

# COMPREHENSIVE PLAN 2024



*TOWN OF WALKERSVILLE*  
*MAY 2024*



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## CHAPTER I

# INTRODUCTION AND REGIONAL CONTEXT

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The Comprehensive Plan is a statement of the vision for the Town of Walkersville's future. This vision is based on the community's values as expressed in a series of goals, objectives, policies and recommendations. The Plan is an official document that provides direction for public decisions regarding land use, development, zoning, housing, infrastructure, transportation, water resources, community facilities and services, capital improvements, and municipal growth. The plan sets a work program for public officials, citizens and staff to implement the community vision.



*The Town's vision is to maintain its small town character by limiting growth and maintaining the agricultural buffer that separates the Town from surrounding communities.*

Walkersville began a comprehensive planning process in 1963 with the adoption of the Town's first Master Plan. The Plan was revised in 1972, 1988, 1997, 2003 and 2011. In 1990, the Town and County completed a Joint Annexation Limits Study that identified the ultimate growth limits for the Town.

### PLAN PURPOSE

The 2023 Comprehensive Plan Update provides specific recommendations concerning population and development trends, future land uses, municipal growth, housing, water resources, transportation patterns and community facilities. The Plan purposes include the following:

- To provide information about the population, community character, natural features, sensitive areas, water resources, land use and development trends, housing, transportation and community facilities of Walkersville;
- To provide a vision for the future of Walkersville, as stated in a series of goals, objectives and policies;
- To assess the quality of life in the Town and make recommendations as to ways

to protect, improve, and enhance the built and natural environment;

- To consider land use needs for new development that would enhance the Town's quality of life and meet the needs of its current and future households, businesses, employers and institutions;
- To provide opportunities for future residential, commercial, employment and institutional development that fit within the overall vision for the future of the Town and are coordinated with the provision of adequate public facilities and services;
- To serve as a guide to local decision makers and to set an agenda for public action;
- To coordinate Town plans with Frederick County plans, including Livable Frederick, the Comprehensive Plan maps, the Water and Sewerage Plan, Priority Preservation Plan (agricultural preservation), the Parks and Recreation Plan, and highway and transportation plans; and
- To comply with requirements of State laws and mandates.

## REGIONAL CONTEXT

The Town of Walkersville is located in Frederick County, in the state of Maryland. The City of Frederick is located southwest of the Town and the Town of Woodsboro is located to the north. State law requires that jurisdictions prepare comprehensive plans and sets forth the elements which must be included within those plans. The County Plan sets forth a vision for the future of the County as a whole, including a vision for the role existing communities will play in its future growth. The growth of Frederick City also has a significant impact on the Town, particularly as the City grows closer to the Town. The future plans for the City will determine how close the City will grow to the Town.

Whatever the Town of Walkersville plans for its future, it occurs within the context of its surroundings, and that context is growth. All three jurisdictions--the State of Maryland, Frederick County, and the City of Frederick--through their plans and regulations--advocate planned, "smart" growth that minimizes the impact of growth on natural resources, that preserves open space, and which concentrates development in areas with public facilities that can support it.

## VISIONS FOR THE STATE OF MARYLAND

Maryland, along with Virginia, Pennsylvania, the District of Columbia, the Chesapeake Bay Commission and the U.S. Environmental Protection Agency, has identified the restoration and preservation of the Chesapeake Bay as a top priority. Toward this end, Maryland adopted the Economic Growth, Resource Protection and Planning Act of 1992 (The Planning Act) which called for local governments to integrate environmental protection with plans for the physical development of their community. The Planning Act required local governments to incorporate seven "visions" into their comprehensive plans that encourage economic growth, limit sprawl development and protect natural resources.

The 2009 General Assembly passed the “Smart, Green and Growing” initiative in the form of three bills. The Planning Visions law, updating the seven visions adopted in 1992, went into effect October 1, 2009. In accordance with this law, there are now twelve planning visions that need to be incorporated into local government comprehensive plans.

## ***MARYLAND’S TWELVE PLANNING VISIONS***

**Quality of life and sustainability:** A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;

**Public participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

**Growth areas:** Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers;

**Community design:** Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources;

**Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;

**Transportation:** A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

**Housing:** A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

**Economic development:** Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State’s natural resources, public services, and public facilities are encouraged;

**Environmental protection:** Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources;

## **SMART GROWTH**

The 1997 Neighborhood Conservation and Smart Growth Act requires that all State funding for “growth related” projects (such as highways, sewer and water construction, economic development assistance, and State leases and construction of new office facilities) be directed to Priority Funding Areas (PFA). All municipalities were designated as PFAs as part of the act. Areas annexed after January 1, 1997 must meet specific criteria to qualify as a PFA. Undeveloped parcels must have public or community water and sewer service and an average permitted residential density of at least 3.5 dwelling units per acre. (Areas zoned for industrial or employment development would also qualify as PFAs). The County may also designate growth areas as PFAs, provided that the permitted residential density meets 3.5 dwelling units per acre minimum. The 2009 Planning visions law requires local jurisdictions to report restrictions that occur within a PFA due to the administration of an Adequate Public Facilities ordinance.

## 2006 STATE PLANNING LEGISLATION—WATER RESOURCES AND MUNICIPAL GROWTH ELEMENTS

In 2006, the State legislature passed three bills affecting land use planning and comprehensive plans. These bills mandate the inclusion of four new plan elements in municipal and/or County plans: Water Resources element, Municipal Growth element, Priority Preservation element, and Workforce Housing element.

Counties and municipalities are required to address the relationship of planned growth to the area’s water resources in the Water Resources element. The requirement was meant to ensure that the comprehensive plan fully integrates water resources issues and potential solutions. The element outlines how management of water and wastewater effluent and stormwater will support planned growth, given existing and future water resource limitations.

The requirement to include a Municipal Growth element is meant to ensure that comprehensive plans include a detailed and quantitative analysis of the municipality’s anticipated growth. Past growth trends and patterns must be examined, and it must include a projection of future growth in population and resulting land needs based on a capacity analysis of areas selected for future municipal annexation and growth. The effects of growth on infrastructure and natural features both within and adjacent to the present municipality and future annexed areas must be examined. The legislation encouraged partnership with the County government in delineation of growth areas.

Future annexations were also affected by the 2006 legislation. In the past, municipalities needed to show consistency between the County’s comprehensive plan and the future intended use. Under the new legislation, municipalities must show consistency between the County’s current zoning of the property and the future intended use of the parcel to be annexed. Annexations must be planned for and included in a 20-year municipal growth boundary/future annexation limit line.

The 2006 legislation required counties to identify priority preservation areas in terms of productivity and/or profitability. It must include criteria for acreage goals and plans for contributing towards statewide preservation goals.

The fourth element is required of local governments interested in being eligible for the Workforce Housing Grant Program. The Workforce Housing element would address workforce housing needs and develop goals and priorities for addressing those needs.

## 2012 SB 236 SUSTAINABLE GROWTH AND AGRICULTURAL PRESERVATION ACT (SEPTIC BILL)

The goal of the Septic Bill was “To limit the disproportionate impacts of large subdivisions on septic systems on our farm and forest land, streams, rivers and Chesapeake and Coastal Bays.” The bill required growth tier mapping in accordance with the following guidance:

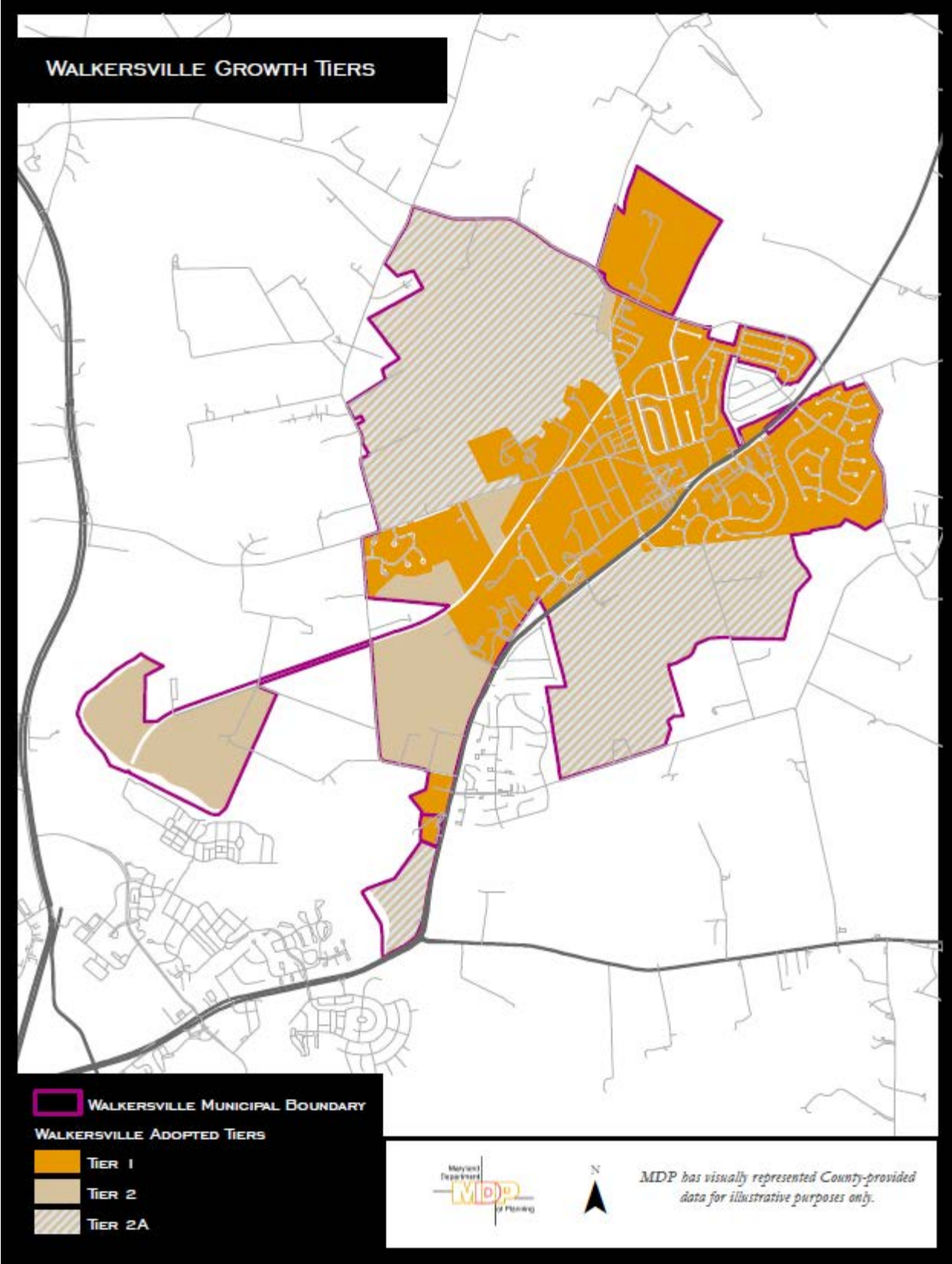
Tier I – areas currently served by public sewerage systems

Tier II - areas planned to be served by public sewerage systems

Tier II A (as it applies to Walkersville) – Areas within a Municipal Growth Element (MGE)\_NOT planned for sewer service

Tier III – areas not planned to be served by public sewerage systems and would allow for major subdivisions on individual septic systems

Tier IV – areas planned for agricultural, resource protection, preservation, or conservation



## 2019 HB 1045 & 2021 HB 90 HOUSING ELEMENT

HB 1045 (2019) requires jurisdictions with planning and zoning authority to include a housing element as part of its next 10-year cycle comprehensive plan update.

HB 90 (2021) requires all housing elements developed for municipalities and non-charter counties to “affirmatively further fair housing” in addition to affordable housing. HB 90 defines affirmatively furthering fair housing as, “taking meaningful actions...to:

- Overcome patterns of segregation;
- Foster inclusive communities free from barriers that restrict access to housing and opportunity based on protected characteristics;
- Address significant disparities in housing needs and access to opportunity;
- Replace segregated living patterns with truly integrated and balanced living patterns; and
- Foster and maintain compliance with civil rights and fair housing laws.”

## FREDERICK COUNTY’S FUTURE: LIVABLE FREDERICK

### ***LIVABLE FREDERICK VISION STATEMENT***

**IT IS THE YEAR 2040. FREDERICK COUNTY IS A VIBRANT AND UNIQUE COMMUNITY WHERE PEOPLE LIVE, WORK, AND THRIVE WHILE ENJOYING A STRONG SENSE OF PLACE AND BELONGING.**

Our COMMUNITY enables young and old to lead fulfilling lives. We ensure that all people can be successful, enjoy a HIGH QUALITY OF LIFE and are free from poverty.

Residents are energized by our UNIQUE SENSE OF PLACE, our rich and deeply rooted history, small towns, natural resources, and cultural amenities.

Frederick County provides interesting and fulfilling JOBS and options for everyone to support their families. We embrace businesses of all types and sizes to ensure a vibrant and STRONG ECONOMY.

We value our traditional industries while seizing the opportunities of THE FUTURE, healthcare, biotech, advanced technology, and more.

AGRICULTURE is vibrant and viable. People love fresh food and farm to fork.

GOOD HEALTH is fundamental to our quality of life. We value a HEALTHY ENVIRONMENT, clean air, water, and green energy, and are good stewards of our environmental & natural resources.

Frederick County planning enhances our towns and neighborhoods, while preserving what we love: FARMS, HISTORY, OUTDOOR ACTIVITIES, and THE ENVIRONMENT.

Our transportation system is MULTI-MODAL and diverse. It moves people and goods, both locally and regionally, in a timely and safe manner, and provides the ability to enjoy and function in life WITHOUT NEEDING A CAR.

Frederick County is a SAFE PLACE to live, work and play due to our many committed emergency services providers and caring communities.

Frederick County offers excellence in public EDUCATION and lifelong LEARNING opportunities, which results in an educated and trained workforce to ensure our long term economic prosperity.

Frederick County PROVIDES GREAT PLACES TO LIVE, from our small towns and villages, to our urban downtown, quaint streets, and rural countryside.

Frederick County adopted The Livable Frederick Master Plan on September 3, 2019. In contrast to previous County Plan documents, Livable Frederick is a policy-focused document on which future plans and actions are to be based. Previous plans included property-specific land use, transportation and facility recommendations. Livable Frederick sets forth a vision for the future of the County, includes a thematic map (not parcel-specific) and a series of action recommendations related to Our Community, Our Health, Our Economy and Our Environment.

Livable Frederick identifies a Primary Growth Sector which represents a shift from the former Community Concept of development that guided land use planning in the past. The Primary Growth Sector is composed of land in and around Frederick City, including the Frederick City Growth Area, the Ballenger Creek Community Growth Area, the South Frederick Community Growth Area, and lands along major infrastructure corridors in the southern portion of the County that connect to regional employment centers (Eastalco area, Brunswick, Point of Rocks, Urbana and I-270).

The MD 194 corridor between Frederick City and Woodsboro is identified on the plan as one of the spokes supporting the development of the central hub of the County, Frederick City. The Town is recognized as a municipal growth area in the Secondary Growth Sector. The Plan does not set forth standards for the development of communities in the Secondary Growth Sector, but recognizes that a share of future growth and development in the County will continue to occur within and around existing communities and municipalities.

The 2010 Frederick County Comprehensive Plan identified and defined Priority Preservation Areas (PPAs) and they were carried forward in the Livable Frederick Plan. The Walkersville Priority Preservation Area is defined as follows:

This PPA encompasses approximately 11,000 acres virtually surrounding the Town of Walkersville and extending north to the Town of Woodsboro. The PPA also extends west of US 15 including the Crum and Thatcher properties, which were annexed into the City of Frederick in 2009. The area includes the highest concentration of prime farmland anywhere in the county and includes 1,955 acres (18% of the total PPA) under easement. This PPA encompasses the Town of Walkersville's growth area that would accommodate potential annexation into the Town for residential or employment development. Currently there are 980 acres of undeveloped land within the corporate limits of Walkersville, which at a density of 3.5 dwellings per acre could yield approximately 2,335 dwellings. This is important in order to recognize the Town of Walkersville's future expansion needs that can be accommodated within the current municipal boundary. As proposed, this PPA will enable Walkersville to maintain its identity – separate from Frederick City to the southwest, and from the Town of Woodsboro to the north. (*Livable Frederick*, p. 62)

## **CITY OF FREDERICK 2020 COMPREHENSIVE PLAN**

The City of Frederick adopted the 2020 Comprehensive Plan on April 15, 2021, and it went into effect on October 1, 2021. The vision for the City is, "To make Frederick the most livable city

in the Mid-Atlantic region by 2040.” The Mission Statement is

The City of Frederick is committed to improving the quality of life by strengthening our neighborhoods. Using a calculated approach, new development accommodates a growing population and employment base in areas served by existing infrastructure and at times, beyond the current boundary. The growth promotes the neighborhoods by providing opportunities for safe and affordable living, efficient services and infrastructure, multimodal transportation options, abundant jobs and leisure and tourism.

The 2020 Land Use map emphasizes growth through infill and redevelopment rather than expansion (Tier I). A limited amount of expansion is anticipated in what is identified as second tier growth. Second tier areas are contiguous to developed areas and can easily be served by City water and sewer utilities. Under Tier II, the City would not expand beyond the Monocacy River north of MD 26.

The 2020 Comprehensive Plan Land Use map did not include the future Tier III growth area that was shown on the previous 2010 plan. Tier III growth, which could encroach on the Town, was described in the Plan text. In this tier, the City could expand beyond the Monocacy River.

The Plan notes the following about Third Tier Growth:

Third-tier growth describes the potential levels of development outside the initial growth area that would be considered premature until substantial development has occurred within the growth area boundary. As described above, most of the lands in this tier would need to be annexed into the City, as such, the City must remain flexible in the direction and area of growth. When considering growth into Tier III, the City must contemplate current service (water, sewer, roads, police, trash, and other services) and if the benefits of the annexation are greater than preserving that capacity for development in the Tier I and Tier II areas.

The previous Plan (2010) identified a North-South parallel road to provide an eastern bypass around the City. The 2020 Plan shows the road between MD 144 and MD 26 but does not propose an alignment for that road north of MD 26. The Plan text states the following:

Past comprehensive plans have shown a singular limited-access highway between US 15 along the east side of the City to as far south as either MD 355 or I-270. There have been a variety of problems identified with this alignment, including wetland and parkland to the south and **limited usefulness north of MD 26**. The current plan indicates that these connections may be pursued in the future, but they are not key to the success of the project. (emphasis added)

The Town expressed its opposition to the North-South parallel road to both Frederick City and Frederick County officials when it was proposed on the 2010 Frederick City plan. The Town remains strongly opposed to the extension of the proposed road north of MD 26.

## CHAPTER 2

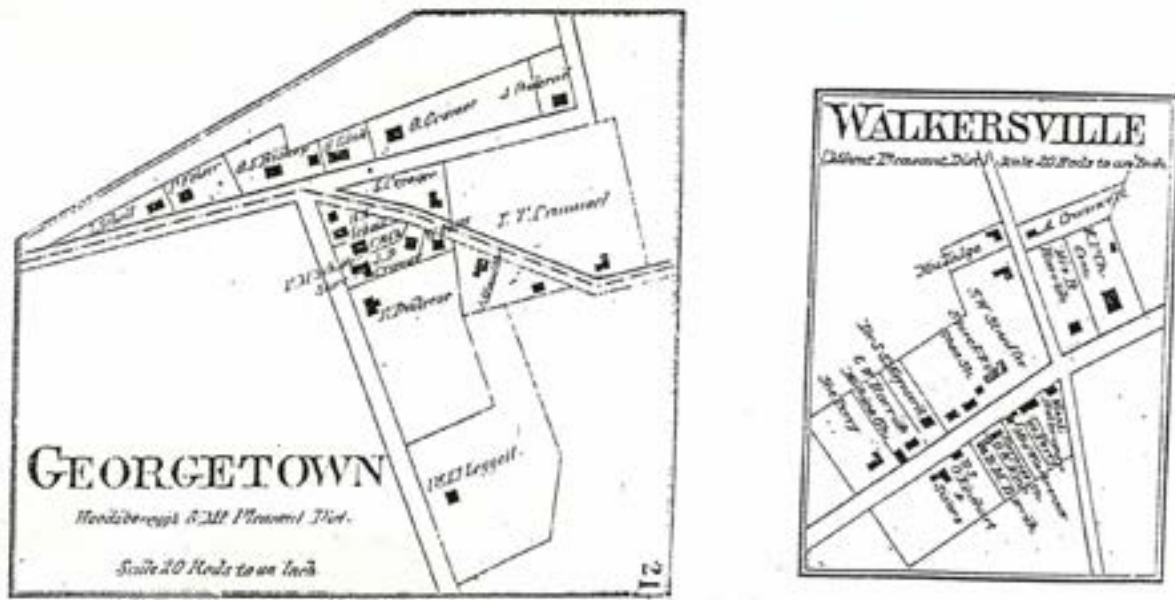
# COMMUNITY CHARACTER AND HISTORY

### HISTORIC ROOTS

The Town of Walkersville began as two separate villages, Georgetown and Walkersville. The villages were located on late 18<sup>th</sup> century, farm-to-market roads. The village of Georgetown began as a collection of homes along Pennsylvania Avenue while the village of Walkersville was formed along Frederick Street. Each village enjoyed a consistent, yet gradual, increase in population up to the Civil War period. However, the arrival of the Frederick and Pennsylvania Railroad in 1872 brought a new prosperity to the villages. By 1887, Walkersville was described by the former postmaster of Frederick as having “more building enterprise than any other village in the county, and some of the finest residences in the county...Some of the best society in the county is found in this beautiful glade section, rightly termed the garden spot of Frederick County.”

Walkersville received its charter as an incorporated town in 1892. By this time, the Town had several grocery stores, blacksmiths, harness shops, a tin roofing shop, warehouses and other shops to provide all the necessities to residents and surrounding farmers. Most of these were concentrated around the original crossroads of Georgetown and Walkersville villages and along the railroad. By the early 20<sup>th</sup> century, Walkersville experienced further economic changes with the addition of an industrial center that included a cannery, an ice factory, a bakery and a clothing factory.

According to the 1972 Plan, the village of Georgetown was named in honor of landowner George Cramer. The land east of Georgetown was owned by John Walker, and the railroad named the village Walkersville when his land began to be developed. The area between the railroad and Woodsborough Turnpike was developed in the late 1800s and early 1900s. From 1830, when the original villages were founded, to the early 20<sup>th</sup> century, Walkersville changed from a rural farmers’ supply point to a vibrant town of fine houses, several churches and a public school. Walkersville still boasts fine historic homes that include simple log structures as well as popular Queen Anne and Gothic Revival styles. In addition, five historic church buildings, four still in religious use, remain in Town. These historic structures have been included in a survey district containing 284 buildings of which 80% contribute to the historic significance of the Town. The inventory of the survey district was completed in the 1990s by Frederick County Planning staff.



Source: Atlas of Frederick County Maryland, 1873; C.O. Titus.

## PLANNING IN THE TOWN OF WALKERSVILLE

### 1963 MASTER PLAN

In 1963 the Town adopted a master plan, zoning ordinance and subdivision regulations. The Town Planning Commission was established as well. *Master Plans: Walkersville, Maryland 1963* describes the Walkersville community as traditionally “a rural community with residents mainly consisting of semi-retired farmers.” It also noted that “During recent years, however, Walkersville has been increasingly populated by suburbanites and the town today is on the verge of becoming a distinct bed-room community.” It attributed the change to the “growth and development spill over from both the Baltimore-Washington and the Frederick City Areas.”

Between 1930 and 1950 the Town grew slowly (from a population of 623 to 761) with its first boom in the 1950-1960 period. In 1960, the population was 1,021. The Plan noted the construction of Glade Village, the new high school (now the middle school) and the proposed bypass as changes which occurred in the 1950-1960 period. The 1960 Plan projected that the population of Walkersville in 1980 would be 3,500. (The actual population in 1980 was 2,212).

The 1963 Plan stated: “Before the turn of the 20<sup>th</sup> century, the center of activities in the town was in the general area around the Pennsylvania Avenue Railroad Depot. Hotels, stores, the Post Office, the Bank, and the Church as well as some of the finest homes were among the landmarks near the depot. The Town grew from there eastward to the vicinity of the present Maryland Route 194 at a rather slow and gentle pace.

“As the years passed by, the use of automobiles became increasingly important and mobility of people depended more and more on highways. The center of activities, too, was dispersed from

the depot area to other places reachable by automobiles. With customers gone and activities diminished, some businesses, along with a number of home owners, deserted the depot area to settle elsewhere. Many large buildings in this area that once were used as hotels, businesses or single-family homes are now used as apartments.

“During this transition period from railroad to highway, a number of small developments were started in areas generally along Frederick Street, while there was practically no activity in the north end of town until the early 1940s.

“In the late 1950s, the town witnessed a dramatic growth in the south end along Rt. 194. This trend is still highly evident today.”

In 1963, local industries included milling industries, a bakery plant, a sewing factory and a biological research laboratory. Commercial establishments included “five grocery and general stores, a meat processing and retailing establishment, one drug store, one dry cleaner, one service station, two garages with service stations, two used car lots, one appliance store, one hardware store, two funeral homes, two barber shops and two beauty salons.”

The 1963 Plan envisioned that the Town would feel the impact of continued suburban-style growth in the Frederick City area. The Plan states that communities in suburban Washington “have lost much of their individual identities and have emerged to become a mass super-community.”

The 1963 Plan cited the need for an east-west road connection that would link the Town to Mount Pleasant to the east and Lewistown to the west. One reason for the connection would be to open land on the southeast side of the proposed bypass to development. The Plan also noted concerns about future overcrowding of the schools serving the community, and suggested the need for another elementary school on the east side of town, south of the proposed bypass. The Plan also recommended that a sewer system be constructed as soon as possible.



#### 1963 PLAN LAND USE POLICIES:

- Encouraging compactness and concentration of housing developments
- Encouraging development of concentrated neighborhood business center
- Encouraging the development of Industrial Parks in the general vicinity of MD 194 By-pass and the railroad depot



### ENVISIONED IN THE 1963 PLAN

- Construction of the town sewer system (built in 1972)
- The alignment of the MD 194 bypass (constructed in the mid 1980s)
- Suburban-style new residential development along the proposed bypass
- Establishment of a neighborhood business center along West Frederick Street
- Industrial development along the bypass and in the vicinity of the train station
- The development of community and neighborhood parks

## 1972 COMPREHENSIVE DEVELOPMENT PLAN

The 1972 Plan anticipated major changes which were occurring or about to occur in that time period. The County was building the sewer system that serves the Town. Plans for the Discovery Planned Unit Development to the south of the town were underway, and a Planned Unit Development (Glade Towne) was also proposed.

Among its recommendations, the 1972 Plan noted that, “Walkersville and vicinity is physiographically suitable as a major growth area in Frederick County.” The Plan predicted that “the population of the southern end of the Glade Valley will at least triple in the next 10 to 15 years.” The Plan recommended a “corridor” type development plan; an increase in the provision of medium and high density residential development; an increase in commercial land use; and convenient access to and use of open space, recreational and educational areas. The Plan called for construction of a library by 1980-1985, a second elementary school by 1985, the establishment of a police force, construction of the Community Park, construction of the Walkersville By-Pass, the realignment and upgrade of Crum and Fountain Rock Roads.

