The State will not allocate their funds where new development outside of a PFA is low in density; there must be an average density of 3.5 dwelling units per acre to qualify for State funds. This initiative prohibits the State from funding growth-related projects not located within in a PFA.

ANALYSIS OF COMMUNITY NEEDS

Neither the election district nor the town has experienced much growth since the comprehensive plan was last updated in 1990. From 2001 through 2006, the election district and the town had a total of 29 residential use and occupancy (U & O) permits issued, with 20 of those being issued for a single development. Despite the virtual zero growth in the study area, substantial new residential development is being proposed for both the Bowman and Phillips properties north of the downtown area, as noted earlier in this chapter.

Additionally, there are several areas identified for commercial or industrial use that are undeveloped. These include the commercial area associated with the Phillips property, the industrial area that lies along Shepherd's Mill Road, and the industrial area on the west side of Main Street/MD 75 across from Lehigh Cement Company (Kilfadda property). The industrial area along Shepherd's Mill Road includes the land west of the original roadway alignment. However, the roadway was constructed following a different alignment, so the logic that defined this area no longer applies. Development of this area, as well as the Kilfadda property, also is constrained by the lack of public water and sewer service. A study completed in November 2006 and conducted by Carroll Land Services Inc. (CLSI) estimated the cost to provide water and sewer service to all of these areas at about \$5.5 million, not including land acquisition and/or other system upgrades that might have to be performed in conjunction with this work.

The Town's emphasis on Main Street Revitalization and its recent streetscaping project in support of this effort have benefited commercial businesses downtown. The grocery store north of Little Pipe Creek and the convenience store south of Locust Street are the only commercial establishments outside of the downtown and there is little discussion about needing to change this situation. A small commercial area is designated for the front portion of the Phillips property along MD 75, which should adequately serve the needs of the new and existing townspeople while not detracting from the downtown area as the town's core commercial area.

In light of these pending developments, the Town and County have put in place regulations that are designed to provide for growth in a manner that is consistent with and contingent upon planned community facilities. Coordinated capital planning involving both the private and public sector (Town, County, and State) will be needed, to ensure that public facilities are adequate to serve the areas planned for development



(see Community Facilities, Chapter 8, for more information).

RECOMMENDED ACTIONS

- 1 *Explore the potential for possible alternatives for extending water and sewer service to the industrial areas*

The 2006 Town of Union Bridge Extension of Public Water/Sewer to Proposed Industrial Areas Preliminary Engineering Report examined the various options and extensive costs associated with extending municipal water and sewer services to several large vacant tracts of industrially zoned land directly adjacent to the Town. These options need to be explored jointly by the Town and the County working with the Industrial Development Authority as has been done in other parts of the County. The matter of reserving wastewater treatment plant (WWTP) capacity for industrial development needs to be seriously considered in conjunction with new WWTP capacity in order for these sites to be viable candidates for industrial development.

- 2 *Following adoption of the comprehensive plan, pursue a comprehensive rezoning within the Town to reflect the land use designations shown in the plan*

A comprehensive rezoning is a commonly used tool to achieve the desired land uses envisioned in the plan and implement specific comprehensive plan recommendations. By conducting a comprehensive rezoning in the Town, the area within the town limits will match the land use designations in the plan and reinforce the desired intentions and vision for the Town.

- 3 *Following the annexation of the subject areas, amend the Priority Funding Area (PFA) boundary to reflect the proposed expansions illustrated in the 2008 Union Bridge Community Comprehensive Plan*

This plan envisions a consistent suburban residential community character for the areas around Bark Hill Road and Arrow Lane. It also envisions appropriate steps to facilitate the development of the planned industrial areas lying east of Shepherd's Mill Road and south of MD RT 75. One of those appropriate steps is including those areas into the officially recognized Union Bridge PFA which requires amending the state designated PFA boundary. This formal process may begin once the Union Bridge Community Comprehensive Plan document has been adopted and after those property owners seek annexation into the corporate limits. Prior to amending the PFA boundary, modifications will need to be made to the Carroll County Master Plan for Water & Sewerage. This plan is amended on a regular cycle throughout the course of the year. Once the water & sewer service area changes have been adopted, that will permit moving forward with the PFA expansion request which is initiated via a letter to the Maryland Department of Planning. This proposed PFA boundary expansion will be consistent with the municipal growth area and the land use designations for those areas of the Growth Area (GA).

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

The recommendations contained in this plan may be policy-oriented or action-oriented, and their implementation may be Fiscal 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 Explore the potential for possible alternatives for extending water and sewer service to the industrial areas*

Fiscal Note: The pressing need to provide infrastructure involves exploration of funding sources and partnerships. A portion of this recommendation will simply involve discussions between the various stakeholders and partners. The costs for the town’s grant consultant are estimated to be \$800 per week to prepare funding requests based on the results of these discussions.

- 2 Following adoption of the comprehensive plan, pursue a comprehensive rezoning within the Town to reflect the land use designations shown in the plan*

No Fiscal Impact

- 3 Following the annexation of the subject areas, amend the Priority Funding Area (PFA) boundary to reflect the proposed expansions illustrated in the 2008 Union Bridge Community Comprehensive Plan*

No Fiscal Impact