*In many ways the recommendations of the 1972 Plan were fulfilled. The Plan anticipated the development of Discovery and Glade Towne. The plans for Gladetowne also included a large commercial area—the area occupied by the Walkers Village Shopping Center as well as the commercial uses between Frederick Street and MD 194, at the northeast end of Frederick Street. The Glade Manor, Fountain Rock Manor, Colony Village and Deerfield neighborhoods were all built in accordance with the land use recommendations of that plan.*

## 1972 & 1988 Plan Goals and Objectives

***Walkersville should seek to develop those aspects which will create a community that is attractive as a place to live, work and play; a community with a high standard of living, having an atmosphere stimulating to thoughtful, creative and enjoyable pursuits.***

To achieve this goal the following objectives must be reached and principles adhered to:

- To coordinate living areas, working areas, and leisure time areas into an integrated relationship and create a unique combination of function, circulation and image through which a balance community development can be reached.
- To plan land use allocations and public facilities and services to meet the needs of the Town and the surrounding area in the future.
- To plan a comprehensive circulation [transportation] system which serves the community and the region and to integrate its facilities with land uses.
- To provide adequate recreational facilities to meet the needs of the community and be easily accessible from all residential areas and schools.
- To encourage the upgrading of commercial areas and encourage development of basic commercial needs of the community.
- To encourage industrial development to provide an increased employment base and a broadened tax base.
- To encourage good urban design to improve the appearance of commercial areas, the highways, streets, intersections, and the street facilities that will enhance the aesthetic qualities and reflect the beauty and attractiveness of the community.

*(1972 and 1988 Town of Walkersville Comprehensive Plans)*

## 1979 TOWN-INITIATED ANNEXATION OF AGRICULTURAL PROPERTIES

With the development of the Discovery neighborhood within the jurisdiction of Frederick County, the Town recognized the need to control the development of the surrounding properties. At the Town's initiative, 42 properties (1,909 acres) were annexed into the Town. The report published at the time cited three reasons for the annexation:

- (1) So that Walkersville has the chance to review development that is planned for the area around Walkersville

- (2) So that Walkersville would be able to attract desirable businesses to the community, which in turn would help to strengthen the tax base.
- (3) So that Frederick County will be able to maintain a rural tax rate.

The Town's guidelines for establishing the area to be annexed included the following:

- (1) To include land that was immediately adjacent to the existing Town limits. Walkersville would be most directly affected by the development of these properties.
- (2) To include additional lands beyond those immediately adjacent to the Town, which would most likely receive development pressure in the near future, and provide attractive sites to which the town could lure desirable businesses.
- (3) To exclude (where possible), lands that had already been developed, or had already received substantial County approval for proposed development.
- (4) To follow natural drainage basins. Three of the most critical aspects of development—water service, sewer service, and storm water run-off, are all controlled by natural drainage and gravity flow. Therefore, it is felt that future development would be more easily facilitated if the new Town limits correspond (as closely as practical) to these drainage basins.

*Proposed Walkersville Annexation, 1978 staff report)*

The Town adopted the Agricultural zoning district along with approval of the annexation. Most of the land annexed was zoned Agricultural. "The over-riding principle in designating zoning classifications to the annexed lands was to adhere as closely as possible to existing County zoning."

The annexation report also outlined a phasing schedule for the development of annexed lands. Employment uses were recommended to the north and west of the railroad tracks and residential uses were recommended south and east of the tracks. Commercial uses were recommended along MD 194 at the northeast and southwest ends of Town. Phase 1 of development would occur in the east basin of Glade Creek (between MD 194 and Glade Creek), Phase 2 in the west basin of Glade Creek (farms northwest of Glade Creek), and the Israel Creek basin would be developed in Phase 3.

## 1988 COMPREHENSIVE PLAN

The goals and objectives set forth in the 1972 were carried forward in 1988.

The 1988 Plan Introduction included the following "Starting Point" and "Assumptions":

### Starting Point

The basis for developing the Land Use Plan for Walkersville is the Goals and Objectives. We are aware that people are attracted to Walkersville for its existing character. The goals look forward to integrating growth and change to the historical fabric of the community to supplement rather than supplant its character. Growth is welcomed at a pace where the Town can provide adequate public services.

### Assumptions

In developing a draft plan for land use in the Town, we have based the plan on several key assumptions drawn from Planning Commission discussions and the Goals and Objectives.

The Plan should emphasize protection of the appearance of Walkersville. Key aspects of the environment needing special attention are:

Existing neighborhoods—these areas encourage a pedestrian orientation and a more human scale.

Developing commercial focus in a new area. Deal with mixed use in the “original” commercial areas.

Areas of environmental concern should be protected, i.e. streams, and floodplains. Since 1978, when 1,700 acres were added to the Town, agriculture has been a valued and permitted use. Not all of this land will necessarily be developed in the future.

Although many community facilities are provided by the County and State, and are beyond the control of the Town, the pace of growth should be coordinated with the provision of these facilities. The extension of the water utility and pace of growth should be coordinated.

To minimize traffic impacts at any one point, additional through connections of streets should be provided for. The number of street connections to the by-pass should be limited, and direct lot access prohibited, so that it may continue to serve its by-pass function.

It is assumed that employment generators will be local and small-scale in nature, oriented to research, technology or agri-business. If the Town expands in the future towards the southwest, a heavier industrial use might be acceptable in that area.

While past plans recognized a need to increase the range of housing types, this variety has been met and this plan seeks to preserve this existing mix.

*(1988 Town of Walkersville Comprehensive Plan)*

Included in the 1988 Plan were two land use plan maps: a five year map and a twenty year map. The five year map showed a limited amount of growth due to concerns about facilities. The development potential under the five year map was 598 units. The long term plan map showed a large amount of growth, including the potential to add 2,232 dwelling units to the Town.

## 1997 AND 2003 COMPREHENSIVE PLANS

The 1997 Plan scaled back the amount of growth planned within and around the Town limits. The land use plan was intended to show planned development for a five year period rather than the twenty year period shown on previous plans. The plan recommendations were summarized as follows:

However, unlike the 1988 Plan which was a twenty year plan, the 1997 Comprehensive Plan is a five year plan. Future land use, transportation and community facility proposals incorporated in the Plan policies and map represent the Town’s vision for the next five years. The broad goals and objectives of the Plan, however, represent a longer term view of the Town’s future. By adopting a

five year plan, the Town hopes to ensure an orderly development pattern and the provision of public facilities timed with new development. In addition, current planning policies suggest that the Comprehensive Master Plan be updated every five years and every effort will be made to follow this schedule for future updates...

The 1997 Comprehensive Plan Update continues to integrate growth and change into the historical character of the Community and seeks to ensure that growth is consistent with the provision of adequate public facilities. To this end, the Plan directs growth to areas in proximity to existing public facilities and provides for future residential development necessary to meet the five year population projections. Economic development has been identified as a priority for the next five years to broaden the Town's tax base and to provide employment opportunities to local residents. Over 305 acres of land southwest of Town along the railroad has been designated for industrial development.

The Comprehensive Plan accommodates proposed growth by identifying public facility needs for the next five years. While public water and sewerage facilities are currently adequate to serve approved developments, additional water capacity will be needed for the development of properties located with future growth areas. The Middle and High Schools are currently operating above state rated capacity with additions for both schools planned within the next five years. Finally, the Plan provides for a system of local, collector and arterial roads to meet the transportation needs of the Community. Upgrades are planned for Fountain Rock, Biggs Ford, Retreat, Devilbiss Bridge and Crum Roads along with several new road connections. *(1997 Town of Walkersville Comprehensive Plan)*

The goals, objectives and recommendations in the 1997 Plan were carried forward in the 2003 Plan. The 2003 Plan, noted that "Future land use, transportation, and community facility proposals incorporated in the Plan policies and maps represent the Town's vision for the near future", rather than the five years specified in the 1997 Plan. The 2003 Plan also noted the need for additional water and sewage treatment capacity to serve future development.

Residential development potential under the 1997 Plan was 466 dwelling units (excluding potential agricultural subdivisions). In 2003, the map was changed to allow for the development of 16 apartments, in addition to the areas previously designated for residential development. Residential development potential under the 2003 Plan was 376 units. The 2003 Plan did not anticipate zoning text amendments that allowed for the development of 80 senior apartments in the B2 Commercial zoning district.

## 2010 COMPREHENSIVE PLAN

The 2010 Comprehensive Plan carried forward many of the goals, objectives, policies and recommendations included in the past two plans. However, unlike the 1997 Plan, all of the land use, transportation and community facility recommendations and policies incorporated in this Plan reflected a long term perspective for the future of the Town. The Plan articulated the Town's vision and desire to maintain its small town character by limiting growth and maintaining an agricultural buffer around the Town. This vision was reflected in each section of the Plan and integrated in the Plan's goals, objectives, policies and recommendations.

The Town Plan will continue to be updated regularly every ten years. This will provide opportunities to re-evaluate the Plan's recommendations in light of changing conditions within and outside the Town.

## 2020 COMMUNITY SURVEY

The Town conducted an online community survey in spring 2020. While not restricted to Town residents, results indicated that the vast majority of respondents lived in Town. Female respondents (62%) outnumbered male. The age groups over the age of 35 were well represented; only about 10% of the respondents were under 35. While 45% of the respondents have lived in Town over 20 years, the remaining 55% were balanced between the 0-5 years, 6-10 years and 11-20 years categories.

When asked to rate factors related to quality of life, citizens expressed that the following factors were the most important: “safe place to live”, “clean and attractive”, “environmental quality of water and open space”, “public services (library, police, fire & rescue)”, “quality of schools”, “hometown atmosphere”, “parks and recreation facilities”, “low taxes and fees”, and “sense of community”. Comments on the question re-enforced the importance of remaining a small town and limiting the amount of new development.

About a quarter of the responding citizens thought the quality of life has improved over the last five years. The majority (about 57%) thought it has stayed about the same. About 17% thought that it has improved. When asked why, negatives most frequently cited included the addition of new gas stations/convenience stores, too much new residential development, traffic and congestion, population growth, vacant and blighted commercial properties, the lack of new businesses, condition of roads and sidewalks, physical condition of the schools, and school overcrowding. The new library, parks and small town atmosphere were cited most frequently as positives.

When asked what types of development they would like to see more of in Walkersville, restaurants and neighborhood business were cited most frequently (by nearly 70% and 47% of respondents, respectively). Entertainment/attractions, grocery stores, and retail/shopping centers were cited by 25%, 21% and 20%, respectively. Of the types residential development, only active adult communities, affordable housing, and retirement housing were cited by at least 10% of the respondents (19%, 16% and 12%, respectively).

When asked how satisfied or dissatisfied they were with various aspects of the Town, “quality and quantity of parks and recreation facilities”, “overall level of safety/police protection”, “road conditions”, “the overall appearance of the town”, “drinking water quality”, and “storm drainage” were rated the most highly. “Services for senior citizens” was the aspect rated as the least satisfactory.

In terms of civic engagement, citizens seem to prefer electronic means of communication: they cited the Walkersville Wire, the Town Facebook page, and email most frequently when asked the form of communication they preferred to be notified of public meetings.

## COMMUNITY CHARACTER RECOMMENDATIONS

*CC-1 Encourage the protection of agricultural lands which serve as a gateway to the Town.*

*CC-2 Identify key historic resources in Town and encourage property owners to restore and maintain the historic integrity of the structures.*

*CC-3 Identify streetscapes, landscapes and views that represent the Town's scenic resources.*

*CC-4 Coordinate residential, commercial, employment and recreational areas into an integrated community.*

*CC-5 Develop a plan for beautification of public spaces and streetscapes.*

*CC-6 Improve civic engagement, communication and participation in local government*

## CHAPTER 3

# NATURAL FEATURES

The purposes of this chapter include:

- to describe the physical characteristics of the land in Walkersville and its vicinity.
- to identify physical constraints to development.
- to identify physical features and environmental resources which should be protected from development.
- to state environmental resource policies and recommendations.

## GEOLOGY AND MINERAL RESOURCES

The Walkersville area is underlain by limestone formations known as Grove limestone and Frederick limestone. Limestone formations extend north and south of the Town in the entire Frederick valley. These formations are also known as karst terrain. The Grove formation is found in the central part of the Walkersville area. The Frederick formation is found to the east and west of the Grove formation. Cavernous zones and solution channels are common underground occurrences in limestone areas. Knobs, pinnacles or outcrops of more resistant bedrock layers protrude above the surface at various locations.

Limestone, shale and stone aggregate are mined at various locations in the Frederick Valley. The closest mining activity is located approximately 2 miles northeast of Walkersville. In total, 2,604 acres between Woodsboro and Walkersville are designated for mineral mining on the 2010 Frederick County Comprehensive Plan; a significant portion of this is not mined. The County Plan also notes that areas designated Agricultural/Rural on the Comprehensive Plan map would be eligible for Mineral Mining zoning. There are no properties within the Walkersville Town limits or potential annexation area designated for mineral mining on the Walkersville Comprehensive Plan.

Sinkhole activity is common in areas underlain with limestone formations. Sinkholes occur when solution cavities beneath the surface open, causing sudden land subsidence. Sinkholes can be caused by a number of factors, including natural dissolution of carbonate rock by groundwater, vibrations of heavy equipment during mass grading, blasting, changes in drainage, and dewatering as part of mining activities.

Sinkhole remediation is important not only to protect public property and personal safety but also to protect groundwater. It is particularly important to protect the Town's public water supply that is drawn from three wells in the Glade Creek drainage basin.

A variety of pollutants can enter the Town's water supply through sinkholes, especially those found in farm fields and stormwater management ponds. Once a sinkhole is discovered, excavation must be done to determine its extent and locate its "throat". The "throat" refers to the area of the sinkhole where rock is found on at least three sides. Once the throat is located, the sinkhole can be repaired and stabilized. Location of the sinkhole is an important determining factor when devising a remediation strategy. Sinkholes involving public utilities or structures require structural analysis and a remediation process different than those located in a field or other open space area.

Chapter 62 of the Walkersville Town code establishes the duty of all property owners to prevent sinkholes from occurring in any stormwater structure and/or facility, sediment basin or grading area and to repair sinkholes that do occur. In addition, Chapter 62 regulates the manner in which sinkholes shall be repaired and provides penalties against those who do not comply with the regulations.

## TOPOGRAPHY

The Walkersville area is characterized by gently rolling topography and gradual elevation changes. The Town lies in a broad valley extending from northern Frederick County south to the Potomac River. The valley is bordered on the west by Catoctin Mountain and on the east by the rolling areas of eastern Frederick County. The lowest elevation in the area, about 280 feet above sea level, is located along Glade and Israel Creeks. The highest areas in the vicinity of the Town include an area at 360 feet on the north side of Devilbiss Bridge Road and an area at 380 feet east of Israel Creek near Crum Road. The elevation rises gradually from each of the streams, so that there are no significant areas of steep slopes in the Town or its surrounding environs.

Cleared level areas such as those found in the Walkersville area present particular challenges when planning for future land uses. The area is topographically suitable for either agriculture or development. Development is not constrained by topography. Without compelling environmental features such as ridge lines or steep sloped areas to act as natural boundaries, development limits must be determined based on other factors often not visibly apparent. In addition, the aesthetic advantages of slopes and terrain in site planning and buffering incompatible land uses are rarely present in the Walkersville area.

## RIVERS AND STREAMS

The Town of Walkersville is located east of the Monocacy River, a slow moving and peaceful river generally flowing in a north/south direction through Frederick and Carroll Counties. The Monocacy River extends 58 miles from southern Pennsylvania to the Potomac River. It is the largest tributary of the Potomac River in Maryland, and its watershed encompasses 974 square miles in Frederick County, Carroll County and Adams County, Pennsylvania. The Potomac River is the second largest tributary of the Chesapeake Bay. The volume of the Monocacy is approximately 12% of the volume of the Potomac. The Monocacy River was designated by the State of Maryland as a State Scenic River in 1974.

The Monocacy Scenic River Study and Management Plan was prepared by the Monocacy Scenic River Local Advisory Board in 1990 and adopted by both Frederick and Carroll Counties. In April 2019, the Frederick County Council approved the Monocacy River Management Plan, which was an update to the 1990 Plan. After the 2019 adoption of Plan, both Frederick County and Carroll County determined that a new approach for a citizen-based volunteer group was warranted to address each county's unique needs and challenges relating to the Monocacy River. On January 23, 2020, Frederick County formally established the Sustainable Monocacy Commission.

Recommendations of 2019 Monocacy River Management Plan include:

- 1) Frederick County and Frederick City should fully support and continue membership in the Potomac River Basin Drinking Water Source Water Protection Partnership and support the work of the Interstate Commission on the Potomac River Basin.
- 2) The River Corridor jurisdictions should consider the adoption of an official policy of non-support for any future water impoundment on the Monocacy Scenic River.
- 3) The River Corridor jurisdictions should establish the Monocacy River area as a priority area for obtaining land through acquisition, dedication, or donation for public parkland.
- 4) When subdivision or development occurs near the River, the River jurisdictions should prioritize the River corridor for on-site reforestation or afforestation through the Forest Conservation Act.

- 5) The River jurisdictions should consider amendments to ordinances or policies to create incentives for enhanced conservation of the River corridor during the development review and approval process.
- 6) The River Board supports voluntary efforts of property owners to establish 'Forest Banking' easements (areas of new forest or existing forested lands held in reserve) on River front land that can then be sold and used to meet Forest Conservation Act requirements for future development elsewhere.
- 7) The City of Frederick's and the Town of Walkersville's floodplain and flood protection ordinances should be amended to provide greater protection to floodplain and aquatic resources, similar to the Frederick County Floodplain District regulations.
- 8) The River Board should contact and request that Potomac Edison's utility line right-of-way vegetation management plans include environmentally-sound riparian vegetation management adjacent to the Monocacy River.
- 9) The City of Frederick's Sustainability Plan should be reviewed by the River Board to ensure the Monocacy River receives greater focus, status, and attention, above what's included in the City's 2010 Comprehensive Plan.
- 10) The River Board should establish regular communication with the Adams County Watershed Alliance, including development of a joint action plan.

Land in the Walkersville area drains directly to the Monocacy or to two streams that feed into the Monocacy River. Properties on the south side of Fountain Rock Road drain toward the Monocacy. The drainage divide between Glade and Israel Creeks generally extends along MD Route 194, with areas on the northwest side (including Glade Village, Colony Village, Fountain Rock Manor and Glade Manor) draining northwest to Glade Creek and areas on the southeast side (Discovery, Spring Garden Estates, Gladetowne and Deerfield) draining east to Israel Creek.

The Monocacy River Report Frederick County 2023 provides links to water quality studies of the river, summarizes regulations and programs that address watershed management, and outlines efforts to improve the water quality of the river. The report was prepared by the Frederick County Sustainable Monocacy Commission and the Livable Frederick Planning and Design Office of the Division of Planning and Permitting Frederick County Government.

## SOILS

The soils found in the Walkersville and Glade Valley area are among the highest quality in Frederick County and among the most productive for agricultural uses. Soils in these series, associated with the underlying limestone, are deep, well drained, fertile, highly productive and easy to manage. The Frederick Soil Conservation District rates soils in these series as "Prime Farmland," the highest ranking in their rating classification. The U.S. Department of Agriculture defines prime farmland as land with an adequate supply of moisture, a favorable growing season and acceptable pH. Slopes range from 0 to 6 percent.

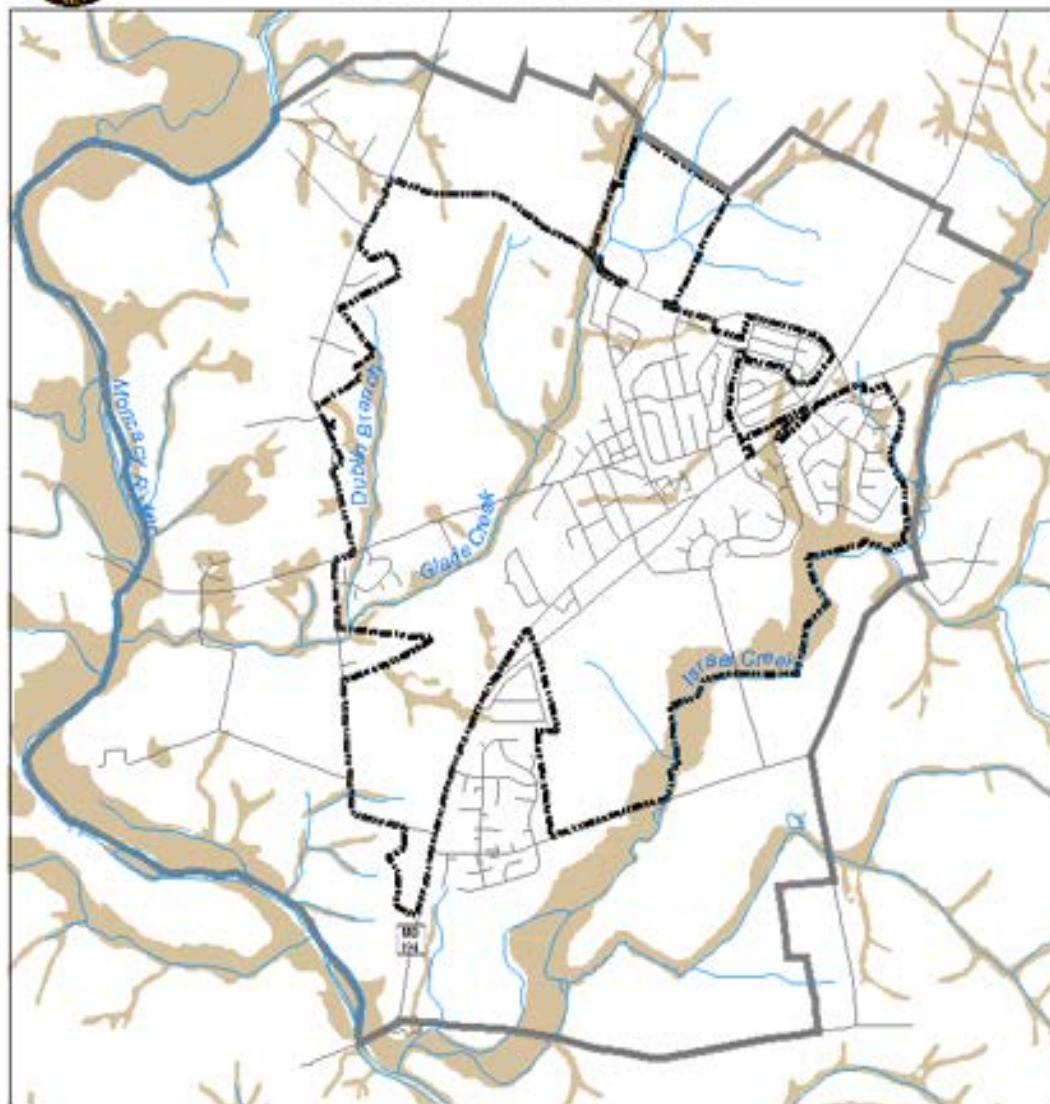
Besides their use in identifying prime farmlands, soil analysis also can be used to identify floodplains and areas that are prone to wetness and seasonal high water tables. The Walkersville Town Code prohibits development within floodplains. Hydrologic studies are required prior to the development of properties on which a high water table is indicated.

A number of soil types have been identified by the Soil Conservation Service as having characteristics indicating either a perched or apparent seasonal high water table. Many of these soil types are also identified as floodplain

soils or are associated with floodplain areas. The potential problems caused by development on wet soil affirm the need for site specific geo-technical studies of the soil prior to development to determine the extent of wet soils and to develop a mitigation plan prior to construction.



## Soils with Perched or High Water Table Town of Walkersville



### Soils and Hydrology

- Rivers & Streams
- Area of Planning Influence
- Town Boundary

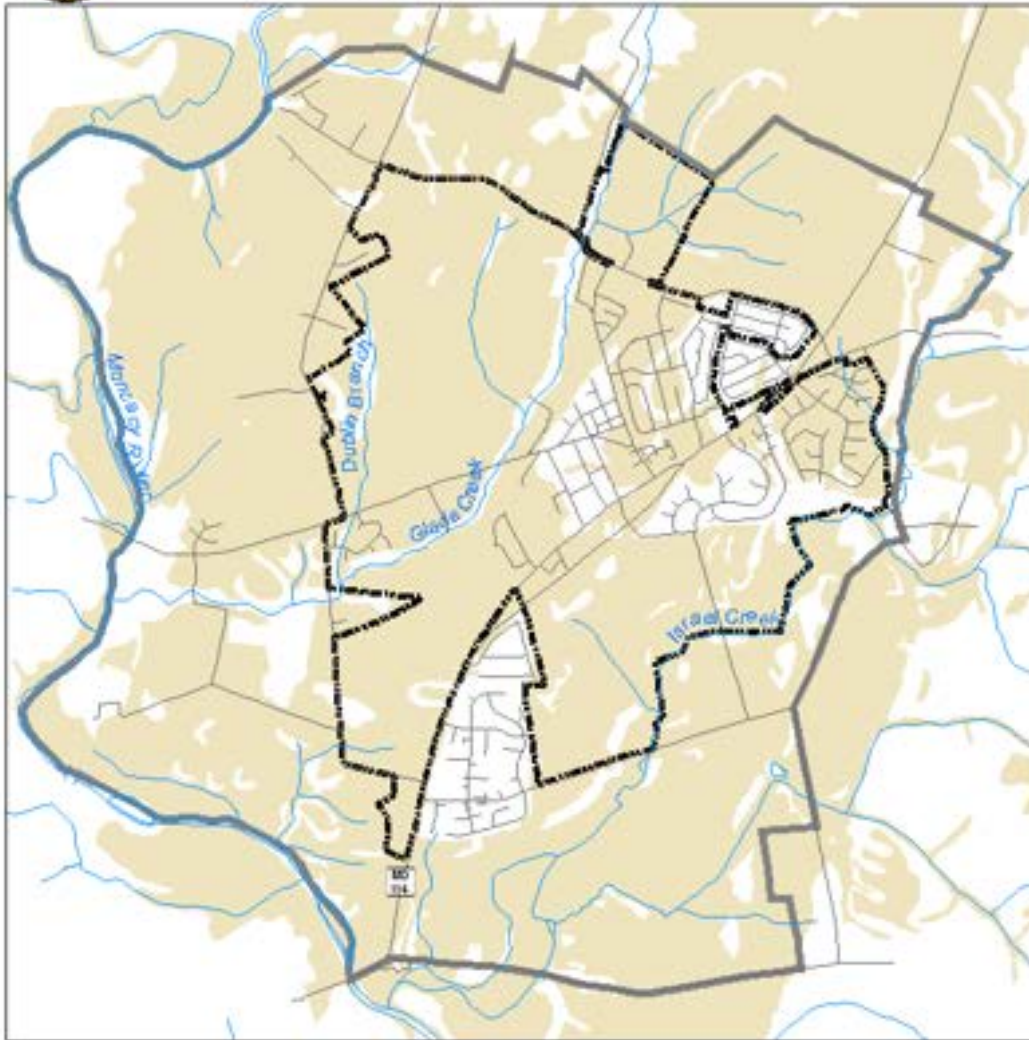
Soils with Perched or High Water Table



Source: National Engineering Geologic Data, 2001. Soils with very high or moderate to high chloride levels due to depth of bedrock, flooding, or proximity to brackish water basins.



## Prime Farmland Soils Town of Walkersville



### Soils and Hydrology

-  Rivers & Streams
-  Area of Planning Influence
-  Town Boundary
-  Prime Farmland Soils



Source: National Resources Inventory Data, 2001.

## GROUNDWATER RESOURCES

Groundwater is found beneath the earth's surface, moving through the bedrock toward discharge in a stream, spring or some other water body. Groundwater availability is classified by the U.S. Geological Survey in Hydrologic Units I, II, or III according to the average well yields of rock formations in the area. The limestone formations in the Walkersville area are classified in Hydrologic Unit I, which are areas with the most productive aquifers. Average well yields in this classification are 25 gallons per minute, with a 74% chance of obtaining a well yield of 10 gallons per minute or more.

The Town of Walkersville's public water supply depends on groundwater from three Town wells. The wells are located in the Glade Creek basin. In 1992, a wellhead protection study was conducted and its findings included the following:

- The limestone aquifer in which the Town wells are located is highly productive.
- The wellhead protection zone was determined to be the entire Glade Creek basin. This encompasses a 6.5 square mile area. The area is bordered, generally, by MD Route 194 to the east, Fountain Rock Park and Walkersville High School to the south, Dublin Road to the west and Gravel Hill in Woodsboro to the north. Most of the land in the basin is in agricultural use.
- Approximately 15% of the water withdrawn from the Town wells is derived from precipitation which fell on developed lands in and around the Town. The remaining 85% of water is derived from agricultural areas north of the Town.
- Water can move very rapidly from the surface into the Town wells. Travel times range from a few hours to a few days. While water can move rapidly into the wells, it appears that groundwater flows through and is detained in the upper part of the limestone bedrock. About 25% of the water pumped from the Town wells was estimated to have flowed on the surface in Glade Creek. The Town water supply is therefore vulnerable to contamination from surface pollutants. Water quality monitoring of raw water from the Town wells has shown high levels of turbidity, hardness, nitrates and the presence of both total and fecal coliform bacteria. Nitrate levels were found to be high in the spring water source of Glade Creek prior to the creek flowing through the agricultural and developed areas of the basin.

The vulnerability of the town's water supply to surface contamination was demonstrated in events in 1999 and 2008. The 1999 event involved the rupture of a sewer line in connection with construction of the Sun Meadow development. Raw sewage seeped into the Town wells within days of the accident. In 2008, contaminants from a manure spill into Glade Creek on a farm north of town were detected in the Town wells again within days of the incident. In both cases, the Town's water treatment plant was shut down and an emergency temporary connection to Frederick County water lines in Ceresville (in the Waterside development) was installed. Until the emergency connection was operational, boil water advisories were in place for all water system customers.

In February 2002, the Town adopted a Wellhead Protection Ordinance, the purpose of which is to protect the public health, safety, and welfare of the citizens and residents of the Town through the preservation of the Town's groundwater resources while allowing community development and growth to proceed as allowed by the Town Code and Comprehensive Plan.

## WOODLANDS

Woodlands are a beneficial resource, particularly within stream and river valleys. Forested buffers along streams and rivers act as filters for non-point pollution, help prevent erosion, and provide shade to reduce water temperatures. Woodlands act as screens and buffers for incompatible land uses, and break the monotony of dense development.

Only a small proportion of the Walkersville area is currently wooded. The Monocacy River corridor is forested, as are sections of the Glade and Israel Creek corridors. The forested areas along these water bodies, however, are not as extensive as the associated floodplain areas.

The Town of Walkersville adopted the Frederick County's Forest Resource Ordinance (FRO). The FRO was adopted so that new development will occur in such a way that the conservation, protection and planting of trees to produce forested areas would stabilize soil, reduce stormwater runoff, remove pollutants from the air, create buffers and protected environments for wildlife, mitigate heat islands, conserve and enhance the County's aesthetic appearance, and protect the public's health and safety. Notwithstanding certain exemptions, the FRO requires all developments disturbing more than 40,000 square feet of land to plant a forested area in accordance with an approved Forest Conservation Plan. Required plantings will be directed to the Monocacy River, Glade Creek and Israel Creek stream valleys and, therefore, enhance the existing stream buffers. When these areas are planted, required plantings will then be planted to create sound barriers in areas such as along MD 194.

## **RARE, THREATENED AND ENDANGERED SPECIES**

The Maryland Natural Heritage Program has identified a number of rare plant and animal species in Frederick County. While the species have been identified, information concerning the exact location of their habitats is not available. Rare species that occur in Frederick County are often found in wetlands and rich forestlands. To date Walkersville does not contain any known habitats of rare plant and animal species since wetland areas are very small and forested areas are minimal.

## **NATURAL FEATURES POLICIES AND RECOMMENDATIONS**

*NF-1 Review and evaluate the Wellhead Protection Ordinance in terms of effectiveness and enforceability.*

*NF-2 Identify priority areas for forest preservation or planting in stream valleys, development areas and open spaces.*

*NF-3 Develop standards for landscaping and tree planting in new developments.*

*NF-4 Develop and implement a plan for inspecting stormwater management areas for sinkholes and a process and policies (in coordination with homeowners' associations) for their expedient repair.*

*NF-5 Preserve and increase the tree canopy within the developed areas of the Town.*

*NF-6 Review development ordinances to address energy efficiency and "green" building techniques such as Leadership in Environmental and Energy Design (LEED).*

*NF-7 Encourage the use of best management practices on agricultural lands.*

*NF-8 Develop a plan and regulations to support the development of green energy sources within Town, including solar panels, solar farms, wind turbines, and charging stations.*

*NF-9 Re-establish a green team or sustainability committee to promote sustainable practices, such as the development of rain gardens, composting, and green energy technologies.*

## CHAPTER 4

# HOUSING

The purposes of this chapter include:

- to describe the Town's housing stock in terms of age, style, size, occupancy, ownership and tenure.
- to assess housing demand and affordability.
- to identify areas of need for housing.
- to state housing policies and recommendations.

For purposes of this chapter, all of the units both within the Town limits and in the surrounding area of planning influence will be considered as the Walkersville housing market area. The Town and its surroundings are also part of the larger Frederick County housing market.

There are approximately 3,354 dwelling units in the Walkersville area. About 70% of those are within the Town limits and the other 30% are in adjoining neighborhoods, surrounding farms, and rural subdivisions.

### HOUSING AGE AND TYPES

About 20% of the area housing stock was built before 1970. These units are located in Old Town, Glade Village, Spring Garden Estates, and on agricultural parcels in and around the Town. Most of the housing units built before 1970 are single family detached units. Some duplex and multi-family units are integrated throughout the Old Town neighborhood. Old Town and Glade Village are compact neighborhoods, with schools, places of worship, the fire and ambulance companies, small businesses, and industries all integrated into a small area.

The Town and its surrounding area grew rapidly in the 1970s, when the number of housing units increased by more than 50%. Today, over half the dwelling units in the Walkersville area are over 40 years old. In contrast, about a third of the County's housing units are over 40 years old. Most of the units built in the 1970s in Walkersville were built outside the town limits in Discovery or Glade Manor I.

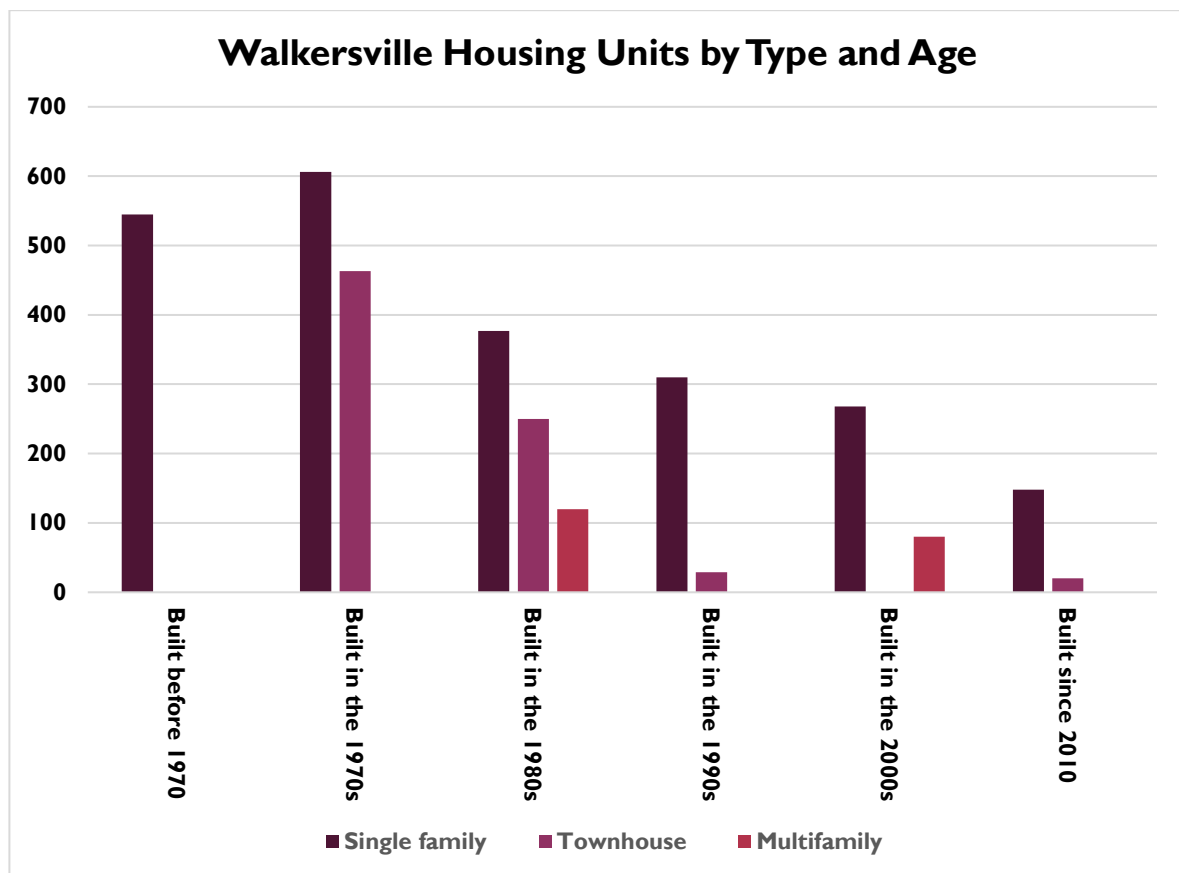
The first area townhouses were built in Discovery and Glade Towne, representing nearly half of the units built in the 1970s. The Discovery and Glade Towne neighborhoods represent some of the earliest planned communities in Frederick County. The neighborhoods include a mix of housing types, commercial areas, community open spaces, and amenities. They are governed by neighborhood covenants and a homeowners association.

About 22% of the area housing units were constructed in the 1980s. About a third of these units were townhouses in Colony Village and the final phases of Glade Towne, and over 15% were condominium units in Glade Towne.

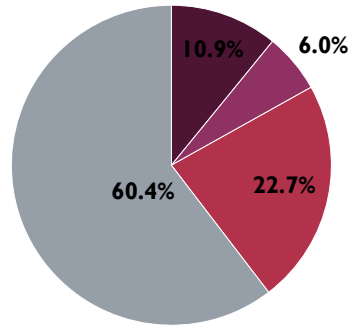
Since 1990, residential development in the Walkersville area has slowed. About 10% of the housing units were built in the 1990s. Nearly all of the units built in this decade were single family homes, and most were located in the Deerfield, Glade Manor II, Creekside Park, Winter Brook neighborhoods.

The growth trend of the 1990s continued in the following decade. Most of the single family homes built the early 2000s were concentrated in the Sun Meadow neighborhood. Also added to the housing stock were 80 apartment units in Victoria Park for income-qualified seniors.

Between 2010 and 2023, 168 new dwelling units were built. Nearly 90% are single family units. The newest homes in the area represent just 7% of the area housing stock.



### Walkersville Area Housing Units by Neighborhood Type



■ Mixed use--Old Town ■ Apartments/ Condominiums ■ Townhouses ■ Single family

### RESIDENTIAL DENSITIES

Neighborhood densities in Walkersville range from 2 to 13 units per acre, with an overall average of 2.5 units/acre. Single family residential densities average about 2.2 units/acre. Townhouse developments average over 8 units/acre, and multi-family units in the town average about 13 units/acre.

The proportion of land designated for recreation and open space (including stormwater management) for existing developments is shown in Table 4-1. The proportion varies greatly from development to development, ranging from 1.5% in Glade Manor II (where open space was limited to a stormwater management area) to 57% in Creekside Park (where open space included undevelopable floodplain areas and a 32 acre park land dedication.)

The densities of the four new neighborhoods built in the last decade are substantially lower than neighborhoods developed in earlier time periods. The lower densities of the Town's newest neighborhoods reflect the increase in open space requirements, the trend toward setting aside forestation areas on site instead of purchasing banking credits from Frederick County, and updated stormwater management requirements. As a result, neighborhood homeowners associations of newer neighborhoods are responsible for more open space maintenance requirements than older neighborhoods.

Table 4-1						
COMPARISON OF HOUSING DEVELOPMENTS						
Town of Walkersville						
Development	Type of Housing Units	Density (Units per acre) <sup>1</sup>	Net Density <sup>2</sup>	% in Lots	% in Streets	% in Open Space <sup>3</sup>
Parkside	Single Family	0.9	1.4	52.6%	9.8%	37.6%
Creekside Park	Single Family	1.0	2.3	31.9%	11.1%	57.0%
Spring View Estates	Single Family	1.2	2.0	47.1%	12.9%	40.0%
Deerfield	Single Family	1.7	2.1	66.7%	15.3%	18.0%
Mill Run	Single Family	1.8	3.0	46.3%	13.6%	40.1%
Sun Meadow	Single Family	2.4	3.1	60.7%	17.5%	21.8%
Glade Towne	Single Family	2.5	3.2	61.0%	15.0%	24.0%
Winter Brook	Single Family	2.5	3.6	44.3%	23.9%	31.8%
Glade Manor II	Single Family	2.9	2.9	77.7%	20.8%	1.5%
Fountain Rock Manor	Single Family	3.4	3.5	76.1%	21.8%	2.1%
Longley Green	Townhouse	4.6	7.2	36.2%	27.5%	36.3%
Heritage	Townhouse	5.1	13.2	38.6%	0.0%	61.4%
Colony Village	Townhouse	8.6	18.1	36.9%	10.7%	52.4%
Glade Towne	Townhouse	10.3	23.7	43.4%	0.0%	56.6%
<sup>1</sup> Density calculated with entire site acreage, including lots, streets and open space. <sup>2</sup> Net density calculated excluding open space; includes lots and streets. <sup>3</sup> Open space in townhouse developments includes private streets and parking areas maintained by homeowners associations.						

## HOUSING TENURE AND OCCUPANCY

The vast majority of homes in the Walkersville area are owner occupied. The American Community Survey reported that over 85% of the units within Town limits are owner occupied. In Frederick County, about 76% of housing units are owner occupied and 24% renter occupied.

The Victoria Park apartments (80 units) represents the largest rental complex in Town. Department of Tax Assessment and Taxation data indicates that about half of the Glade Towne condominiums (60 units) and about a third of the townhouses in Glade Towne (48 units), Colony Village (53 units) and Discovery (134 units) townhouses are not owner occupied (presumably renter occupied). About 10-15% of the units in the Old Town and single family neighborhoods are rented, although that percentage varies by neighborhood. Many of the single family neighborhoods are more than 90% owner occupied.

The 2017-2021 American Community Survey indicated that about 67% of the households within Town limits are occupied by married or cohabiting couples, and the remaining 33% of households are headed by a male or female with no partner present. About 25% of

households consist of a householder living alone, and 15% of households consist of a single householder over age 65.

Census data suggest that the area population is aging. The percentage of households with children under 18 declined from 40% in 2010 to 34% in the 2017-2021 period. In the same time period, the percentage of households with one or more people 65 years and older increased from 24. % to 34% of households.

## **HOUSING AFFORDABILITY FOR RENTERS**

The 2017-2021 American Community Survey estimated that the median household income for Walkersville residents in 2021 was \$114,340, and for Frederick County households \$104,780.

Affordable housing as defined by the Housing Community Development Article of the Maryland Annotated Code is “housing with costs not exceeding 30% of a household’s total income” (§4-1801). In Frederick County, the Washington Area Median Income is the measure used to determine eligibility for housing programs and assistance. In 2023, the Area Median Income for the Washington Metropolitan Statistical Area (MSA) was \$152,100 for a household of four people. The Area Median Income is updated annually by the U.S. Department of Housing and Urban Development.

Low income housing is defined as “housing that is affordable to a household with an aggregate annual income below 60% of the Area Median Income (AMI), or \$91,260 for a household of four people in the Washington, DC area. An affordable monthly rent for a household earning \$85,380 would be \$2,295 or less. An affordable rent for a low income renter earning \$68,604 in Walkersville (60% of the 2021 median household income for the Town) would be no higher than \$1,715 per month.

Workforce rental housing is “housing that is affordable to a household with an aggregate annual income between 50% and 100% of the area median income”. Affordable workforce housing according to the Walkersville median income standard would range from \$1,429 to \$2,858 per month.

#### TREND IN FREDERICK COUNTY RENTS: Jan 2017 - April 2022

Unit size	2017 Average	2018 Average	% Change	2019 Average	% Change	2020 Average	% Change	2021 Average	% Change	2022 Average	% Change	2017- 2022 % Change
All units	\$1,314	\$1,377	4.83%	\$1,443	4.76%	\$1,482	2.73%	\$1,710	15.36%	\$1,806	5.61%	37.45%
1 bedroom	\$1,072	\$1,123	4.85%	\$1,177	4.74%	\$1,209	2.74%	\$1,395	15.36%	\$1,473	5.60%	37.45%
2 bedroom	\$1,245	\$1,306	4.86%	\$1,367	4.74%	\$1,405	2.75%	\$1,621	15.34%	\$1,712	5.61%	37.47%

Source: Apartment List, April 2022

Renters in Walkersville pay a median monthly rent of \$1,466. The American Community Survey data indicates that nearly 80% of Town households could afford the median rent.

According to Apartment List, rents in the Frederick County are trending upward. Between January 2017 and April 2022, average rents in Frederick County increased by 37%. Most of the increase occurred between 2020 and 2021, when average rents increased by more than 15%. Rents in Walkersville appear to be in line with Frederick County averages. In early 2022, a Glade Towne condominium (2 bedrooms) was advertised for rent for \$1,450 and a Colony Village townhouse (3 bedrooms) for \$1,950.

Rental units in Walkersville can be difficult to find. Less than 15% of the housing units in Town are renter occupied (American Community Survey 2017-2021), and most of the rental units are in individual ownership and privately managed. While some are advertised on internet search engines like Redfin, Apartments.com, and Zillow, others are listed more informally in local papers, Craigs List, Facebook marketplace and by word of mouth.

### RENTAL ASSISTANCE PROGRAM

Frederick County administers the federally funded Housing Choice Voucher (HCV) Program for qualified low income households. The program provides variable rent subsidies to qualified tenants based on their family income. The recipient household pays approximately 30% - 40% of their income towards rent and utilities. The monthly subsidy portion of the contract rent due from the housing agency is paid directly to the landlord on behalf of the tenant. Units are inspected and families are recertified annually. Unit owners screen and qualify tenants according to their standard criteria for tenancy.

### ACCESSORY DWELLING UNITS AND HOME SHARING

Accessory dwelling units (ADUs) are secondary dwelling units located within single family dwellings or in an accessory structure on the same lot. ADUs typically are permanent, self-contained units with their own entrance, and kitchen, bathroom and bedroom(s) spaces.

ADUs are not permitted in Walkersville's R-1 and R-2 residential zoning districts. The R-3 zoning district allows two family dwellings and the Old Town Mixed Use District allows single, two and three family dwellings. The B-1 Neighborhood Business District also allows single- and two-family dwellings. The R-3, OTM and B-1 Districts would therefore allow ADUs, provided all the zoning requirements are met.

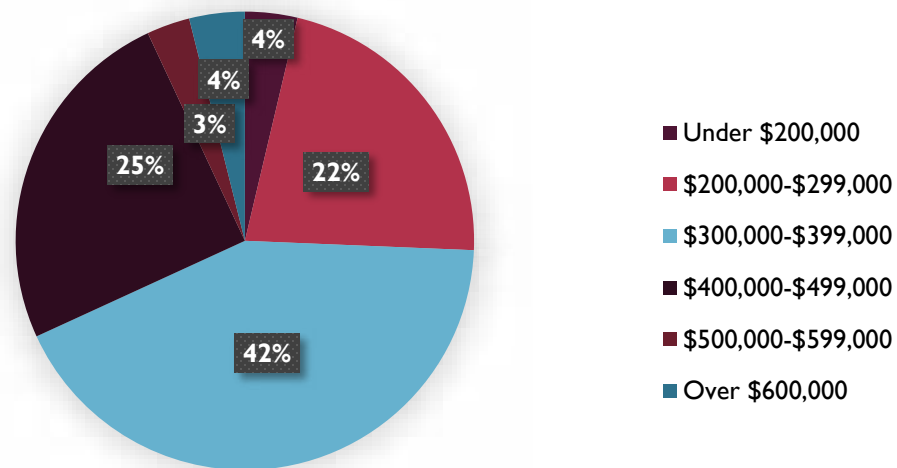
Adding an ADU to a single- or two-family home can be cost prohibitive even if permitted by zoning. New dwelling units are subject to water and sewer tap fees and could be subject to Frederick County impact fees.

Even if permitted by zoning, the addition of an ADU might not be permitted by neighborhood covenants.

Where rental housing is expensive, home sharing by unrelated occupants is more common. Home sharing is not restricted by zoning, provided the occupants function as a single housekeeping unit and common areas are shared.

## HOUSING MARKET TRENDS AND HOME OWNERSHIP

**Value of Walkersville Housing Units, 2020-2022**



According to the 2017-2021 American Community Survey, the median monthly housing cost for Walkersville mortgage holders is \$2,276. An estimated 23% of mortgage holders pay more than 30% of their household income on housing.

Property sales records for the Walkersville area indicate that home values in the area range from around \$160,000 for a condominium in Glade Towne to \$650,000 for a new home in Spring View Estates. About a quarter of the area housing units are estimated to be valued at \$300,000 or below.

Workforce homeownership housing is affordable to a household with an aggregate annual income between 60% (\$85,380) and 120% (\$170,760) of the D.C. area median income. By this standard about two-thirds of the homes in the area would be affordable to homebuyers in that income range.

**Housing Affordability for Homebuyers**  
**Property sales by Residential Development: Walkersville Area, 2020-March 2022**

Neighborhood	Type	Approximate Age of units	Number of units	Jan 2020-Mar 2022 Average price	Minimum Income range needed to purchase average priced unit (range of income depending on resources, other debt, down payment size, interest rates, etc) <sup>1</sup>		
Glade Towne condos	Apartment Condominiums	33-38 years	120	\$161,000	\$40,250	to	\$64,400
Glade Towne	Townhouses	36-48 years	147	\$223,000	\$55,750	to	\$89,200
Discovery	Townhouses	42-50 years	405	\$227,000	\$56,750	to	\$90,800
Colony Village	Townhouses	37-39 years	161	\$276,000	\$69,000	to	\$110,400
Glade Village	Single family	59-64 years	86	\$308,000	\$77,000	to	\$123,200
Heritage Townhomes	Townhouses	27-29 years	29	\$310,000	\$77,500	to	\$124,000
Glade Towne	Single family	46-49 years	211	\$327,000	\$81,750	to	\$130,800
Longley Green	Townhouses	2-3 years	20	\$349,000	\$87,250	to	\$139,600
Old Town	Single family, some apts and duplexes	50-100+	365	\$363,000	\$90,750	to	\$145,200
Discovery	Single family	44-49 years	256	\$368,000	\$92,000	to	\$147,200
Spring Garden Estates	Single family	57-61 years	67	\$370,000	\$92,500	to	\$148,000
Westfield	Single family	43-53 years	23	\$382,000	\$95,500	to	\$152,800
Winter Brook	Single family	23-26 years	65	\$383,000	\$95,750	to	\$153,200
Fountain Rock Manor	Single family	35-37 years	129	\$386,000	\$96,500	to	\$154,400
Glade Manor I	Single family	43-45 years	129	\$387,000	\$96,750	to	\$154,800
Glade Manor II	Single family	32-37 years	115	\$408,000	\$102,000	to	\$163,200
Deerfield	Single family	22-34 years	287	\$476,000	\$119,000	to	\$190,400
Rural	Single family	50-100+ years	169	\$480,000	\$120,000	to	\$192,000
Sun Meadow	Single family	11-20 years	265	\$499,000	\$124,750	to	\$199,600
Mill Run	Single family	4-5 years	21	\$502,000	\$125,500	to	\$200,800
Creekside Park	Single family	21 -23 years	78	\$512,000	\$128,000	to	\$204,800
Parkside	Single Family	2-4 years	24	\$605,000	\$151,250	to	\$242,000
Spring View Estates	Single family	1-3 years	103	\$647,000	\$161,750	to	\$258,800

<sup>1</sup> Assuming homebuyers purchase home in the price range that is between 2.5 and 4 times their annual income.

Sources: Maryland Dept of Assessments and Taxation; Town of Walkersville

## FREDERICK COUNTY HOMEBUYER ASSISTANCE

The Frederick County Homebuyer Assistance Program helps local families with limited resources by providing down payment/closing cost assistance toward the purchase of their first home. Qualifying home buyers can receive no interest deferred loans that are due upon the sale or transfer of the property, or when the home is no longer the primary residence of the borrower. Monthly payments are not required. To qualify homebuyers must be first time homebuyers, must live and/or work in Frederick County, have a total

gross household income at or below 80% of the Washington MSA (Metropolitan Statistical Area) median income limit, or \$113,840 for a household of four people. They must purchase a home in Frederick County, be approved for a minimum 30-year fixed rate mortgage, and must occupy the home as their primary residence.

## **FREDERICK COUNTY HOUSING REHABILITATION PROGRAMS**

Frederick County administers a number of housing rehabilitation programs that could benefit Walkersville homeowners and owners of rental properties.

The Senior Housing Rehabilitation Grant program provides grants to very low income seniors to make emergency home repairs, to correct substandard conditions and code violations, or make other accessible, health, and safety modifications. The Emergency Housing Rehabilitation Program provides deferred loans to income eligible homeowners for the same kind of repairs. The loans must be paid at the time of property sale, refinance or transfer of title.

The County also administers several special loan programs which are designed to improve rental properties for low and moderate income families. Depending the program, the loans can be used to increase energy conservation, abate lead paint, provide accessibility modifications, or bring properties up to applicable building codes.

## **FAIR HOUSING**

HB 90 (2021) requires all housing elements developed for municipalities and non-charter counties to “affirmatively further fair housing” in addition to affordable housing. HB 90 defines affirmatively furthering fair housing as, “taking meaningful actions...to:

- Overcome patterns of segregation;
- Foster inclusive communities free from barriers that restrict access to housing and opportunity based on protected characteristics;
- Address significant disparities in housing needs and access to opportunity;
- Replace segregated living patterns with truly integrated and balanced living patterns; and
- Foster and maintain compliance with civil rights and fair housing laws.”

“Meaningful action was defined in HB 90 as “a significant action that is designed and can be reasonably expected to achieve a material positive change by, for example, increasing fair housing choice or decreasing disparities in access to opportunity.”

Housing designs and prices are primarily determined by the market. This Plan includes recommendations with regard to reviewing zoning standards governing residential development and to allowing apartments in several zoning districts. This Plan also recommends that the Town consider allowing accessory dwelling units and seek ways to increase the supply of housing that meets the needs of seniors.

## **HOUSING POLICIES AND RECOMMENDATIONS**

*H-1 Consider zoning standards that would allow neighborhoods with a mix of housing types and sizes that can accommodate a variety of households, including renters and owners.*

*H-2 Support quality, safe, and affordable housing in a variety of types, sizes, locations, and costs to meet the needs of current and future residents, regardless of age or income status.*

*H-3 Seek partners and funding to increase the supply of housing for the senior population, including developments that support aging in place.*

*H-4 Review the Town Code with regard to the provision of housing designed for senior citizens and active adults.*

*H-5 Encourage and support efforts to maintain the quality and appearance of individual properties to retain and promote property values and attractive neighborhoods.*

*H-6 Encourage homeownership and promote foreclosure prevention programs for low- and moderate-income households*

*H-7 Coordinate with Frederick County on housing needs and issues.*

*H-8 Permit apartments in Old Town and B-1 Neighborhood Business districts, as well as the R-3 and R-4 Residential districts.*

*H-9 Consider creating a local historic district and encourage owners to seek historic tax credits.*

*H-10 Before rezoning additional residential land, complete a comprehensive review and update of the residential zoning district regulations.*

*H-11 Review and amend the Zoning Ordinance requirements to permit accessory dwelling units and tiny houses, and develop criteria and conditions for their approval.*

## CHAPTER 5

# LAND USE

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The purposes of this chapter include:

- To describe the existing land use pattern.
- To analyze the development potential of the existing zoning map.
- To define land use categories shown on the Plan map.
- To assess the development potential of the proposed Plan map.
- To state Land Use policies and recommendations.

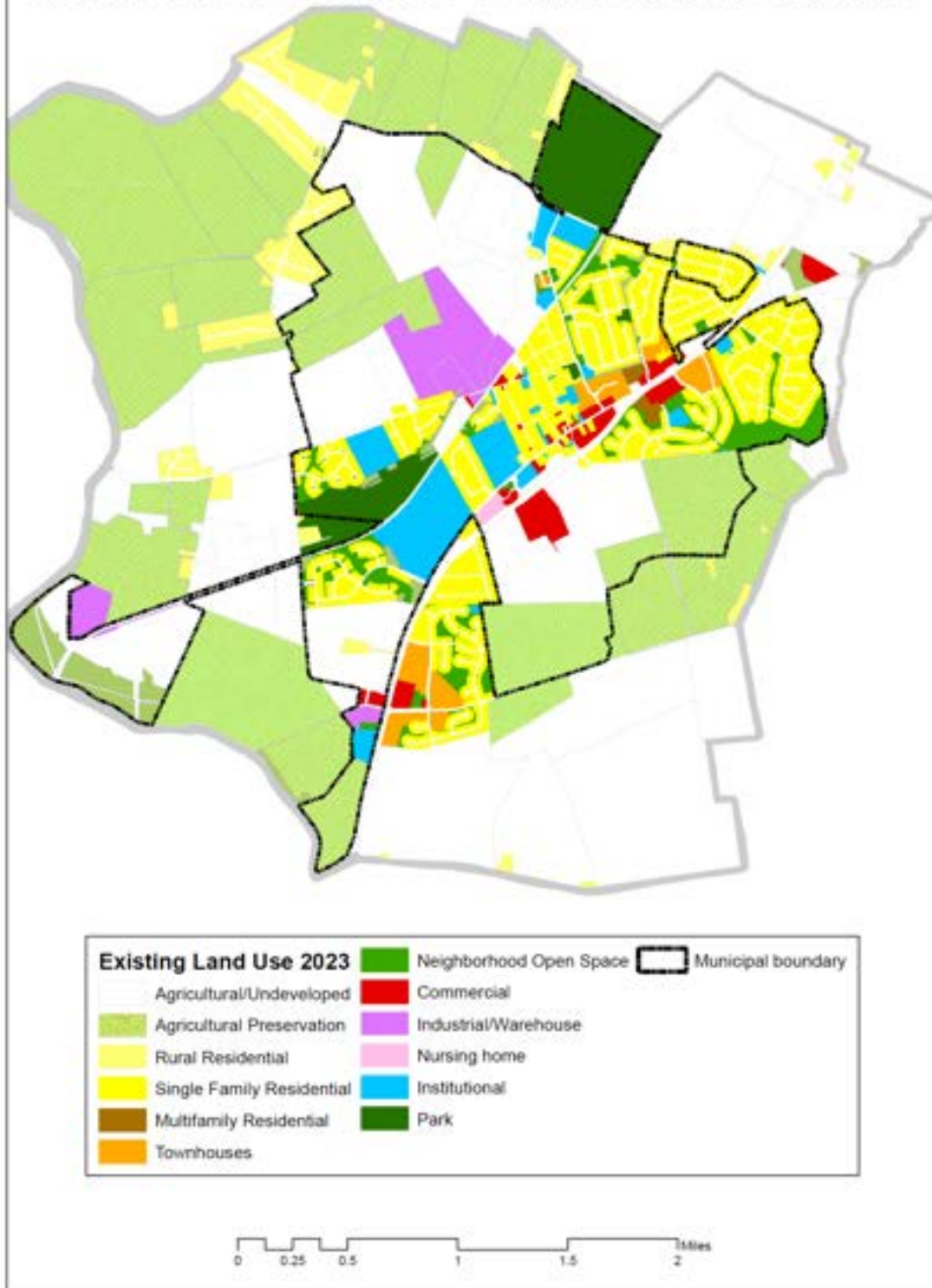
### EXISTING LAND USE

The existing land use pattern is shown in Figure 5-1 Existing Land Use and described in Table 5-1.

- The **Town** encompasses a land area of approximately 3,028 acres or about 4.7 square miles. The **surrounding area** (the “area of planning influence”) encompasses an additional 4,517 acres.
- **Agriculture** continues to dominate the **Town** and **surrounding area** land use pattern. Over half of the land within the Town limits is in agricultural use or undeveloped. Of that, over one-third of the Town farmland is under a permanent preservation easement.
- Over 80% of the land in the **surrounding area** is in agricultural use, with about half of that under a preservation easement.
- Single family dwellings occupy about 90% of the **residential** land within **Town**.
- The **Town** and **surrounding area** is divided into distinct neighborhoods. Over the last ten years, the Mill Run, Parkside, Longley Green, and Spring View Estates neighborhoods were developed, adding 169 new residences.
- **Old Town** is a compact residential area located on the northwest side of MD Route 194. This area is characterized by a grid street pattern and a mix of single family, two family, and multi-family dwellings, with single family residences being the dominant housing type. Small commercial uses and churches are also located within the Old Town residential area.
- **Commercial** development, including retail, service and office uses, occupies about 92 acres in the **Town** and **surrounding area**, representing about 2% of the land.

- The largest **commercial** area is the Walker's Village Shopping Center located at the corner of Glade Boulevard and MD Route 194. The shopping center contains about 92,000 square feet of retail space.
- **Recent commercial development in Town** includes the Rutters convenience store and gas station, which were built on a site opposite the Walkers Village Center that was formerly an abandoned gas station. The Sheetz gas station on the south side of Town was expanded and a Dollar General was built in front of the Victoria Park apartments. The building at East Frederick Street at Crum Road, that once housed a factory, and later the American Red Cross, is now occupied by Premier Fire Protection Services.
- In the **surrounding area**, the Discovery Crossings Shopping Center contains about 60,600 square feet of commercial space. A 7-11 convenience store and gas station were built recently on a pad adjacent to the shopping center.
- Industrial uses occupy about 2% of the land in the **Town and surrounding area**. Industrial uses within **Town** are located on Pennsylvania Avenue and include the Lonza and Hercules (formerly Cargill) properties. The Walkersville Self Storage facility is located on MD 194 south of Stauffer Court. Miscellaneous Metals, a steel fabricator, now occupies the former air conditioner plant on Retreat Road.
- **Institutional** uses include schools, public buildings and facilities, churches, cemeteries, and properties owned by non-profit groups such as the Fire and Rescue Companies. These uses occupy about 190 acres (2.5%) in the **Town and surrounding area**. The largest of these parcels are the schools and the fire and ambulance company properties. In the last ten years, a new library was built on South Glade Road on a dedicated parcel in the Sun Meadow development, and the Rock Creek School was re-located from Frederick to a new school building built on the Walkersville Middle School campus.
- Parks, recreation, and open space areas account for approximately 388 acres within the **Town and surrounding area**, including both public parks and neighborhood open space and parks.

## EXISTING LAND USE 2023 WALKERSVILLE AND SURROUNDING AREA



**Table 5-1  
EXISTING LAND USE: 2022  
Town and Surrounding Area**

Type of Land Use	Within Town Limits		Outside Town Limits		Total Area	
	Acres	Percent	Acres	Percent	Acres	Percent
<b>Residential</b>						
Rural Residential	12	0.4%	272	6.0%	284	3.8%
Single and Two Family	505	16.7%	148	3.3%	653	8.7%
Townhouses	38	1.3%	43	1.0%	81	1.1%
Garden Apts/Condos/Nursing home	18	0.6%	-	0.0%	18	0.2%
<b>Total, Residential</b>	<b>561</b>	<b>18.5%</b>	<b>463</b>	<b>10.3%</b>	<b>1,036</b>	<b>13.7%</b>
<b>Commercial &amp; Industrial</b>						
Commercial	67	2.2%	25	0.6%	92	1.2%
Industrial	128	4.2%	27	0.6%	155	2.1%
<b>Total, Commercial &amp; Industrial</b>	<b>195</b>	<b>6.4%</b>	<b>52</b>	<b>1.2%</b>	<b>247</b>	<b>3.3%</b>
<b>Public &amp; Semi-Public</b>						
Institutional	189	6.2%	2	0.0%	191	2.5%
Recreation & Parks	209	6.9%	21	0.5%	230	3.0%
Neighborhood open space (HOA)	134	4.4%	24	0.5%	158	2.1%
<b>Total, Public &amp; Semi-Public</b>	<b>532</b>	<b>17.6%</b>	<b>47</b>	<b>1.0%</b>	<b>579</b>	<b>7.7%</b>
<b>Roads and Railroad</b>	<b>145</b>	<b>4.8%</b>	<b>172</b>	<b>3.8%</b>	<b>317</b>	<b>4.2%</b>
<b>Total Developed Land</b>	<b>1,433</b>	<b>47.3%</b>	<b>734</b>	<b>16.2%</b>	<b>2,167</b>	<b>28.7%</b>
<b>Undeveloped Land</b>						
Agricultural/Undeveloped	1,002	33.1%	1,873	41.5%	2,875	38.1%
Agricultural Preservation	593	19.6%	1,910	42.3%	2,503	33.2%
<b>Total, Undeveloped</b>	<b>1,595</b>	<b>52.7%</b>	<b>3,783</b>	<b>83.8%</b>	<b>5,378</b>	<b>71.3%</b>
<b>TOTAL</b>	<b>3,028</b>	<b>100.0%</b>	<b>4,517</b>	<b>100.0%</b>	<b>7,545</b>	<b>100.0%</b>

## RESIDENTIAL DENSITIES

Residential densities range from 2 to 13 units per acre, with an overall average of 2.5 units/acre as shown in Table 5-2.

The densities of the four new neighborhoods built in the last decade are substantially lower than neighborhoods developed in earlier time periods.

**Table 5-2**  
**SUMMARY OF RESIDENTIAL DEVELOPMENTS & DENSITIES: 2022**  
**Town and Surrounding Area**

<b>Residential Development</b>	<b>Acres</b>	<b>Dwelling Units</b>	<b>Approx. Residential Densities (Units/Acre)</b>
<b>Town</b>			
Single Family	822	1,769	2.2
Townhouses	43	355	8.3
Multi-Family	15	200	13.3
<b>TOTAL, Town</b>	<b>880</b>	<b>2,324</b>	<b>2.6</b>
<b>Surrounding area</b>			
Single Family, Public Utilities	200	451	2.3
Single Family, Well & Septic	200	141	0.7
Total, Townhouse	50	405	8.1
<b>TOTAL, Surrounding area</b>	<b>450</b>	<b>997</b>	<b>2.2</b>
<b>TOTAL, TOWN AND SURROUNDING AREA</b>	<b>1,330</b>	<b>3,321</b>	<b>2.5</b>

### **RECREATION AND OPEN SPACE AREAS WITHIN RESIDENTIAL DEVELOPMENTS**

In 1994, the Town amended the Subdivision Regulations to increase the proportion of land in new residential developments to be reserved for recreation. Within areas zoned R1, 15% of the land must be reserved for recreation; in R2 and R3 zones, the proportion is 20% and 25%, respectively.

The proportion of land designated for recreation and open space (including stormwater management) for existing developments is shown in Table 5-3.

Table 5-3  
COMPARISON OF HOUSING DEVELOPMENTS  
Town of Walkersville

Development	Type of Housing Units	Number of Units	Density (Units per acre) <sup>1</sup>	Net Density <sup>2</sup>	% in Lots	% in Streets	% in Open Space	Total Percentage
Glade Towne	Single Family	211	2.5	3.2	61.0%	15.0%	24.0%	100.0%
Glade Manor II	Single Family	115	2.9	2.9	77.7%	20.8%	1.5%	100.0%
Fountain Rock Manor	Single Family	129	3.4	3.5	76.1%	21.8%	2.1%	100.0%
Deerfield	Single Family	283	1.7	2.1	66.7%	15.3%	18.0%	100.0%
Winter Brook	Single Family	65	2.5	3.6	44.3%	23.9%	31.8%	100.0%
Creekside Park	Single Family	78	1.0	2.3	31.9%	11.1%	57.0%	100.0%
Sun Meadow	Single Family	265	2.4	3.1	60.7%	17.5%	21.8%	100.0%
Mill Run	Single Family	22	1.8	3.0	46.4%	13.6%	40.0%	100.0%
Parkside	Single Family	24	0.9	1.4	52.6%	9.8%	37.6%	100.0%
Spring View Estates	Single Family	103	1.2	2.0			40.0%	
Glade Towne	Townhouse	147	10.3		43.4%	0.0%	56.6%	100.0%
Colony Village	Townhouse	161	8.6		36.9%	10.7%	52.4%	100.0%
Heritage	Townhouse	29	5.1		38.6%	0.0%	61.4%	100.0%
Longley Green	Townhouse	20	4.6	7.2	36.2%	27.5%	36.3%	100.0%

<sup>1</sup> Density calculated with entire site acreage, including lots, streets and open space.

<sup>2</sup> Net density calculated excluding open space; includes lots and streets.

<sup>3</sup> Open space in townhouse developments includes private streets and parking areas maintained by homeowners associations.

## EXISTING ZONING

The existing zoning map is shown in Figure 5-2.

**Agricultural District:** Walkersville is unique among municipalities in that nearly half (45%) of the land in the Town is zoned Agricultural. It is a restrictive district, allowing agricultural, open space, and institutional uses, and businesses related to farming. Residential subdivisions are limited to three lots off parcels of record at the time of annexation. Of the 1,348 acres in the Agricultural District, about 42% have been placed under a permanent agricultural preservation district. About 55% of the District, or 740 acres, could be developed if rezoned to a development zoning district.

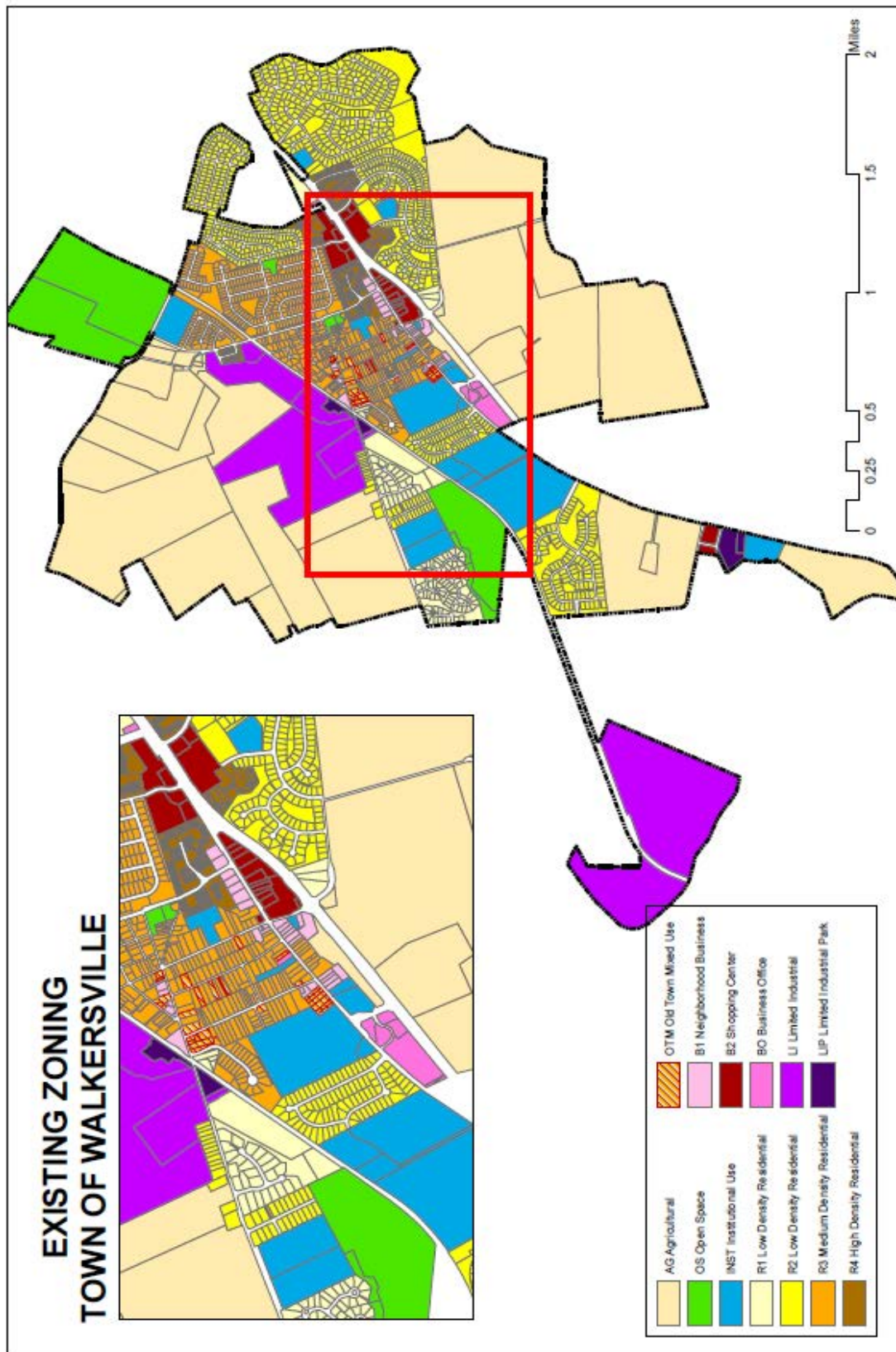
**Open Space District:** All town-owned parks are zoned Open Space. Homeowner association-owned open space areas are not included in this district.

**Institutional District:** The institutional district includes schools, places of worship, and community services, including the Fire Company-owned carnival grounds.

**Residential Districts:** About a quarter of the land in Town is zoned for residential uses. Nearly all of the 730 acres in the R-1, R-2, R-3 and R-4 districts are developed. Less than 20 acres of residentially zoned land is undeveloped. Undeveloped parcels include the 6 acre DeCaro property (zoned R-1) on the west side of MD 194 north of Glade Boulevard, the 11 acre Mill Run remainder (zoned R-1) on the south side of Pennsylvania Avenue, and a 1.5 acre parcel (zoned R-3) on George Street.

**Commercial Districts:** Less than 2% of the land in the Town is located in the Old Town Mixed Use or a commercial zoning district. Nearly all is developed, with the exception of a 1 acre parcel (zoned B-2) along MD 194 in front of the Victoria Park apartments and about 3 undeveloped acres (zoned B-O) on the parcel housing the nursing home on West Frederick Street. Over 30% of the land in the mixed use and commercial zoning districts is developed with residential uses (including the nursing home use), not commercial uses.

**Industrial Districts:** About 345 acres are zoned Limited Industrial (LI) or Limited Industrial Park (LIP), representing 16% of the land in Town. Nearly 250 acres of land zoned LI is undeveloped.



**Table 5-4**  
**LAND USE BY ZONING DISTRICT**  
**Town of Walkersville**

	Acres	% of Total	% Residential Use	% Commercial Use	% Industrial Use	% Institutional Use	% Open Space	% Ag Preservation	% Ag or Undeveloped
<b>Zoning District</b>									
<b>Open Space</b>	210	7%	0%	0%	0%	0%	100%	0%	0%
<b>Agricultural</b>	1348	45%	1%	2%	0%	0%	0%	42%	55%
<b>Institutional</b>	170	6%	0%	0%	0%	90%	0%	0%	10%
<b>Residential Districts</b>									
R-1	80	3%	63%	0%	0%	0%	15%	0%	22%
R-2	400	13%	77%	0%	0%	1%	22%	0%	0%
R-3	200	7%	74%	1%	0%	2%	15%	0%	1%
R-4	50	2%	100%	0%	0%	0%	0%	0%	0%
<b>Total, Residential</b>	730	24%							
<b>Commercial &amp; Industrial Districts</b>									
OTM	10	0.3%	80%	15%	0%	5%	0%	0%	0%
B-1 Neighborhood Business	15	0.5%	33%	60%	0%	1%	0%	6%	0%
B-2 Shopping Center	40	1.3%	18%	80%	0%	0%	0%	0%	2%
B-O Business Office	15	0.5%	33%	47%	0%	0%	0%	0%	20%
LI Limited Industrial	330	10.9%	0%	0%	25%	0%	0%	0%	75%
LIP Limited Industrial Park	15	0.5%	0%	0%	81%	0%	12%	0%	7%
GI General Industrial	0	0.0%	0%	0%	0%	0%	0%	0%	0%
<b>Total, Commercial &amp; Industrial</b>	425	14.0%							
<b>Roads &amp; Rail</b>	145	4.8%							
<b>Total</b>	3028	100.0%							

## RECOMMENDED COMPREHENSIVE PLAN MAP

The recommendations of a Comprehensive Plan are primarily contained in the Plan Map. The Map, showing the Town and surrounding properties, delineates the future annexation limits of the Town, shows the location of all existing and proposed roads and designates sites for existing and future community facilities. More importantly, though, the Plan Map designates future land uses for all properties within the future annexation limits and serves as the basis for all future zoning decisions.

## AREA OF PLANNING INFLUENCE (ANNEXATION LIMITS)

The Plan map encompasses an area surrounding the Town which is understood to be the Town's Area of Planning Influence. The Frederick County Comprehensive Plan designates most of this area Priority Preservation, meaning it is set aside for agricultural uses and preservation.

This PPA (Priority Preservation Area) encompasses approximately 11,000 acres virtually surrounding the Town of Walkersville and extending north to the Town of Woodsboro. The PPA also extends west of US 15 including the Crum and Thatcher properties, which were annexed into the City of Frederick in 2009. The area includes the highest concentration of prime farmland anywhere in the county and includes 1,955 acres (18% of the total PPA) under easement. This PPA encompasses the Town of Walkersville's growth area that would accommodate potential annexation into the Town for residential or employment development...As proposed, this PPA will enable Walkersville to maintain its identity - separate from Frederick City to the southwest, and from the Town of Woodsboro to the north. (**Livable Frederick**)

Despite this designation, the County Plan recognizes this to be an area in which the Town could annex properties with the intent to maintain agricultural uses and therefore provide a buffer between the Town and the City of Frederick.

The Area of Planning Influence extends north of the Town to include properties along the north side of Devilbiss Bridge Road, west to the Monocacy River, south to MD Route 26 and east to Crum and Stauffer Roads. The area encompasses 7,545 acres, about two-thirds of which is in agricultural use. The area also includes developments outside the Walkersville Town limits, including the Discovery Planned Unit Development, Spring Garden Estates, Glade Manor I, Dublin Manor, Green Village, Devon Farms, and the Miscellaneous Metals property on Retreat Road.

## LAND USE PLAN DESIGNATIONS

The following land use categories are shown on the Plan map: Agricultural/Rural, Agricultural Buffer, Neighborhood Open Space, Parks and Open Space, Institutional, Low Density Residential, Medium Density Residential, High Density Residential, Old Town,

Neighborhood Business, General Commercial, Office Commercial, and Limited Industrial. Table 5-5 shows the acreages by plan designation.

**Table 5-5  
ACREAGES BY COMPREHENSIVE PLAN DESIGNATION  
2024 DRAFT COMPREHENSIVE PLAN**

	<b>ACRES</b>	<b>% OF TOTAL</b>
<b>RESIDENTIAL</b>		
LOW DENSITY	749	9.9%
MEDIUM DENSITY	110	1.5%
HIGH DENSITY	81	1.1%
<b>TOTAL, RESIDENTIAL</b>	<b>940</b>	<b>12.5%</b>
<b>OLD TOWN</b>	<b>75</b>	<b>1.0%</b>
<b>COMMERCIAL</b>		
NEIGHBORHOOD BUSINESS	30	0.4%
GENERAL COMMERCIAL	35	0.5%
OFFICE COMMERCIAL	10	0.1%
<b>TOTAL, COMMERCIAL</b>	<b>75</b>	<b>1.0%</b>
<b>INDUSTRIAL</b>		
<b>LIMITED INDUSTRIAL</b>	<b>474</b>	<b>6.3%</b>
<b>PARKS AND OPEN SPACE</b>		
NEIGHBORHOOD OPEN SPACE (HOA)	165	2.2%
PUBLIC PARKS AND OPEN SPACE	225	3.0%
<b>TOTAL, PARKS AND OPEN SPACE</b>	<b>390</b>	<b>5.2%</b>
<b>INSTITUTIONAL</b>	<b>185</b>	<b>2.5%</b>
<b>AGRICULTURAL / UNDEVELOPED</b>		
AGRICULTURAL/RURAL	751	10.0%
AGRICULTURAL BUFFER	4,220	55.9%
<b>TOTAL, AGRICULTURAL/UNDEVELOPED</b>	<b>4,971</b>	<b>65.9%</b>
<b>ROAD / RAIL RIGHTS OF WAY</b>	<b>435</b>	<b>5.8%</b>
<b>TOTAL</b>	<b>7,545</b>	<b>100.0%</b>

## OPEN SPACE AND FLOODPLAIN PLAN DESIGNATIONS

The Open Space and Floodplain categories indicate areas in which development is to be limited to park, recreation and conservation uses. About 225 acres are designated Open Space, including the Walkersville Community Park, the Heritage Farm Park, Fountain Rock Park and Creamery Park. Properties designated Open Space are also zoned Open Space.

Open Space areas within developments are designated Neighborhood Open Space and account for 165 acres. These open space parcels located within residential developments are residentially zoned, and include recreation, stormwater management, forest resource and buffer areas. Recreation and open space areas within townhouse and multi-family developments were not included in this category because they include streets and parking areas.

The floodplain designation is an overlay designation. This area reflects the FEMA 100-year floodplain map which became effective on August 1, 2023. The Town zoning regulations prohibit the development of structures within the floodplain areas.

### Open Space and Floodplain Policies and Recommendations:

*LU-1 Development plans for new residential developments shall include park and open space areas.*

*LU-2 Development of floodplain areas will be prohibited. Forestation of the stream valleys shall be encouraged to prevent erosion and to maintain sensitive environmental areas.*

*LU-3 Identify priority areas for open space acquisition and preservation.*

*LU-4 Consider zoning and subdivision alternatives that maximize the preservation of open space.*

## AGRICULTURAL AND AGRICULTURAL BUFFER PLAN DESIGNATIONS

The Agricultural Buffer designation is applied to properties planned to remain in agricultural use permanently and serves as a buffer between the Town and surrounding municipalities and growth areas. Agricultural properties surrounding the Town are designated Agricultural Buffer on the plan, as are farms within the Town limits that have been placed in an agricultural preservation easement. Areas designated Agricultural Buffer account for 4,220 acres on the plan, or over half of the area on the Plan map.

The Agricultural/Rural category is used to designate those properties within Town limits which are intended to remain undeveloped or in agricultural use for the plan period, but which could eventually be developed. Subdivision and development activity within these areas should be restricted to uses which maintain rural character or which are incidental to agricultural activities. About 751 acres are designated Agricultural/Rural on the Plan.

### Agricultural Land Policies and Recommendations:

*LU-5 Additional low density, well and septic residential development of agricultural areas shall be discouraged within the potential annexation limits.*

*LU-6 Properties designated Agricultural/Rural that are not actively farmed should remain undeveloped or in low intensity uses scaled to the rural environment.*

*LU-7 Farming is an integral part of the Town's character. The Town shall not interfere with the agricultural use of agriculturally zoned properties.*

*LU-8 Identify agricultural properties to be held in reserve for future development.*

*LU-9 Support the County's efforts to preserve agricultural land by purchase of development rights easements, on farms that are not being held in reserve for future growth.*

*LU-10 Consider the economic viability of working farms in land use decisions that affect agricultural properties.*

*LU-11 Review the uses and requirements of the Town Agricultural zoning district.*

*LU-12 Consider adding agritourism uses to the permitted or special exception uses in the Agricultural zoning district.*

*LU-13 Adopt standards for the development of solar panel installations and designate areas in which they would be permitted.*

## **INSTITUTIONAL PLAN DESIGNATION**

The Institutional designation identifies sites used for public and semi-public purposes, such as schools, public buildings, the fire and ambulance companies, utilities, libraries, places of worship and private schools. About 185 acres are shown in this category, representing 2.5% of the land on the Comprehensive Plan map.

### **Institutional Use Policies and Recommendations:**

*LU-14 Accessory uses permitted on institutional properties should be delineated in the Zoning Ordinance.*

*LU-15 Institutional uses should be located where roads, water and sewer services and fire and rescue facilities are adequate to serve the proposed use.*

*LU-16 Institutional uses located within the Town shall be served by public water and sewer services.*

*LU-17 When considering plans for new developments, the Town shall set aside land for new institutional uses as appropriate.*

## **RESIDENTIAL PLAN DESIGNATIONS**

Residential land use categories include low density, medium density and high density. About 940 acres are designated for residential development. All 940 acres are developed; only a few residentially-zoned lots have subdivision potential. The dwelling unit potential of the residentially-designated areas on the plan is practically zero.

The Low Density Residential category accounts for the majority (749 acres) of residential land, and corresponds to land zoned R-1 and R-2. Rural subdivisions along Dublin Road are also designated Low Density Residential.

The Medium Density Residential category is shown for part of Old Town Walkersville, and for the Winter Brook and Sun Meadow developments. The R-3 residential zoning district corresponds to the Medium Density land use designation. Housing types are restricted to

one and two family dwellings. The development potential of land designated for Medium Density Residential development is very limited; there are a few properties in the Old Town area that could be subdivided to create one to three additional building lots.

The High Density Residential category includes areas with development densities of 5 to 8 units per acre. All housing types including single family, townhouse and multi-family are permitted in High Density residential areas. Properties designated High Density may be zoned R4 Residential. About 110 acres are shown in this category, including the townhouses in Colony Village, Glade Towne, Discovery, and Heritage, and Longley Green townhouse developments and the Glade Towne condominiums.

#### Residential Development Policies and Recommendations:

*LU-18 New residential development shall be integrated with existing development. Development occurring on infill parcels or in proximity to existing public services shall be given priority.*

*LU-19 The Town shall promote residential designs that foster the development of neighborhoods, are visually attractive, and are protected from incompatible uses.*

*LU-20 The Town should review its residential zoning districts and their respective requirements to ensure that the zoning regulations fulfill the purpose and intent of the Comprehensive Plan categories.*

*LU-21 The Town should consider adopting a residential floating zone that provides for a mix of residential dwelling unit types, which are integrated with open space areas and community amenities.*

<b>Table 5-6</b> <b>Residential Development Potential</b> <b>January 2024 Draft Comprehensive Plan</b>				
<b>Land Use Designation</b>	<b>Acres Designated</b>	<b>Acres Undeveloped</b>	<b>Existing Dwelling Units</b>	<b>Additional Potential Dwelling Units*</b>
<b>Low Density Residential</b>	749	0	1,836	0
<b>Medium Density Residential</b>	110	1	422	5
<b>High Density Residential</b>	110	0	880	0
<b>Neighborhood Business**</b>	30	13	4	15 - 20
<b>Total</b>	<b>999</b>	<b>14</b>	<b>3,142</b>	<b>20-25</b>
*Development potential would vary depending on zoning district, dwelling unit type, and stormwater management, forestation and open space area requirements  **The undeveloped Neighborhood Business properties are located in the MD 194 corridor. These parcels could be developed with commercial, office, and/or residential uses. The potential dwelling units assumes residential development of the undeveloped properties under this designation.				

## OLD TOWN PLAN DESIGNATION

The Old Town category identifies the unique historic old town Walkersville area that contains a mix of small-scale retail, office, public and semi-public and residential uses. The Old Town area consists of the following streets: Maple Avenue, Fulton Avenue, Main Street (from Frederick Street to George Street), Pennsylvania Avenue (from the railroad to Main Street), Green Street, George Street (from Pennsylvania Avenue to Main Street), and Frederick Street (from Main Street to Nicodemus Road). Appropriate zoning categories in the Old Town area include Old Town Mixed Use (OTM), R-3 Residential, and B-1 Commercial.

Old Town Mixed Use zoning district was adopted in 2003 to “promote the use and reuse of existing structures” and “preserve the historic mix of small scale retail, office and residential uses” in the Old Town area.

At the time it was established, OTM properties were zoned R3 Residential or B-1 Neighborhood Business. The zoning district was applied to 28 properties, some of which

were clustered on Frederick Street and Pennsylvania Avenue, others were scattered. OTM was applied to existing commercial properties and residential properties with B-I zoning, as well as residential properties for which the property owner requested the change.

For most of the 28 OTM properties, the use has not changed since it was rezoned OTM. None of the properties was redeveloped. A handful of the properties changed use.

#### Old Town Development Policies and Recommendations:

*LU-22 The residential character of the Old Town area shall be maintained through appropriate size, location, and scale of buildings; materials used; landscaping; lighting; and other performance standards.*

*LU-23 The Old Town area is not intended to accommodate commercial uses that are more appropriate for areas with a commercial designation and that entail high-volume traffic turnover, large parking areas and/or outdoor storage and display areas.*

*LU-24 The Town shall use regulatory controls to preserve the Old Town area as a unique, mixed use area.*

*LU-25 The Zoning Code should be reviewed to determine where a more flexible approach might increase the feasibility of adaptive reuse of old commercial/industrial structures.*

*LU-26 The mix of zoning in the Old Town area (R-3, OTM, B-I and INST) should be assessed in light of the purpose of the Old Town designation.*

*LU-27 Zoning of the Old Town area should be reviewed with consideration given to converting the Old Town Mixed Use District to an overlay district.*

#### COMMERCIAL PLAN DESIGNATIONS

Three commercial categories are shown on the Plan: Neighborhood Business, General Commercial, and Office/Commercial.

#### NEIGHBORHOOD BUSINESS

The Neighborhood Business designation is a new designation. Areas designated Neighborhood Business are adjacent to residential neighborhoods and are scaled to the pedestrian. These areas are typically zoned B-I Commercial which allows both residential and commercial uses. While Neighborhood Business areas might include residential uses, commercial uses predominate. This is in contrast to the Old Town area, in which residential uses predominate. About 30 acres are designated Neighborhood Business.

The B-I zoning stated purpose and intent is “to encourage the provision of small, safe, attractive and well-located shopping areas for primarily pedestrian use in a manner that will make them compatible assets to the residential environment.” However, the permitted uses and dimensional standards of the district are not necessarily compatible with small scale, pedestrian oriented development.

Properties on both sides of East Frederick Street between the MD 194 bypass and Main Street are recommended to be designated Neighborhood Business. Most of the commercial properties were developed under modern standards—the road was widened,

buildings were set back, cars and parking were accommodated, and those sections became less pedestrian-friendly.

Consideration should be given to zoning properties on both sides of E. Frederick Street (from Main Street to MD 194) B-1 to ensure that when/if the properties are redeveloped they maintain pedestrian scale and fit with the Old Town. The residences would become conforming uses rather than legal non-conforming uses. Non-conforming status indicates that the uses would eventually be phased out. Automobile-oriented uses like gas stations should not be permitted in the Neighborhood Business area.

Challenges to the East Frederick Street corridor are cohesiveness of uses, the pedestrian experience (safety, accessibility, aesthetic), and the overall appearance of the streetscape.

About half of the 30 acres designated Neighborhood Business are undeveloped or could be redeveloped. These undeveloped areas front on MD 194, with limited development potential due to access constraints, and narrow lot configurations. Two lots on Glade Boulevard (part of the Walkers Village Center) are designated Neighborhood Business to allow neighborhood-friendly redevelopment with commercial, residential or mixed use to occur.

## GENERAL COMMERCIAL

The General Commercial designation is used to indicate sites that are appropriate for a full range of commercial activities. Properties with this land use plan designation are typically zoned B-2 Commercial, and are existing or planned retail/service areas geared to vehicular access.

Commercial areas are generally oriented to MD Route 194. Even if not directly accessible to the bypass, commercial areas are visible from MD 194. However, while commercial areas are oriented toward MD 194, access to MD 194 is limited. Service or local roads will provide access to any new commercial development located on MD 194.

The General Commercial category encompasses 35 acres, about 11 acres of which are undeveloped. A one acre undeveloped lot (next to Dollar General) is located off Sandstone Drive in front of the Victoria Park Apartments. A 10 acre farm parcel located outside Town limits on Fountain Rock Road accounts for the remaining undeveloped acreage in the General Commercial category.

General Commercial areas are typically zoned B-2 Commercial. The B-2 District “is intended to be the single central shopping, service and entertainment center for the community and the surrounding region. It is intended that stores and other facilities will be grouped together in an attractive and convenient manner with particular attention being paid to the safety of pedestrian travel and the protection of adjoining residential areas. It is essential that this district have excellent vehicular accessibility from both the central community and the region and that safe and adequate off-street parking and loading is provided.”

## OFFICE COMMERCIAL

The Office Commercial designation indicates areas that are appropriate for office and a limited range of service uses. The B-O Commercial zoning district corresponds to this land use designation.

The Office/Commercial designation is shown for the northwest side of MD 194 at Nicodemus Road, which includes a nursing home and three banks. Two small commercial properties are also designated Office Commercial. There is additional land on the nursing home property that could accommodate an expansion of that facility.

## INDUSTRIAL PLAN DESIGNATIONS

The Plan provides for Limited Industrial growth. The Limited Industrial designation is intended to provide locations for the development of office and research park uses, limited manufacturing, warehouses, wholesale and distribution, and other business uses. Properties designated Limited Industrial may be zoned either Limited Industrial (LI) or Limited Industrial Park (LIP).

Within the current Town limits, the Plan provides for the expansion of the Lonza campus, and some additional limited industrial development along the railroad tracks and Retreat Road. A 180 acre parcel at the end of Retreat Road was annexed to the Town in 2010. Agricultural properties surround the Retreat Road parcels, which would screen employment and industrial uses from nearby residential areas. Development of these would require substantial infrastructure improvements and protection of environmentally sensitive areas along the Monocacy River.

Approximately 474 acres are designated for Limited Industrial development on the Plan map. About 50 acres are currently developed and in use, and the other 424 acres are in agricultural use or are undeveloped.

### Commercial and Industrial Development Policies:

*LU-28 The development of areas designated for employment shall be a priority for the Town and shall be actively encouraged.*

*LU-29 An adequate supply of commercial and employment land shall be provided through the zoning and annexation process to support economic development in the Town.*

*LU-30 Commercial and employment development shall be directed to sites which are accessible to major roads and which are physically suitable for development.*

*LU-31 Commercial and industrial developments shall be planned so as to minimize visual and noise impacts on the community. Landscaping and buffering shall be required as part of the site planning process.*

*LU-32 The Town should review the commercial and industrial zoning district regulations, particularly with regard to permitted and accessory uses, including the use of accessory shipping containers.*

*LU-33 The LI and LIP district regulations should be reviewed to refocus the districts on wholesaling, warehousing, limited manufacturing and assembly uses, offices, research laboratories and other employment uses. Dimensional standards should be reviewed to ensure that any buildings and parking areas are scaled to the parcel size and surrounding uses.*

*LU-34 Eliminate the General Industrial zoning district from the zoning ordinance.*

*LU-35 Encourage the establishment and growth of locally owned businesses within the commercial areas.*

*LU-36 Consider adopting architectural review design standards.*

## CHAPTER 6

# MUNICIPAL GROWTH

The purposes of this chapter include:

- Review past growth trends and patterns;
- Project future growth in population based on growth scenarios;
- Determine land use needs based on growth policies and capacity analysis;
- Examine the effects of growth on infrastructure and natural features within Town limits and the surrounding area of planning influence.

### HISTORIC GROWTH TRENDS AND PATTERNS

The Town of Walkersville grew rapidly in the early 1900s and then did not experience a significant growth spurt again until after World War II. The Town continued to experience modest growth until the 1960s when commuters saw Walkersville as an attractive place to live. A large portion of the Town and its environs was developed in the twenty years between 1970 and 1990: 992 dwelling units were built in the Town and 856 dwelling units were built outside Town limits in the Glade Manor I, Discovery and Spring Gardens subdivisions.

The U.S. Census reported a 2020 population of 6,156 for the Town of Walkersville. This represents a 6% population increase from 2010 to 2020. The 2023 population is 6,393, as estimated by Town staff.

About 2,638 persons reside within the “area of planning influence” surrounding the Town, but outside the current Town limits. The Discovery, Glade Manor I, and Spring Garden Estates neighborhoods all lie outside the Town limits, but are served by public facilities. The “area of planning influence” extends westward to the Monocacy River, southward to MD Route 26, eastward to Crum Road, and northward to include properties fronting on Devilbiss Bridge Road. The total population of the Town and its environs is therefore estimated at 9,031 persons.

**Table 6-1**  
**Population and Housing Unit Growth: 1970 – 2023**  
**Town of Walkersville**

<b>Year</b>	<b>Population</b>	<b>Percent Increase</b>	<b>Housing Units</b>	<b>Average Housing Unit Increase per year</b>
<b>1970</b>	1,269		442	
<b>1970-1980</b>	+943	74.3%	+325	36
<b>1980</b>	2,212		767	
<b>1980-1990</b>	+1,933	87.4%	+667	68
<b>1990</b>	4,145		1,434	
<b>1990-2000</b>	+1,047	25.3%	+359	36
<b>2000</b>	5,192		1,793	
<b>2000-2010</b>	+542	10.4%	+364	36
<b>2010</b>	5800		2,157	
<b>2010-2020</b>	+356	6.1%	+111	11
<b>April 2020</b>	6,156		2,268	
<b>2020 – 2023</b>	+237	3.8%	+89	30
<b>2023</b>	6,393		2,357	



## LAND USE AND DEVELOPMENT TRENDS BY DECADE

**PRE-1970** Glade Village, Walkersville High School (now Walkersville Middle School), Lonza, Old Town

**1970s** Extension of Frederick County sewer service to the Town; Glade Towne (part); Westfield; annexation of agricultural properties; Community Park; Walkersville Elementary; Walkersville High School; shopping center on south side of E. Frederick Street; Glade Manor I; Discovery; Spring Gardens; Lonza; 194 bypass.

**1980s** Glade Town (part); Colony Village; Fountain Rock Manor; Glade Manor II; Glade Town Condos; Walkers Village Center; Exxon & Amoco gas stations near MD 194 & Fountain Rock Rd; commercial development on the E. Frederick St; new Fire Company building; Town Hall moved to the old Fire Company building.

**1990s** Deerfield; Creekside Park (part); Winter Brook; Heritage Townhomes; nursing home (currently Autumn Lake Healthcare at Glade Valley); Glade Elementary; Heritage Farm Park; Sheetz; Commerce Drive banks; St. Timothy's Catholic Church relocated to new building on Biggs Ford Rd.

**2000s** Sun Meadow; Creekside Park (part); Victoria Park Apartments; Walkersville Self Storage; St. Timothy's expansion, Fredericktowne Baptist Church relocated to new building on Biggs Ford Rd.

**2010s** Mill Run, Parkside, Longley Green, Spring View Estates (part), Self Storage expansion, Sheetz rebuild/expansion; Century Center annexation; Hercules Iron Works in Cargill facility; Lonza expansion.

**2020s** Spring View Estates (part), Longley Green, Rutters, Dollar General, Rock Creek School

## POPULATION PROJECTIONS

Population estimates are based on trends in the number of housing units, the average household size and vacancy rates. Growth is dependent upon land being zoned for development, Adequate Public Facilities Ordinance (APFO) requirements being met, and market forces.

Tables 6-2 projects the Town's population through 2040 based on growth permitted on the Plan map. Population growth would be minimal. It should be noted that these projections are based on the assumption that the average household size for the Town will remain stable at 2.71 persons per household and that the vacancy rates will remain low, at 2%.

As shown in Table 6-3, the vacancy rate and average household size will determine whether the town population remains stable or increases slightly. A decrease in the average household size due to an aging population would result in a population decrease. Over the last century, the average household size declined steadily as birth rates have declined and average life spans increased. However, the trend of declining average household sizes has slowed or reversed since 2000. The Maryland Department of Planning reported that the average household size in Maryland remained stable at 2.61 persons per household between 2000 and 2010, and increased slightly to 2.67 in 2020. Table 6-3 demonstrates the impact that a reduction in the average

household size and/or an increase in historically low vacancy rates would have on the Town population.

**Table 6-2**  
**POPULATION PROJECTIONS AT PLAN BUILD-OUT – 20 YEARS**  
**TOWN OF WALKERSVILLE**

<b>Year</b>	<b>Housing Units</b>	<b>Population</b>	<b>Population Growth</b>
<b>2020</b>	<b>2,268</b>	<b>6,156</b>	
<b>2023</b>	<b>2,357</b>	<b>6,393</b>	<b>3.8%</b>
<b>Increase (range)</b>	<b>20 - 25</b>	<b>54 - 68</b>	
<b>Plan Build-out (2043)</b>	<b>2,377 – 2,382</b>	<b>6,447 – 6,461</b>	<b>0.8% – 1.1%</b>

**Table 6-3**  
**POPULATION PROJECTIONS: NO RESIDENTIAL DEVELOPMENT**  
**Town of Walkersville**

<b>Scenario</b>	<b>Housing Units</b>	<b>Population</b>	<b>Change from 2022</b>	<b>Percent change</b>
<b>Stable vacancy rate, stable household size</b>	<b>2,357</b>	<b>6,384</b>		
<b>Stable vacancy rate, household size reduced to 2.67 (Frederick County &amp; State of Maryland averages)</b>	<b>2,357</b>	<b>6,291</b>	<b>-92</b>	<b>-1.45%</b>
<b>Stable vacancy rate, household size reduced to 2.5 (Frederick City average)</b>	<b>2,357</b>	<b>5,899</b>	<b>-485</b>	<b>-7.60%</b>
<b>Stable household size, vacancy rate decreases to 1.0%</b>	<b>2,357</b>	<b>6,448</b>	<b>64</b>	<b>1.00%</b>

## **RESIDENTIAL DEVELOPMENT POTENTIAL UNDER EXISTING ZONING**

Residential development potential in the Town residential zoning districts is summarized in Table 6-4.

An incidental number of new dwelling units could be added by the subdivision of lots under Agricultural zoning or the addition of dwelling units in the Old Town area by converting single family units to duplexes. Historically, very few units have been added to the Town housing stock through agricultural subdivision or conversion of existing dwelling units to duplexes.

**Table 6-4**  
**Dwelling Unit Potential Under Existing Zoning Residential Districts**  
**Town of Walkersville, 2024**

Zoning District	Undeveloped Acres	Developable Acres	Dwelling Unit Potential
R1 (22,000 sf min. lot size (DeCaro property; Mill Run remainder)	17	10	13
R2 (15,000 sf min. lot size	0	0	0
R3 (10,000 sf min. lot size) (Denn property)	1.4	1.4	6
R4 (6 townhouses / acre; 3,000 sf/dwelling min. lot size)	0	0	0
Total	18.4	11.4	19

## LAND USE NEEDS

The land currently zoned for development would accommodate only incidental growth in the Town population, and would fulfill a “no growth scenario” if no additional land is zoned for residential development.

To achieve the residential growth rate that occurred between 2010 and 2023 (an average of about 15 units built per year), at least 68 acres would be needed to be rezoned to a residential zoning district before 2033 and at least 136 acres would need to be rezoned by 2043.

**Table 6-5**  
**10 and 20 Year Residential Land Use Needs: Continuation of Recent Growth Trend**  
**Town of Walkersville, 2024-2044**

	Avg. D.U. Built/Year	Additional D.U. Potential, Year 2034	2034 Land Needs (acres) (Assumes 2.2 d.u./ac.)	Additional D.U. Potential, Year 2044	2044 Land Needs (acres) (Assumes 2.2 d.u./ac.)
Historic trend—2010- 2023	15	150	68	300	136

## ACHIEVING GROWTH / NO GROWTH SCENARIOS

Achieving a “no growth” scenario would not require any actions on the part of the Town. Residential development potential under the existing zoning map and Plan map would yield 20-25 units.

Achieving a continuation of recent growth trends over the next twenty years would require:

- Designation of property to a residential category;
- Rezoning of property to allow residential development in accordance with the Plan designation;
- Adequate public facilities to be in place to meet the Town's APFO requirements (i.e. all schools serving the development would need to be operating at less than 105% capacity at the time of preliminary plan review/approval). Walkersville High School is currently operating at 120% capacity and is projected to stay above the 105% threshold through 2030. Growth in Frederick City that feeds into Walkersville schools could keep the enrollment at Walkersville High School above the 105% threshold for even longer than 2030.
- Plan review: typically, a 18-24 month long process
- Market demand for new residential units.

## **IMPACT OF NO GROWTH AND GROWTH SCENARIOS ON TOWN FACILITIES**

Currently the Town Adequate Public Facilities Ordinance (APFO) addresses water and schools, requiring a finding of adequacy when preliminary subdivision plans are under consideration by the Planning Commission. A recommendation included in this plan is to amend the APFO to include findings of adequacy of roads and sewer service as well as water and schools.

Nearly 400 acres of industrial land could be developed under the Plan.

## **MUNICIPAL GROWTH LIMITS**

An integral element of this Plan is the development of an agricultural buffer surrounding the Town. The following map shows the status of the agricultural land surrounding the Town. The outer limits of the map indicate the ultimate annexation limits of the Town.

## **MUNICIPAL GROWTH POLICIES AND RECOMMENDATIONS**

*MG-1 Review and update the Town Adequate Public Facilities Ordinance, and add traffic and sewage treatment capacity tests.*

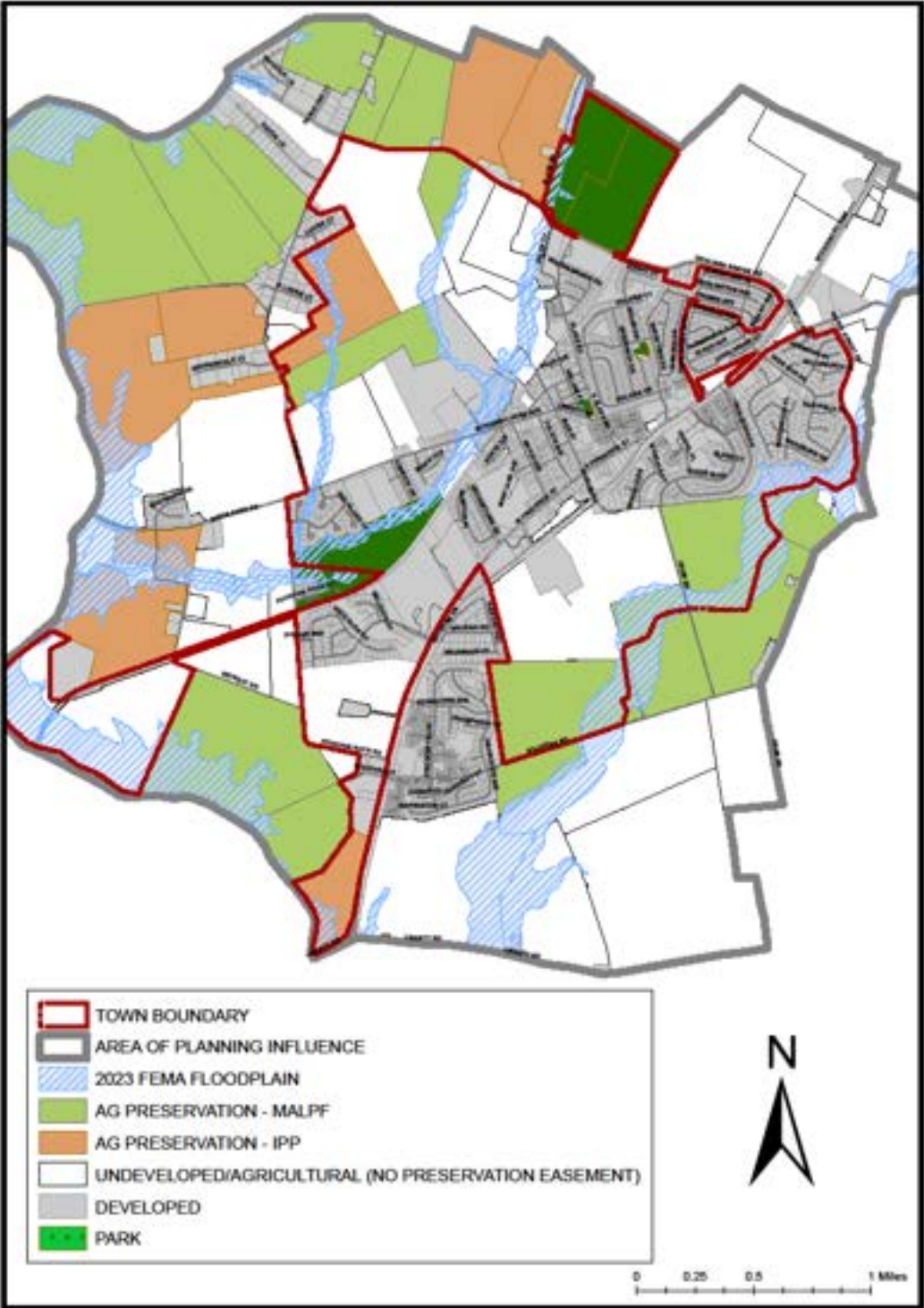
*MG-2 Support property owner and County efforts to place farms in the Agricultural Buffer under preservation easements.*

*MG-3 Monitor land use proposals in Frederick City and County that could affect the Town's ability to establish and maintain its Agricultural Buffer.*

*MG-4 Request the County update its land use plan for the Walkersville and north Frederick City area.*

*MG-5 Develop an annexation policy setting forth priorities for properties, land uses, and timing of development.*

**PRESERVED OPEN SPACE**  
**Town of Walkersville May 2024**



## CHAPTER 7

# WATER RESOURCES

The purposes of this chapter include:

- To describe the Town's watersheds and groundwater.
- To assess the adequacy of the water and sewage treatment facilities serving the Town.
- To determine the capacity of water and sewerage facilities to serve growth proposed by this Plan.
- To describe regulatory requirements with regard to managing the storm sewer system.
- To identify water resource needs and future requirements.

### POPULATION AND GROWTH FORECAST

The Walkersville water and the Frederick County sewer service area contains about 3,354 dwelling units and 9,031 residents.

The population of the Town is not expected to grow over the next twenty years, in accordance with Town land use policies. Overcrowded schools are a secondary factor that could constrain residential development. This plan also calls for industrial growth and a limited amount of commercial growth.

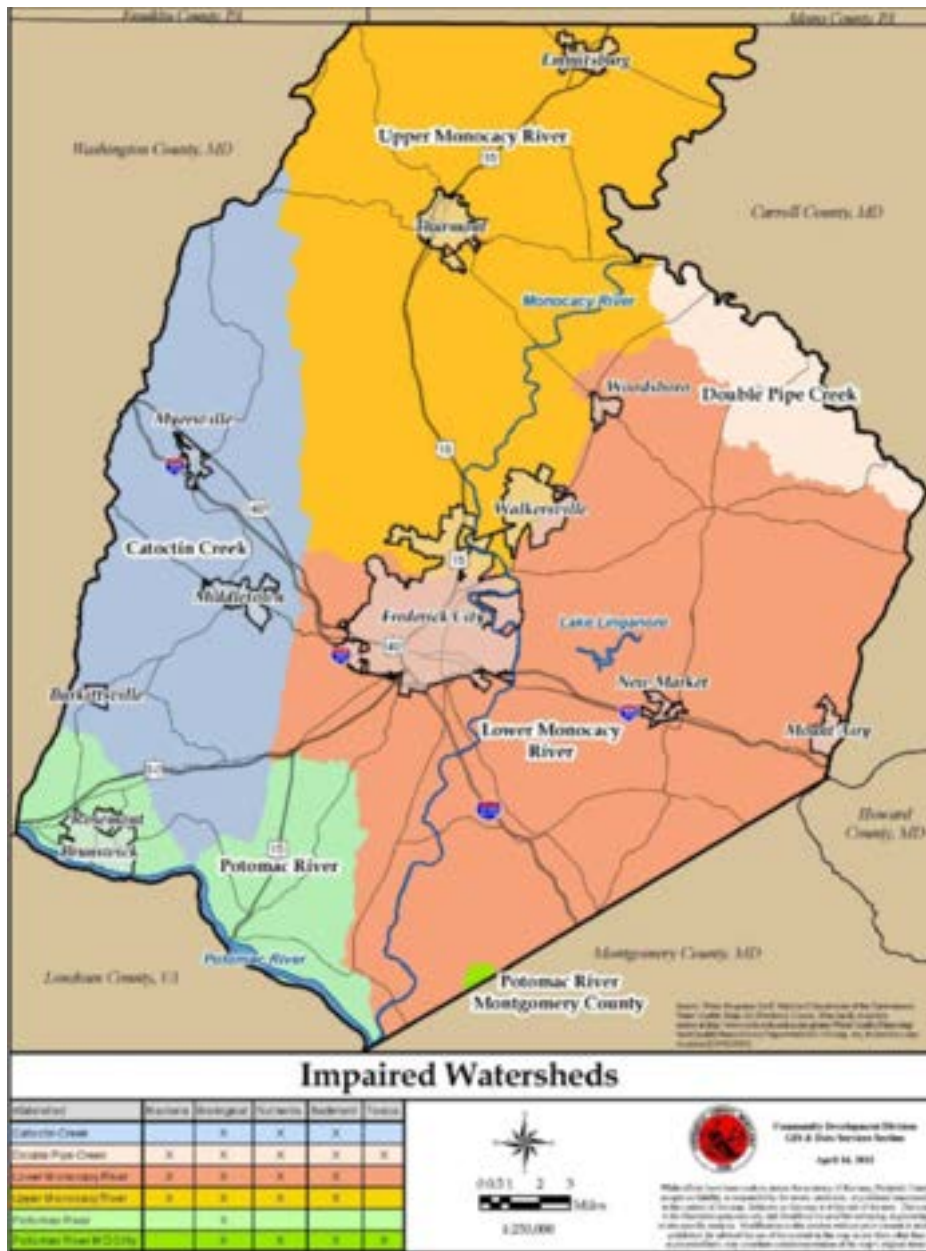
### TOWN OF WALKERSVILLE WATERSHEDS

The Town of Walkersville is located in the Monocacy River watershed. The land in town drains toward either Glade Creek or Israel Creek. The Glade Creek basin is located in the Upper Monocacy watershed and the Israel Creek basin is located within the Lower Monocacy basin.

The Lower and Upper Monocacy River Watersheds were identified by the State to be impaired by phosphorus, sediment, and E. coli bacteria.



Source: Frederick County Water and Sewerage Plan



Source: Frederick County Water and Sewerage Plan

## GROUND WATER

The Town of Walkersville's public water supply depends on groundwater from three Town wells. The wells are located in the Glade Creek basin. The geologic formation in which the wells are located is a prolific aquifer due to solution-enlarged fractures, joints, and bedding planes that rapidly transport water. The aquifer is recharged by precipitation percolating through the soil, through direct runoff into sinkholes, and by losing streams.

The 1993 Wellhead Protection Tracer Study was conducted for the Town by Thomas Aley of the Ozark Underground Laboratory and Malcolm S. Field of the U.S. Environmental Protection Agency provided the Town a thorough understanding of the Town's drinking water supply and its vulnerabilities. The Executive Summary of that study provides the following description:

A wellhead delineation study using fluorescent tracer dyes was conducted in the karst aquifer which supplies all of the municipal water for the town of Walkersville, Maryland. A total of seven groundwater traces were conducted by the Ozark Underground Laboratory. The tracing work demonstrated that at least 25% of the water extracted from the town wells is derived directly from the channel of nearby Glade Creek. Because of this, the entire topographic basin of Glade Creek upstream of the well field (an area of approximately 6.5 square miles) is included within the delineated wellhead protection zone.

Town wells #1, #2 and #3 are hydrologically connected with four springs in the area. These are: Pipe Spring (in the Walkersville Community Park), Willow Spring and Springhouse spring (downstream of the Town wellfield and on the opposite side of Glade Creek), and Fountain Rock Spring.

Approximately 15% of the water withdrawn from the Town wells #1, #2 and #3 is derived from precipitation which fell on urban and suburban lands in and around Walkersville. The remaining 85% of the water is derived from predominantly agricultural lands outside of the Town, but within the Glade Creek topographic basin.

Water can move very rapidly from the surface into Town wells. Typical travel times encountered during the dye tracing work ranged from a few hours to a few days. In one trace, dye introduced into a drainage ditch which receives runoff water from Maryland Highway 194 reached Town Well #1 within 17.5 hours of the time of dye injection. Endotoxin data indicate that microbiological contaminants are flushed from the surface and into Town wells by precipitation events; travel times are commonly 1 to 3 days, but can be 7 days or more in some cases.

While groundwater can move rapidly from the surface to the town wells, there is appreciable attenuation and detainment of tracer dyes within the groundwater system. It appears that much of the groundwater in the study area flows through, and is detained in, the epikarst. The epikarst is comprised of the upper 30 feet or so of the limestone bedrock. The epikarst is a region which has been highly modified by solution and which contains appreciable amounts of water storage volume.

Nitrate concentrations in the raw water supply of Walkersville are of major concern. Based upon data developed in this study we estimate that less than 15% of the total nitrogen load in the Town's well water results from urban and suburban land use activities in Walkersville. Confined animal populations and agricultural use of nitrogenous fertilizers and animal waste is the source of at least 75% of the total nitrogen load in the well water. The remaining 10% of the total nitrogen load is due to natural sources.

The 1993 study was used to delineate the Town's wellhead protection area (WHPA). The area is bordered, generally, by MD Route 194 to the east, Fountain Rock Park and Walkersville High School to the south, Dublin Road to the west and Gravel Hill in Woodsboro to the north. Most of the land in the basin is in agricultural use, and located outside the Town limits.

Another result of the 1993 study was that the Town was notified that the wells are classified as "Ground Water Under the Direct Influence of Surface Water" (GWUDI) source as defined in COMAR and the Surface Water Treatment Rule (State regulations).

The Town water supply is therefore vulnerable to contamination from surface pollutants. Water quality monitoring of raw water from the Town wells has shown high levels of turbidity, hardness, nitrates and the presence of both total and fecal coliform bacteria. Nitrate levels were found to be high in the spring water source of Glade Creek prior to the creek flowing through the agricultural and developed areas of the basin.

The vulnerability of the town's water supply to surface contamination was demonstrated in events in 1999 and 2008. The 1999 event involved the rupture of a sewer line in connection with construction of the Sun Meadow development. Raw sewage seeped into the Town wells within days of the accident. In 2008, contaminants from a manure spill into Glade Creek on a farm north of town were detected in the Town wells again within days of the incident. In both cases, the Town's water treatment plant was shut down and an emergency temporary connection to Frederick County water lines in Ceresville (in the Waterside development) was installed. Until the emergency connection was operational, boil water advisories were in place for all water system customers and local restaurants were closed.

A Source Water Assessment for the town was prepared by the Maryland Department of the Environment in July 2001. The study noted the following:

The area along Glade Creek and surrounding sinkholes are considered the most vulnerable areas within the WHPA and a "critical" zone should be established. The critical zone may be defined, for example, as a 100-foot buffer zone along Glade Creek and around identified open sinkholes...Contaminant spills or other threats should be responded to immediately if they occur in the critical zone.

The Source Water Assessment also concluded, "due to the nature of the karst aquifer and the rapid movement of water through the aquifer coupled with the presence of potential contaminant sources within the WHPA, the water supply is considered susceptible to all contaminants, despite the fact that not all contaminants have been detected (e.g. SOCSs Synthetic Organic Compounds, VOCs Volatile Organic Compounds)."

In February 2002, the Town adopted a Wellhead Protection Ordinance, the purpose of which is to protect the public health, safety, and welfare of the citizens and residents of the Town through the preservation of the Town's groundwater resources while allowing community development and growth to proceed as allowed by the Town Code and Comprehensive Plan.

In 2007 Frederick County adopted a Wellhead Protection Ordinance that restricts the size and type of hazardous substance storage tanks located within wellhead protection areas.

In 2020, the Town completed construction of a new, state-of-the-art water treatment plant. The dual treatment design utilizes both reverse osmosis and micro-infiltration technologies. The new

plant is fully equipped to handle contaminants in the water supply. The new plant represents the culmination of Town efforts to ensure the safety of the Town's drinking water.

## **DRINKING WATER SUPPLY AND AVAILABILITY**

The Town of Walkersville has its own municipal water service supplied primarily by three high production wells located in the Walkersville Community Park and north of Sherwood Drive at the water treatment plant.

The oldest portion of the water system, originally owned by a private water company, was constructed in 1909 and served Main, Fulton, Maple, Pennsylvania, George and Liberty Streets as well as the old mills adjacent to the railroad. The Town purchased the water system in 1959 when significant development began to occur in Town. The original water system was supplied by a reservoir located approximately 4 miles east of Walkersville. Several springs and Grape Creek fed the reservoir. It was abandoned as a water supply source in 1966 when high-yield production wells were found within Town.

Total yield from the Town's three wells is estimated at approximately 2,000,000 gallons per day (GPD). The Town's current water system has a treatment capacity of 1,400,000 GPD. The Town's Water Appropriation and Use Permit, issued by the State of Maryland Department of Natural Resources, allocates a maximum daily average groundwater withdrawal of 1 million gallons (MG) on a yearly basis and a daily average of 1.5 MG for the month of maximum use.

The average daily demand for water for 2022 was 551,205 gallons per day (GPD). The daily average in the peak usage month was 585,484 GPD. Despite new development, the average demand for water decreased in 2021 and 2022, after seven years of increases out of proportion with new growth. An aggressive leak detection and repair program, completed in 2021, appears to have resolved the issue. In 2023, the average daily demand for water increased to 634,692 gallons per day.

About 87% of water usage is consumed at private residences, 4% at commercial establishments, 6% at industrial establishments, and 3% is used by schools and municipal facilities.

The major commercial and institutional customers in Walkersville include Lonza, the Glade Valley Nursing and Rehabilitation Center, the Walkers Village Shopping Center, Walkersville Elementary, Middle and High Schools, Glade Elementary School, the Rock Creek School, Discovery Shopping Center, and the Sheetz car wash. Lonza is the largest consumer of drinking water, using about 4% of the annual usage. The next largest consumer was the Glade Valley Nursing and Rehabilitation Center at 3.05 million gallons per year.

The Town estimates that potential development under existing zoning represents an additional demand of about 200,000 gpd. Water usage among industrial uses can vary, so the demand for water by new users could vary. Residential development potential under existing zoning is less than 10 residential units.

The Town water supply is therefore adequate to serve potential development under existing zoning. The Town would estimate that the available capacity in the Town water system would be 400,000 – 500,000 gpd. Assuming a peak flow equivalent of 250 gallons per day, taps for about 1,600-2,000 EDUs (equivalent dwelling units) would be available.

## **WATER CONSERVATION**

The Town encourages water conservation through year-round restrictions on lawn watering.

## **WASTEWATER TREATMENT ASSESSMENT**

Public sewerage to the Town is provided by Frederick County. The Town sewer system was planned in the 1960s and construction was completed in 1972. Prior to this time, sewage was disposed of by “cistern, septic tank, tile field or cesspool”. (1972 Comprehensive Plan)

The main interceptor of the Town system follows Glade Creek. Glade Towne was connected by way of an 18” line. Spring Garden Estates was not included in the original system due to its distance from the interceptor.

Sewage from the Town flows through the Monocacy Interceptor to Frederick City’s treatment plant on the Monocacy River at Gas House Pike. From there it is pumped to the County’s Ballenger-McKinney Wastewater Treatment Plant (WWTP) for treatment.

The Ballenger-McKinney WWTP was upgraded from Biological Nutrient Removal (BNR) to Enhanced Nutrient Removal (ENR) in 2014. It has a permit capacity of 15 MPD, with an average flow of 7.29 MPD and remaining capacity of 7.7 MPD

WWTPs are subject to Total Maximum Daily Load limits for waterbodies. Impairing substances affecting the Monocacy River are fecal bacteria, phosphorus and sediment. The County’s long term plan is to divert the flow from Ballenger-McKinney to the Potomac River through a 10.2 mile outfall system.

Sewage from Walkersville flows through the 10.4 MGD (peak) Ceresville pumping station to Frederick City’s Gas House Pike WWTP, and from there, it flows through the 6.0 MGD Monocacy pump station, which was added to the system in January 2020. This pump station diverts County wastewater flows around the City system. The other large pumping station serving the Town is the 1.9872 MGD College Run station, which handles the northeast portion of the Town.

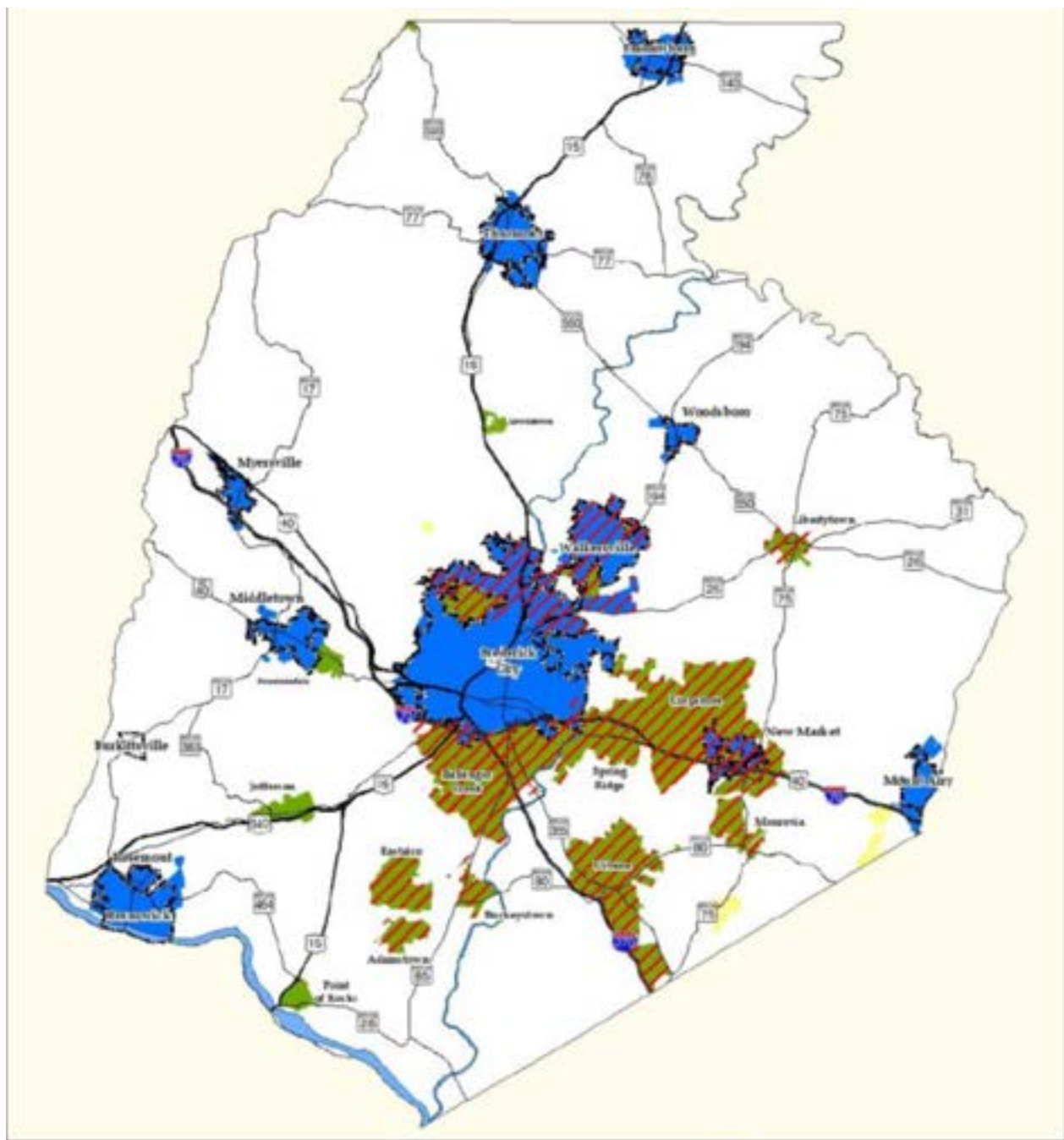
The County 2021 Water and Sewerage Plan indicates that the Ceresville pump station is currently operating at 78% capacity and the College Run station is operating at 20% capacity. All of the other pump stations in the Monocacy system (Crum Road, Dearbought, Discovery, and MD 194) are operating below capacity.

According to the Frederick County Water and Sewerage Plan, “the amount of available sewage treatment capacity is approaching the point in the foreseeable future where allocation may no longer be available, especially in the northern Basin which is treated by Frederick County at the Ballenger-McKinney WWTP. The City and County have drafted an agreement for additional capacity to be provided for growth in the northern Basin at the Ballenger-McKinney WWTP with the current sewer shed conveyance system study.

“The City and County have jointly funded a study to determine the capacity of the Monocacy Interceptor from its origination near Walkersville to its outfall at the Ballenger-McKinney WWTP. The analysis has been completed and the final report contains recommendations for improvements to the conveyance system based on growth in demand from areas that are tributary to the line. A majority of the costs for this study have been, and the upgrades

recommended in it are expected to be, reimbursed from developers of property using the line for conveyance.”

Any planned development in the Town is subject to the Frederick County Water and Sewerage Plan amendment process. Plan amendments are subject to review by County Planning Department and Water and Sewer Utilities staff, and County Planning Commission and approval by the Frederick County Council. The plan amendment process includes a determination that there is sufficient system capacity to serve the proposed use.



## FLOOD PRONE AREAS

Floodplain areas along rivers and streams can be defined several ways. One hundred-year floodplains are those areas determined by the Federal Emergency Management Agency (FEMA) to have a 1% chance of flooding in any given year. FEMA floodplain maps were recently updated and adopted in August 2023.

Annual floodplains, or floodplain soils, are defined by soil types associated with flooding, and are identified on the Frederick County Soil Survey. Floodplain areas can also be mapped by historical records of actual floods and by the Army Corps of Engineers.

Floodplain areas in the Walkersville area are generally broad, due to the flat terrain characteristic of the area. The width of the floodplain along the Monocacy in the Walkersville area ranges from 500 feet to over 2000 feet. The Israel Creek floodplain ranges from 800 feet to 2000+ feet wide. The Glade Creek floodplain is not as wide as that of Israel Creek, but the floodplains along its tributaries form a pattern of fingers extending several thousand feet from the creek. Due to the width and extent of these areas, floodplains represent a significant constraint to the development of undeveloped properties in the Walkersville area.

The areas along rivers and streams require careful management, not only to protect property from damaging floods, but also to avoid overburdening or losing these resource areas. Potentially conflicting activities, such as agriculture, recreation, manufacturing and wastewater treatment often depend on nearby water sources. Streams and rivers, along with their associated floodplain and woodland areas, are also environmental resources, serving as wildlife habitats and corridors for wildlife movement.

Non-tidal wetlands are an important ecological resource. They control flood waters, support fish and wildlife, and filter suspended sediments and chemicals before they enter the ground or surface water. They are protected by Federal and State regulations. Within the Walkersville area, there are only a few very small wetland areas. These are associated with the floodplains along Israel Creek and the Monocacy River.

A flood-prone area of particular concern to the Town is where Glade Creek crosses Pennsylvania Avenue/Biggs Ford Road in front of the Lonza facility. It is not unusual for the Lonza driveway to be flooded in a substantial storm, and occasionally the road must be closed. Town and Lonza officials have discussed the need for a second entrance to the facility. It is likely to be required by the Town when and if the facility is substantially expanded.



## MANAGING STORMWATER AND NON-POINT SOURCE POLLUTION

The Town of Walkersville's stormwater infrastructure is a regulated Small Municipal Separate Storm Sewer System (MS4) under the Environmental Protection Agency's National Pollutant Discharge Elimination System (NPDES) general permit requirements. The Town was included as a regulated system in accordance with EPA regulations requiring that small MS4s within "urbanized areas" as designated in the 2010 Census be regulated. In Frederick County, the municipalities of Brunswick, Emmitsburg, Frederick, Middletown, Mount Airy, Myersville, Thurmont and Walkersville fall under these requirements.

Under the NPDES requirements, the Town must manage, implement, and enforce management programs for controlling all stormwater discharges. The Town is required to follow six minimum control measures: public education and outreach; public participation and involvement; illicit discharge detection and elimination; construction site stormwater runoff control; post-construction stormwater management; and pollution prevention/good housekeeping. The Town is required to provide for impervious area restoration for twenty percent of existing developed lands that have little or no stormwater management. The overall purpose of restoration planning strategies and implementation schedules is to improve local water quality and contribute to the restoration of the Chesapeake Bay.

According to the Maryland Department of the Environment, stormwater in areas developed prior to the 1985 was not managed, and on properties developed between 1985 and 2002, stormwater was managed for flood control or water quantity only. After 2002, new developments were subject to water quality requirements as well as quantity requirements. Because most of the Town was developed prior to the 2002 requirements, the mitigation required by the MS4 regulations is substantial.

To comply with the permit requirements, the Town conducted a baseline impervious area assessment, developed a database of best management practices stormwater facilities (BMPs) in Town, adopted an Illicit Discharge Ordinance, launched a public education campaign, instituted a street sweeping program, promoted Town cleanup events and developed plans for restoration projects. Studies conducted indicate that Town has 339.27 acres of impervious surfaces covered by the permit, of which 153.99 acres are treated by stormwater water quality best management practices (BMPs) and 58.07 acres are treated by BMPs providing partial water quality treatment. The remaining 281.2 acres are untreated, and serve as the basis to determine the restoration requirement. The town is required to undertake restoration projects to treat 20% of the untreated acres (56.24 acres) by 2025.

As of February 2023, the Town's MS4 consultant has identified four potential restoration projects to meet the 20% requirement:

- Colony Village HOA SWM basin retrofit (wet pond) – 36.9 acres credit
- Deerfield – new SWM in HOA open space – 44.0 acres credit
- Gladetowne—new SWM in HOA open space – 72.14 acres credit
- Deerfield swale retrofit, Water Street Rd – 6.96 acres credit

The Town would need to acquire easements on the HOA properties to accomplish these projects.

## 2020 STORM DRAIN STUDY – OLD TOWN

The Town conducted a study of the Old Town storm drain system in response to public concerns expressed in the development review process for the Rock Creek School facility. Stormwater in the Old Town area flows westward through to three culverts under the railroad, located northwest of the Glade Village and Mill Run neighborhoods.

About 10,100 feet of existing storm drain was analyzed for capacity and flow depth. The analysis determined that flooding risks could be minimized by upgrading existing pipes (size and material) to pipes that can contain the ten-year storm flow risk. This would require upgrades to 6,009 feet of pipes, and design work to overcome issues with pipe depths.

## WATER RESOURCES POLICIES AND RECOMMENDATIONS

*WR-1 Identify ways to participate in watershed restoration efforts in the Glade and Israel Creek watersheds.*

*WR-2 Review Town Codes with the purpose of reducing the amount of impervious cover in new developments.*

*WR-3 Promote the minimization of impervious surfaces.*

*WR-4 Concentrate development in areas within and adjacent to water and sewer service areas.*

*WR-5 Encourage the retention of prime farmland for agricultural use.*

*WR-6 Support Frederick County's efforts to coordinate a developer-funded solution to the capacity issues at the Ceresville pump station and with facilities downstream of the pump station.*

*WR-7 Fund and implement projects to comply with MS4 requirements.*

*WR-8 Develop a capital budget to address stormwater management and storm drain infrastructure improvements.*

*WR-9 Conduct a study to identify and assess alternative water sources in the Israel Creek watershed.*

*WR-10 Conduct a small area study to consider options for mitigating the effects of flooding in the area where Glade Creek crosses Pennsylvania Avenue / Biggs Ford Road.*

## CHAPTER 8

# TRANSPORTATION

The purposes of this chapter include:

- Describe the Town transportation network.
- Review Frederick County and State of Maryland plans that impact the Town.
- Identify roads within the Town road network that provide key connections within the Town road system.
- Identify priorities for improving and enhancing the Town bicycle and pedestrian network.
- Identify proposed local road connections.

### TOWN STREET SYSTEM

Walkersville is connected to the state and interstate highway system via several routes. MD Route 194, a north/south State Highway extending through Walkersville, begins at MD Route 26 to the south and extends through Woodsboro, Taneytown and Hanover, PA to the north. MD Route 26, an east/west highway located south of Town, provides access to Frederick City and US 15 to the west and extends eastward to Mount Pleasant, Libertytown and Baltimore. US 15 is a major north/south route located to the west providing connections to the interstate highway system (I-270, I-70) as well as points north and south in Frederick County and beyond. US 340 connects Frederick to points to the southwest, including Brunswick, Harpers Ferry, WV and Charlestown, WV.

Local and county roads in the Walkersville area, including Biggs Ford Road, Devilbiss Bridge Road, Frederick Street, Crum Road, Stauffer Road, Water Street Road, Fountain Rock Road, Dublin Road, and Glade Road form the primary road network for the Town and surrounding area. These roads provide connections between residential neighborhoods, commercial areas and the State highway system. Originally constructed as rural roads, these roads are often characterized by narrow pavement widths, minimal shoulders, difficult vertical or horizontal alignments, or sight distance problems. As the Town grows, these roads will be increasingly used to access newly developed areas.

Most of the roads in the Town are neighborhood streets. In Old Town Walkersville, they form a grid pattern, with Frederick Street and Pennsylvania Avenue as the main thoroughfares. The extension of Bedrock Drive from Sandstone Drive in the Fountain Rock Manor subdivision to Glade Road (part of the Sun Meadow development) has provided a connection between the Old Town area and the newer subdivisions. The street systems in several subdivisions, such as Glade Towne, Fountain Rock Manor, Glade Manor, Creekside and Deerfield, were developed as self-contained looping systems with one or two access points on an arterial road. This kind of street

pattern allows for the development of distinct neighborhoods but limits the number of through connections within Town and adds to the traffic congestion at primary arterial intersections.

## **TRAFFIC VOLUMES AND CONGESTION**

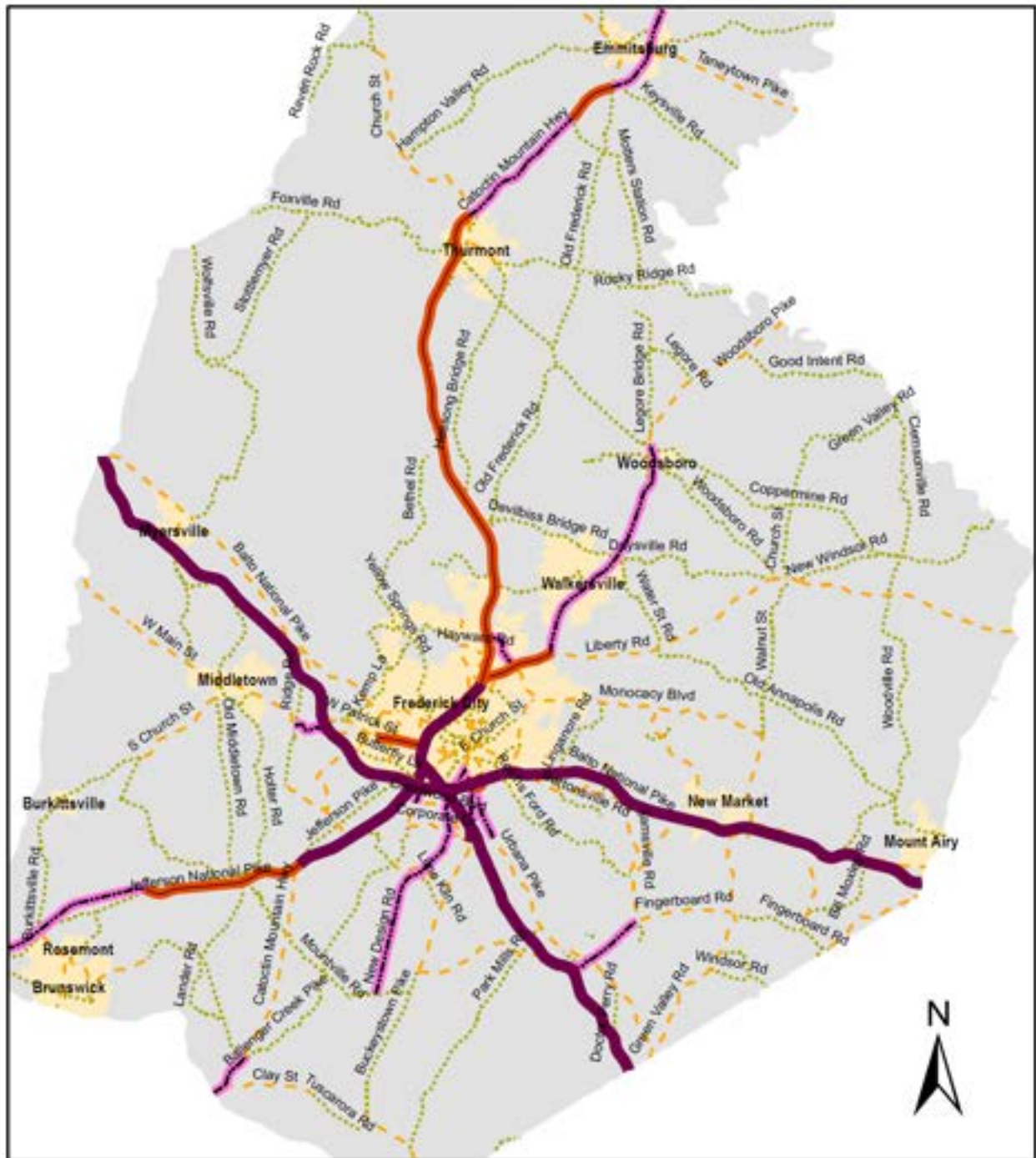
MD 194 is the most heavily used route in the Town and is also a heavily used route in Frederick County. It is a two-lane highway with shoulders and turning lanes in the section that bisects the Town. It was constructed in the 1980s to function as a bypass around Old Town. It was designed as a limited access, high speed road. In the 1990s, a bypass around Woodsboro was constructed to serve the same purpose.

Prior to its construction, Frederick Street served as the main road through town, subjecting residents to truck traffic from quarries north of Town. Today the bypass not only diverts truck traffic from residential streets, but serves as a commuter route from north of the Pennsylvania line to Frederick.

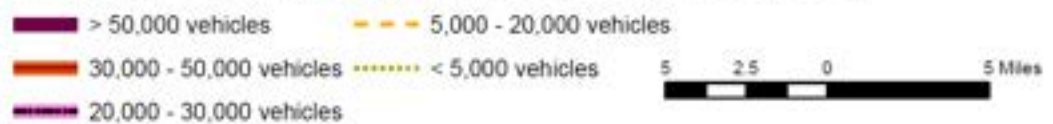
The main commuter routes in Frederick County are I-270, I-70, U.S. 15, and U.S. 340. MD 26 and MD 194 are key connectors to the commuter network.

Before the MD 194 bypass was constructed, the State obtained sufficient right-of-way for it to be widened to four lanes with a median between MD 26 and Devilbiss Bridge Road.

Traffic count data from the Maryland Department of Transportation indicate that the 2022 Annual Average Weekday Daily Traffic on MD 194 between MD 26 and Woodsboro is about 25,000 vehicles per day, increasing from about 22,000 vehicles per day in 2012 (14%).



**Frederick County Average Annual Weekday Traffic, 2021**



Source: Maryland Department of Transportation, State Highway Administration Annual Average Daily Traffic database

## STATE OF MARYLAND AND FREDERICK COUNTY TRANSPORTATION PRIORITIES

The Maryland Transportation Plan (MTP) was last adopted in 2019. The goals of the plan include:

- Ensure a safe, secure, and resilient transportation system
- Facilitate economic opportunity and reduce congestion in Maryland through strategic system expansion
- Maintain a high standard and modernize Maryland's multimodal transportation system
- Improve the quality and efficiency of the transportation system to enhance the customer experience
- Ensure environmental protection and sensitivity
- Promote fiscal responsibility

The State Plan addresses roads, transit, rail, freight movements, pedestrian and bicycle networks, aviation, the Port of Baltimore, and driver and vehicle services.

The State is divided into five regions for transportation planning. Frederick County is located in the Washington Metro Region. The Western Maryland region is to the west and the Baltimore Metro Region is to the east.

The State Plan sets the course for transportation projects and planning. Frederick County trends noted in the plan include:

- The average commuting time for Frederick County residents is 32-36 minutes, comparable to Montgomery and Carroll County residents. The Statewide average commute time in Maryland 32.3 minutes. Commuting times in the Washington Metro area are among the highest in the country, according to several sources.
- Between 33% and 42% of Frederick County residents commute within the County. Between 36% and 49% commute to another County. The percentage commuting out of Maryland is between 10% and 15%.
- Congested highways in Frederick County include I-270, I-70 and U.S. 15.
- The State Plan is multi-faceted, with highway improvements representing only part of its recommendations

The Maryland Department of Transportation's Consolidated Transportation Program (CTP) is a schedule of road improvements currently funded for planning, design, land acquisition and/or construction.

Projects that are planned in the Walkersville vicinity, as described in Frederick County's Annual Transportation Needs and Priorities Review (2022), include:

MD 194: MD 26 to Devilbiss Bridge Road: Widen from a 2-lane to a 4-lane divided urban boulevard, addressing both capacity and safety issues. Right-of-way has essentially been acquired for the majority of the project. The priority first phase of construction would be between MD 26 and Walkersville High School; after which the traffic volume dissipates. This project is in the project planning phase, which would be followed by final design and construction. There is no timetable for the completion of the design or construction.

## **FREDERICK COUNTY TRANSIT**

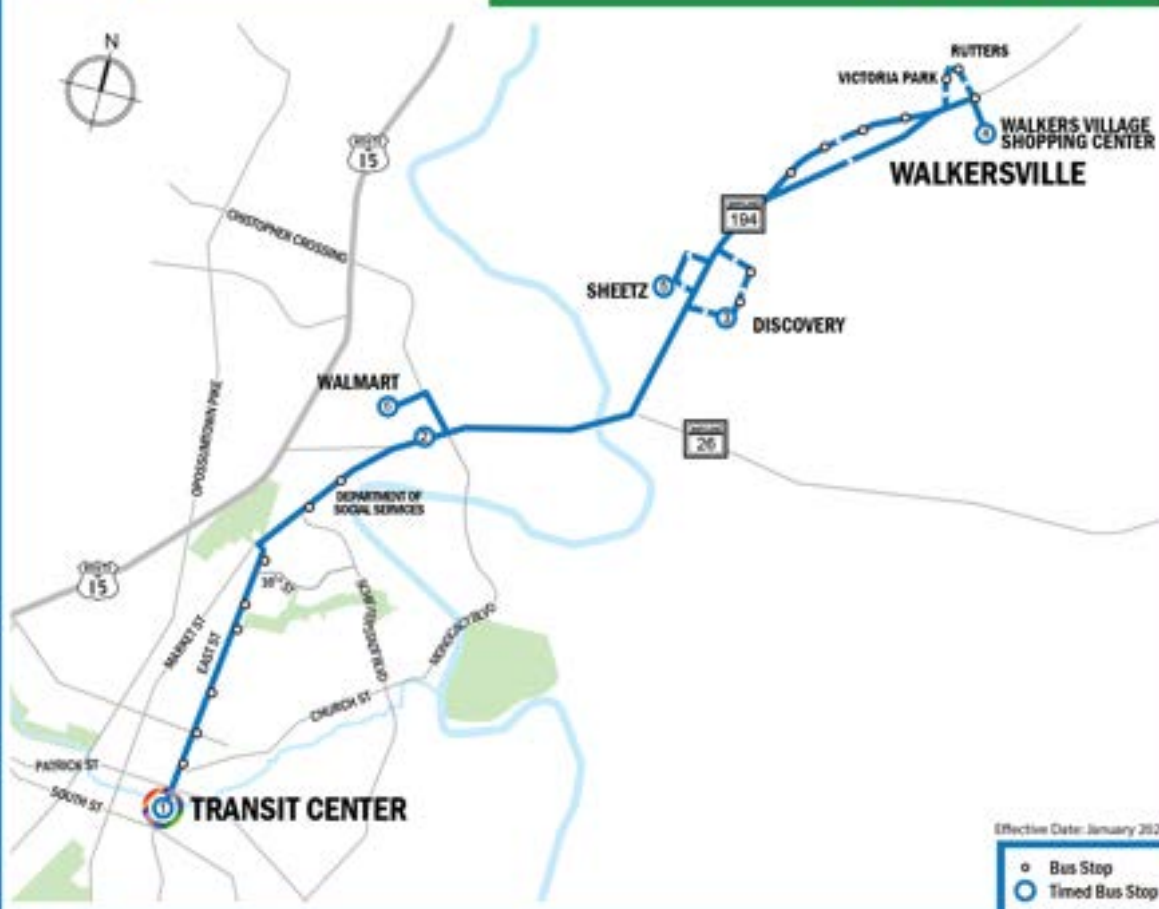
The Transit Service of Frederick County operates bus service between Frederick City and Walkersville. The bus service is available throughout the day Mondays through Saturdays on an hourly basis. The Walkersville Connector bus stops include Walkers Village Center, Discovery, Walmart on MD 26, the Department of Social Services on North Market Street in downtown Frederick, Riverbend Way at Riverside Way and the Transit Center located at the Frederick Train Station. There are also stops at Rutters, Victoria Park and along Frederick Street in Walkersville.

Commuter services include “Meet the MARC Shuttles” departing from and returning to the Walkers Village Shopping Center. The shuttles are coordinated with three trains departing from Frederick in the morning and three trains returning to Frederick in the evening. The MARC train provides commuter service between Frederick City and Washington, D.C.

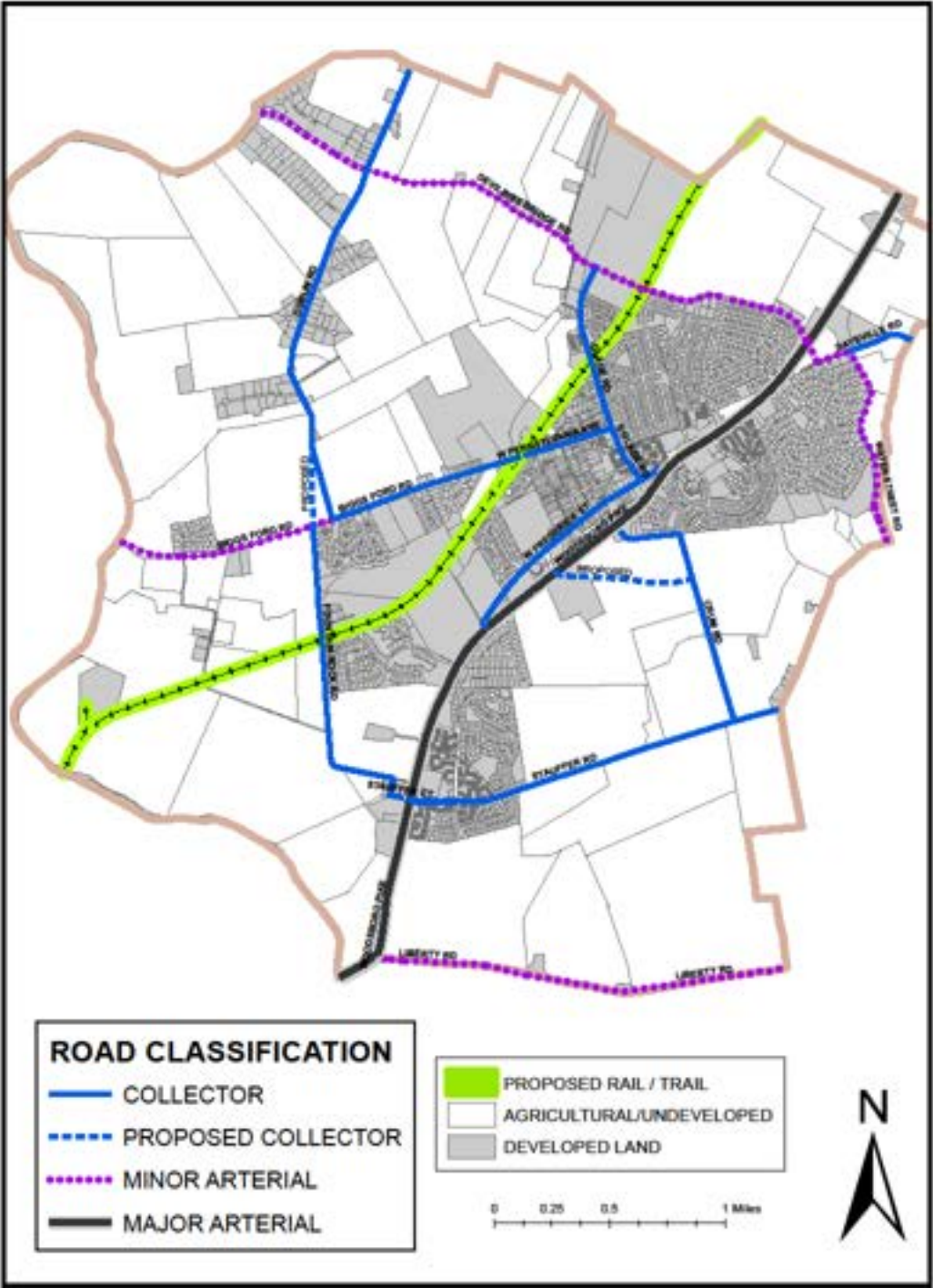
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# Walkersville Connector

**TRANSIT**



DRAFT TRANSPORTATION PLAN  
Town of Walkersville May 2024



## DRAFT TRANSPORTATION PLAN

### FUNCTIONAL ROAD CLASSIFICATIONS

The County road network is classified into functional categories, as described in Livable Frederick plan as follows:

The Comprehensive Plan Map identifies new road alignments, realignments of existing roadways, and future interchange improvements. Many of these roads will be developer-funded and constructed as part of the land development process or as combined county, state, municipal & developer projects. Proposed road alignments are conceptual in nature and will be subject to further engineering and feasibility studies to determine specific alignments. The Comprehensive Plan Map applies a functional classification to roads within the county including those maintained by the state and the municipalities. The functional classification is based on several factors such as traffic volume and speed, trip length of those driving on the road, and the degree of access control. The following are the current definitions and characterizations of the highway functional classifications:

#### **Freeway/Expressway**

Divided highways that carry a high volume of traffic at high design speeds for interstate and inter-county travel. They connect major centers of activity, provide uninterrupted flow (no signalized intersections) from origin to destination, and access is fully controlled by grade separated interchanges. Freeways in Frederick County include I-70; I-270; US 15 and US 340.

#### **Major Arterial**

Carry high traffic volumes for travel within the county, or for travel to and from adjacent counties. Access is typically allowed from intersecting streets but not directly from adjoining parcels.

#### **Minor Arterial**

Carries moderate to high volume of traffic usually for travel within the county. These roads typically provide access to the interstate system.

#### **Collector**

Collects and distributes traffic from neighborhoods to the arterial system. They may allow some direct access to adjacent properties such as community shopping areas, schools, parks, and residential developments.

The functional classification of roads in around Walkersville is shown on the Transportation Plan map and can be summarized as follows:

Major Arterials: MD 194 from MD 26 to Devilbiss Bridge Road; MD 26

Minor Arterials: MD 194 north of Devilbiss Bridge Road; Devilbiss Bridge Road; Water Street Road; and Biggs Ford Road, west of Town limits

Collectors: Frederick Street; Biggs Ford Road; Pennsylvania Avenue; Glade Road; Dublin Road; Fountain Rock Road/Richard Winn Lane/Stauffer Court; Crum Road; Stauffer Road.

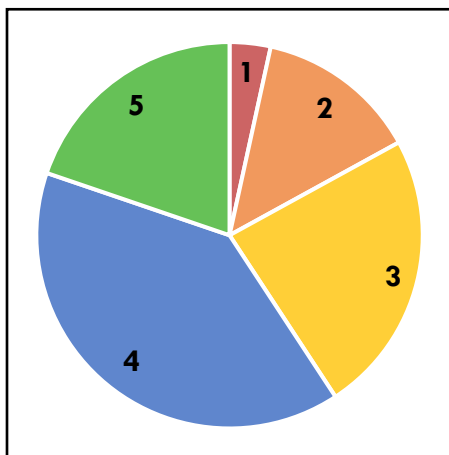
Proposed new connections: Dublin Road, realign to intersect Biggs Ford Road opposite Fountain Rock Road; Crum Road to MD 194 opposite Nicodemus Road.

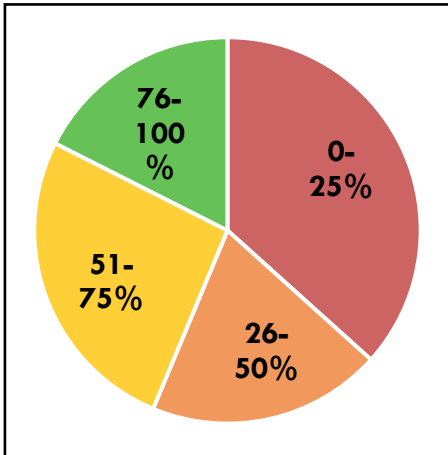
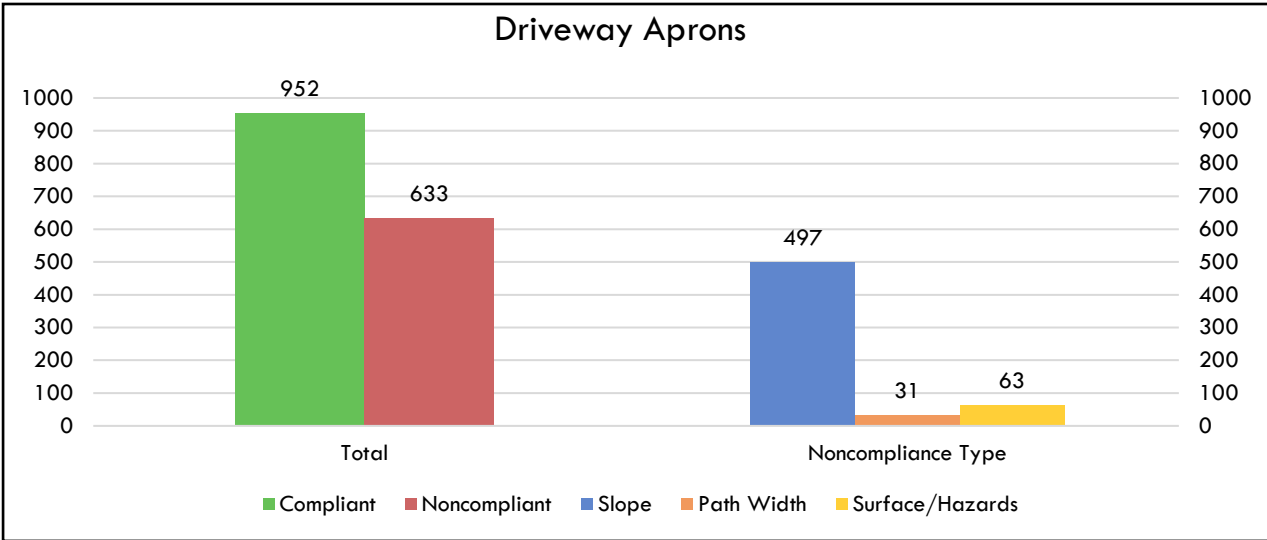
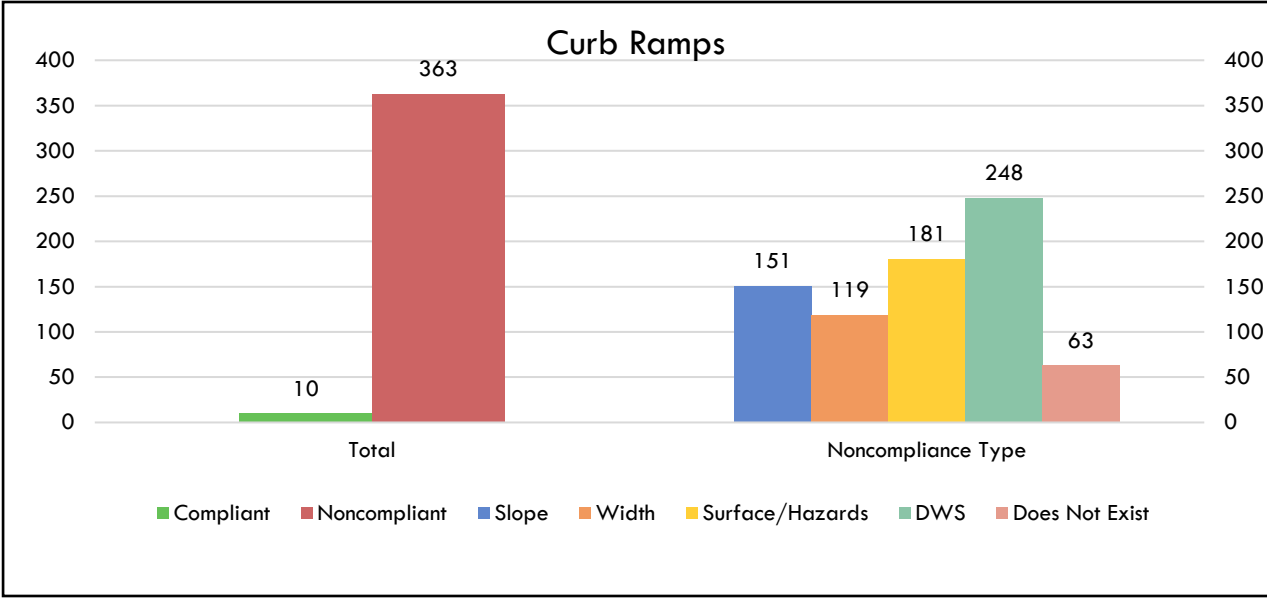
## ROAD, SIDEWALK AND RAMP CONDITION REPORT

In 2022, the Town contracted with Wilson T. Ballard to comprehensively assess the condition of Town streets, sidewalks and ADA ramps. The study is summarized below.

	Features Evaluated	Compliant	Non-compliant
Bus Stop	5	0	5
Crosswalk	74	0	74
Curb Ramp	373	10	363
Driveway Apron	1585	995	590
	Length Evaluated	Compliant	Non-compliant
Sidewalk	33.9 Miles	14.3 Miles	19.6 Miles
Roadway	22.7 Miles	See Condition Table Below	

Roadway Pavement Condition	
1 (worst)	0.8 Miles
2	3.1 Miles
3	5.4 Miles
4	9.0 Miles
5 (best)	4.5 Miles





Sidewalk Segments by Compliance with Town Code Standards	
Non-compliant (0-25% Compliant)	12.4 Miles
Partially compliant (26-50% Compliant)	6.6 Miles
Moderately compliant (51-75% Compliant)	8.9 Miles
Nearly/fully compliant (76-100% Compliant)	5.9 Miles

Sidewalks were evaluated in accordance with the Town Code in place at the time of the study.






(a) A crack resulting in a gap/separation of one inch or greater.

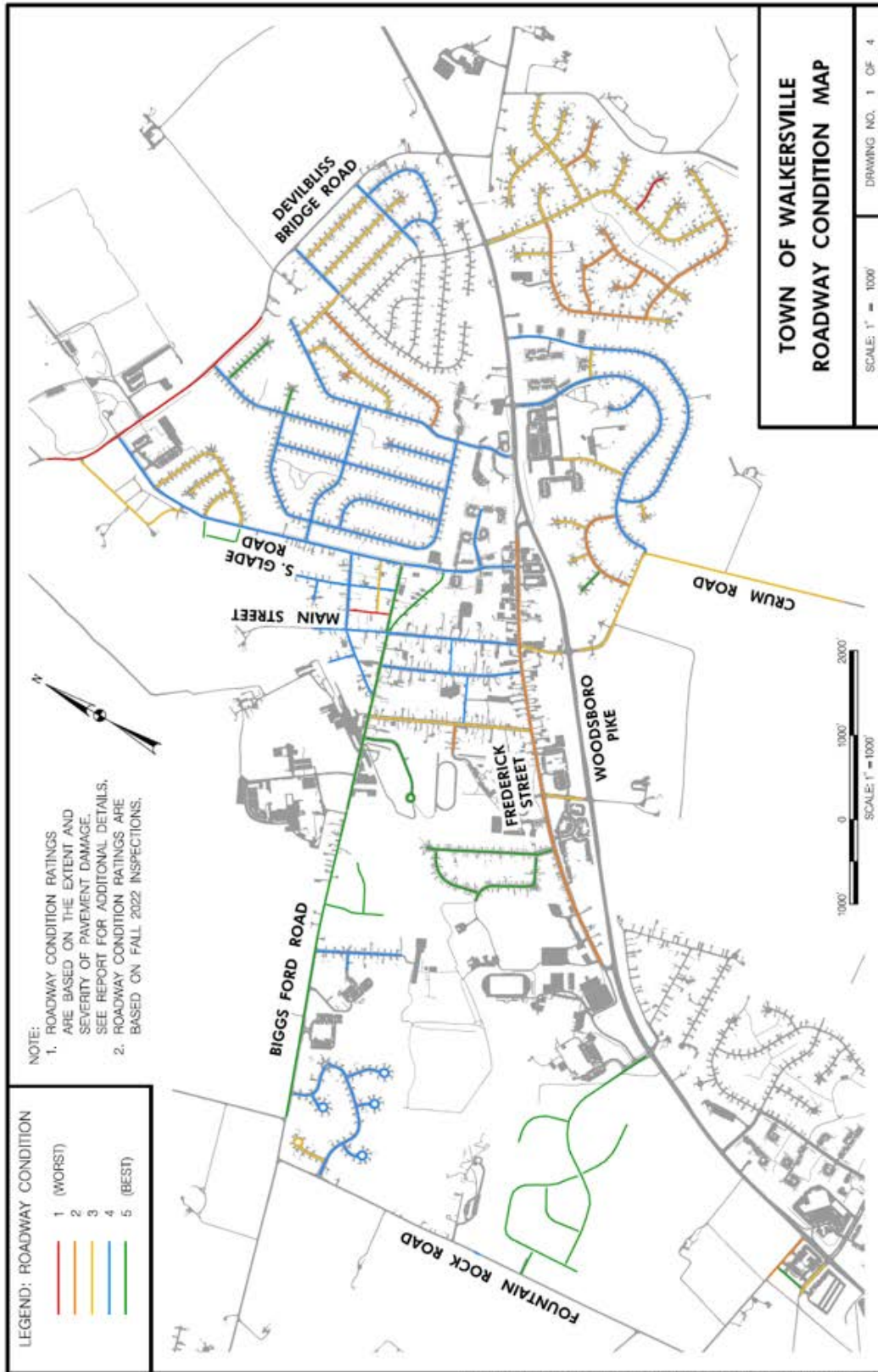
(b) The presence of a tilt in the sidewalk, whether caused by settlement, upheaval or other condition, which creates a differentiation in height of 1 1/2 inches or greater in any four foot or less length or width of the sidewalk or between sidewalk panels.

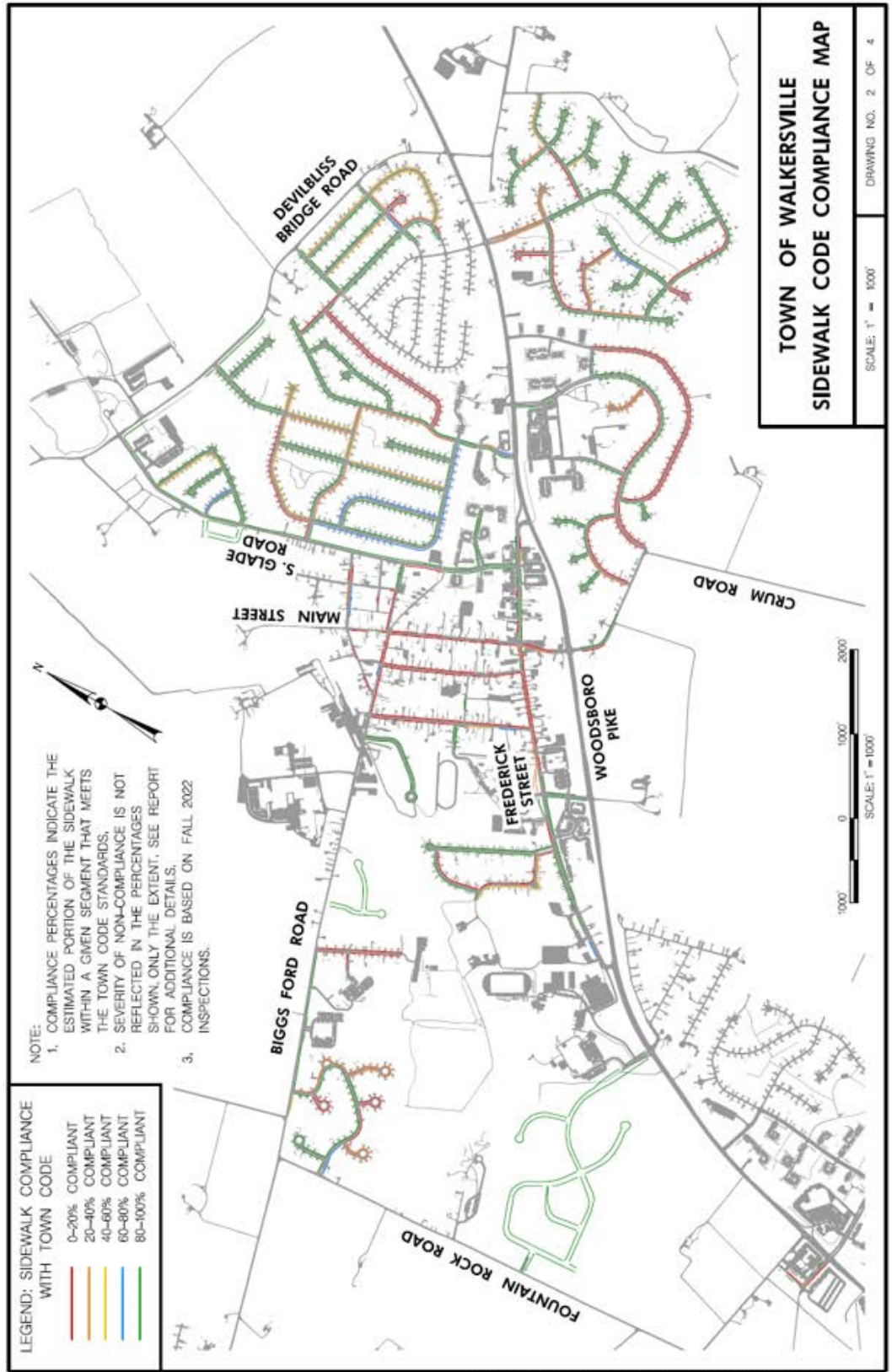
(c) Any hole which is greater than three inches in diameter as measured from its widest point.

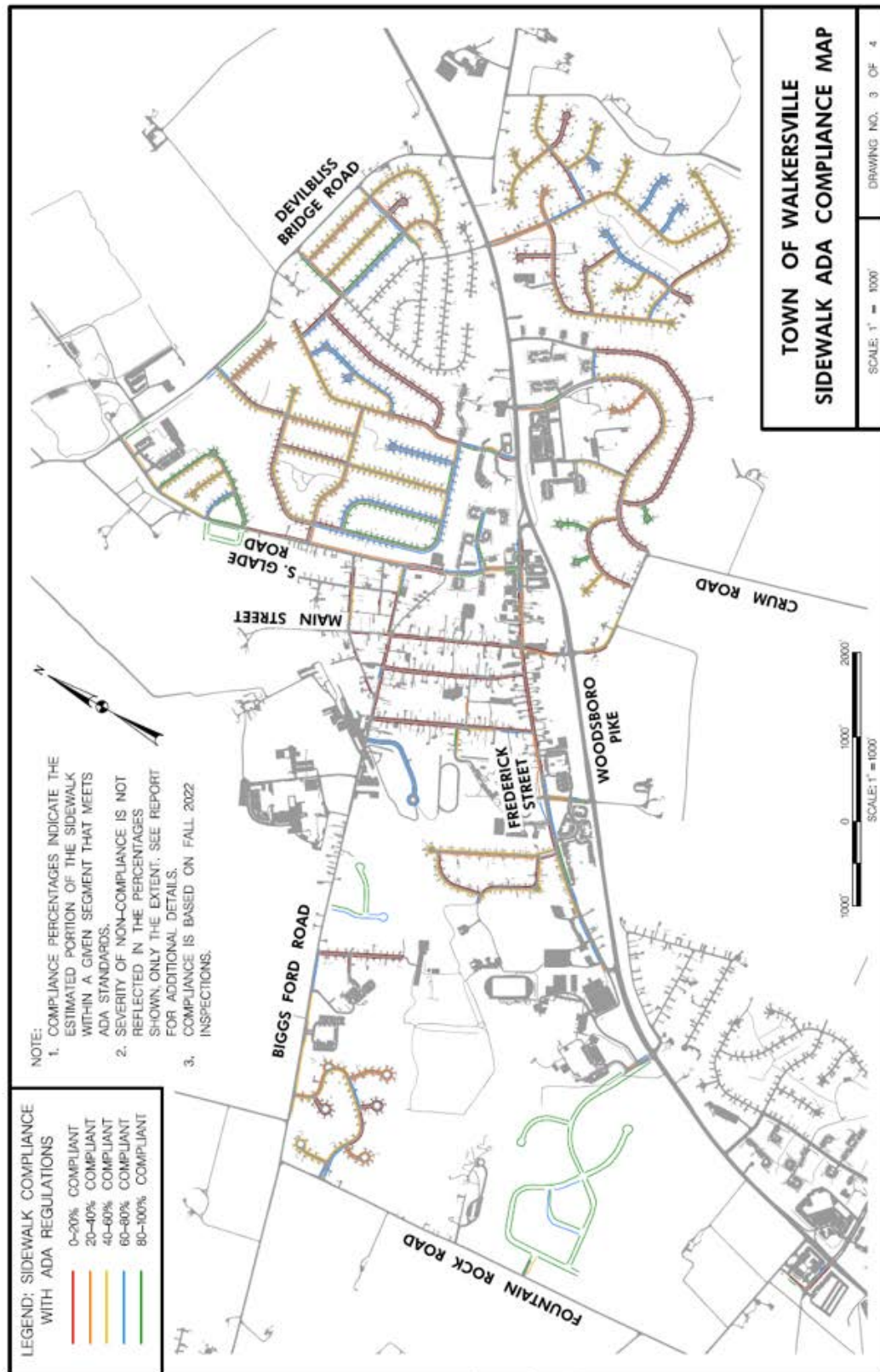
(d) The presence of spalled or pitted areas where in a six-by-six-inch area the condition of spalling or pitting exhibits a depth of one inch or greater in any section of sidewalk.

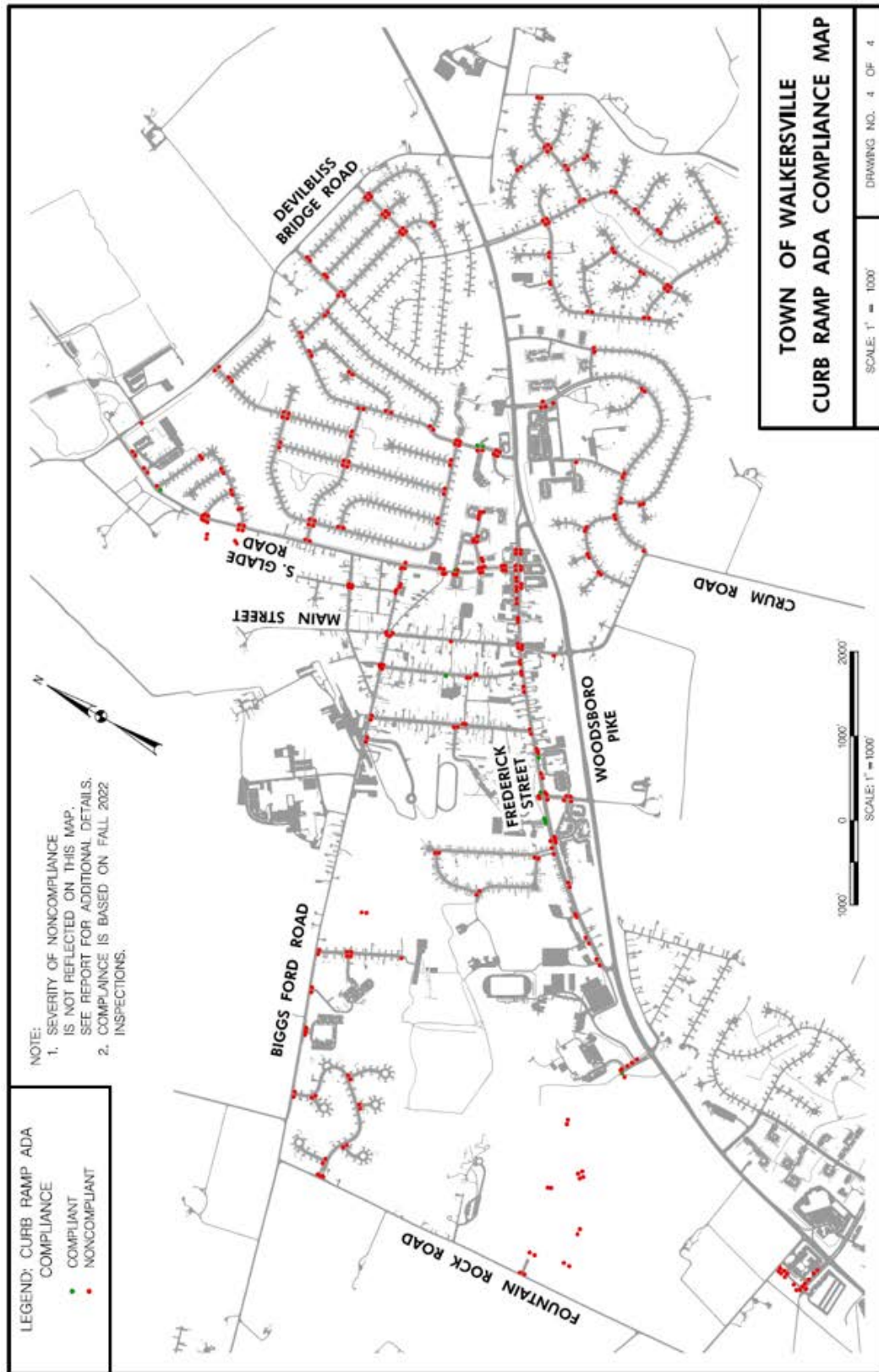
The standards for the roadway inspections are shown below:

-  1 - ROADWAY HAS CRITICAL DEFECTS THAT AFFECT THE FUNCTION AND SAFETY OF THE FACILITY, ISSUES ARE BEYOND REPAIR, AND RESURFACING OR FULL-DEPTH REPLACEMENT IS NECESSARY.
-  2 - SIGNIFICANT DETERIORATION IS PRESENT AND EXTENSIVE REPAIR IS NEEDED. LARGE CRACKS AND/OR POTHoles ARE PRESENT, DEFECTS ARE NEGATIVELY AFFECT THE RIDE QUALITY AND FUNCTION OF THE ROADWAY.
-  3 - MODERATE DETERIORATION IS PRESENT WITH THE NEED FOR REPAIRS AND/OR MAINTENANCE. ROADWAY IS STILL FUNCTIONING AS DESIGNED, BUT THE RIDE QUALITY IS BEGINNING TO BE ADVERSELY AFFECTED.
-  4 - OTHER THAN MINOR DETERIORATION, ROADWAY IS IN GOOD CONDITION—PRIMARILY COSMETIC DEFECTS SUCH AS SMALL PAVEMENT CRACKS.
-  5 - ROADWAY IS NEWLY SURFACED AND ITS OTHERWISE IN EXCELLENT CONDITION—NO VISIBLE CRACKS OR APPARENT DEFECTS.









## BICYCLE AND PEDESTRIAN IMPROVEMENTS

### FREDERICK TO WALKERSVILLE RAIL / TRAIL

The Frederick and Pennsylvania Line Railroad Trail will be a ten foot wide asphalt trail inside the existing railroad right-of-way owned by MDOT/MTA and currently leased by Walkersville Southern Railroad. The trail will tie into the proposed City of Frederick's East Street Trail Project at Monocacy Boulevard and end at the Town of Walkersville's Heritage Farm Park (3.92 miles). This project will be done in three phases. Phase 1 will be from Monocacy Boulevard to Fountain Rock Nature Center, Phase 2 from the Nature Center to Pennsylvania Avenue in Walkersville, and Phase 3 from Pennsylvania Avenue to Heritage Farm Park. Phase 1 has been designed.

On January 9, 2023, Frederick County announced that they would be receiving Federal funds to be used for the engineering and design of a portion of the Frederick and Pennsylvania Railroad Trail, from the Fountain Rock Nature Center to Heritage Farm Park.

### AREAS OF SPECIAL CONCERN

The following three areas have been identified as areas of special concern in terms of traffic speeds, walkability, pedestrian safety, and streetscape aesthetics. It is recommended that they be the subject of special studies, with a focus of designing public improvements within the street rights-of-way.

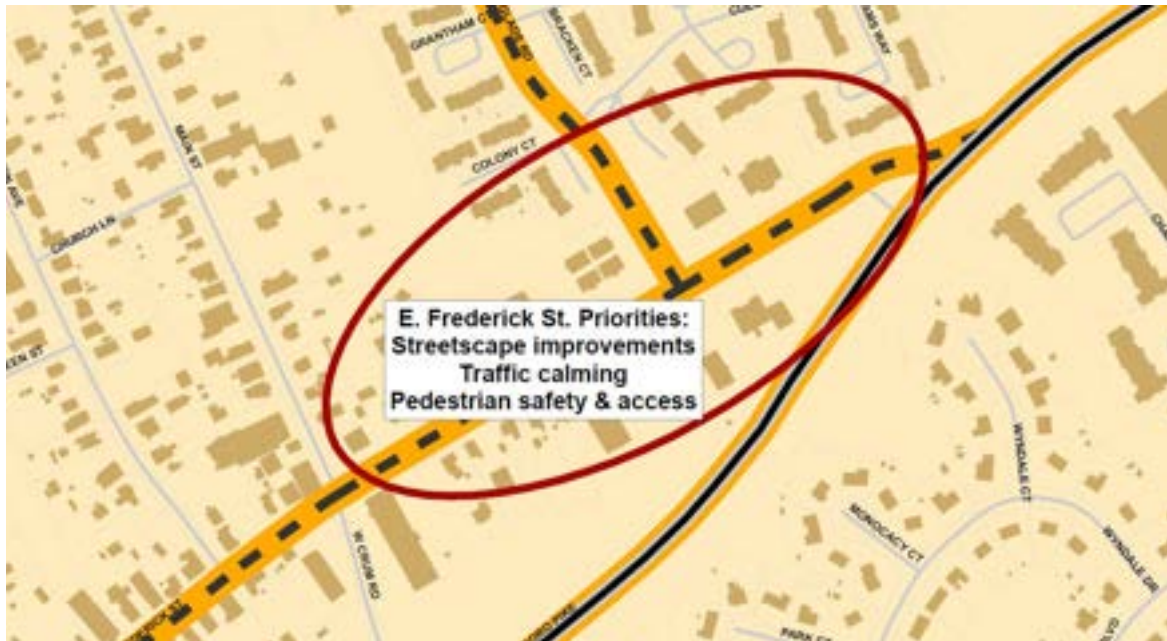
- I. Pennsylvania Avenue between Maple Avenue and Glade Creek: The challenges of this area include the need for safe pedestrian crossings by Walkersville Southern Railroad customers, gaps in the sidewalks on both sides of Pennsylvania Avenue, flooding, and vehicular traffic speeds, pedestrian access across Glade Creek and the alignment of the rail/trail through the area.



2. West Frederick Street: The challenges of this area include school drop-offs and pick-ups, vehicular traffic speeds, fire and rescue vehicle access, and the aesthetics of the streetscape (lack of shade, road width, etc.)



3. East Frederick Street: The challenges of this area are the frequency of business entrances, pedestrian crossing, vehicular speeds, the streetscape aesthetics (lack of shade, excessive road width, and sidewalk conditions).



## TRANSPORTATION PLAN RECOMMENDATIONS

*T-1 Advocate before Frederick County for the need for the realignment of Dublin Road at its intersection with Biggs Ford Road so that it lines up with Fountain Rock Road.*

*T-2 Conduct a study of the MD 194 corridor through the town to address the needs to improve vehicle, bicycle, and pedestrian crossings and connections.*

*T-3 Provide a new road connection on the Walker Farm linking Crum Road to the intersection of MD 194 and Nicodemus Road.*

*T-4 Conduct a study to assess and develop pedestrian and bicycle routes within and through Town.*

*T-5 Use the road and sidewalk study to develop a list of priorities for a road and sidewalk reconstruction, repair and maintenance program.*

*T-6 Request State Highway Administration consider bicycles and pedestrians when designing improvements to MD 194, with particular attention given to pedestrian crossings of the roadway.*

*T-7 Allocate funding and development partnerships with property owners and other public agencies to conduct small area studies of the area of Pennsylvania Avenue and the railroad tracks; the East Frederick Street corridor; and the West Frederick Street corridor.*

## CHAPTER 9

# COMMUNITY SERVICES

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The purposes of this chapter include:

- To describe community services in the Town and identify the agencies responsible for their provision.
- To assess the adequacy of the police, fire and rescue, park, trash disposal, libraries, and senior services.
- To identify community service and facility needs and identify sites on which they are planned to be located.

Services to Town residents are provided by the Town, County and other agencies. Walkersville provides public water service, road maintenance, park facilities, Resident Troopers, and garbage disposal to its residents. The County provides the public sewer service and a public library. Public schools are provided by the Frederick County Public School (FCPS) system that is funded by both the State and County. Neighborhood homeowners' associations also provide park and playground facilities. Fire, rescue and ambulance services are provided by local volunteer organizations with supplemental paid staff. However, regardless of which agency provides the public service or facility to Walkersville residents, it is the Town's responsibility to ensure that public facilities are adequate to meet the needs of its residents.

## SCHOOLS

The schools that serve the Town of Walkersville are Walkersville Elementary, Glade Elementary, Walkersville Middle and Walkersville High School. All are located within Town limits. The attendance area for Walkersville Middle and High Schools includes the entire attendance areas for Walkersville Elementary, Glade Elementary and Woodsboro/New Midway Elementary schools. The attendance area for Walkersville schools is quite large, extending from Monocacy Boulevard in Frederick City to the southwest to the Carroll County boundary to the northeast.

Walkersville Elementary School was built in 1974, and a 226 seat new addition was occupied in the 2010-2011 school year. Its capacity is 701 students. The school primarily serves the southern part of Town as well as surrounding areas located in the County and Frederick City. On December 31, 2023, the equated enrollment was 697, or 99% of State rated capacity. According to FCPS's 2023 Educational Facilities Master Plan (EFMP), Walkersville Elementary is projected to operate above capacity through 2032.

Glade Elementary, built in 1995, has a capacity of 582 students and serves the northern portion of Town and surrounding areas in the County. On December 31, 2023 it was operating at 93% capacity, with an enrollment of 552 students. It is projected to operate below capacity through 2032.

Walkersville Middle School, originally constructed in 1961 as a secondary school, has a capacity of 1,105 students. On December 31, 2023, it was operating at 72% of State-rated capacity. It is

projected to continue to operate below its capacity through 2032. Since it is over 60 years old the EFMP recommends that it be scheduled for modernization with a completion date of August 2029. Walkersville Middle School is one of the largest middle schools in Frederick County, in terms of enrollment and capacity.

Walkersville High School, originally constructed in 1976, has a capacity of 1,065 students. On December 31, 2023, it was operating at 111% capacity. Students attending Walkersville Elementary, Glade Elementary and New Midway/Woodsboro Elementary Schools attend Walkersville Middle and High Schools. There are 10 high schools in Frederick County and Walkersville High School is one of four schools with an enrollment of less than 1,200 students, with the other six having more than 1,500 students. Walkersville High School is the third smallest high school in Frederick County in terms of capacity.

Walkersville High School is projected to be operating above capacity through 2032. The enrollment of the school has not increased significantly over the last ten years; rather, FCPS recalculated the capacity of the school, resulting in its reduction from 1,197 to 1,065 students. The EFMP includes a recommendation that FCPS plan for a new high school to serve the eastern part of the County, to relieve projected overcrowding at Walkersville, Linganore, Oakdale and Urbana high schools. In November 2023, Frederick County announced that the new high school will be located on a parcel at the intersection of MD 75 and MD 80 in Green Valley, on a parcel currently in the Urbana High School attendance area, adjacent to the Linganore attendance area, and less than two miles from the Oakdale attendance area. In contrast, the Walkersville attendance area is over eight miles from the new school site.

The Walkersville Intermediate “B” Building was originally constructed in 1921 and is currently used for staff training.

The new Rock Creek School facility, Frederick County’s school for students with special needs, was built on the Walkersville Middle School campus. It was formerly located on Waverly Drive in Frederick City. It opened in 2021, with a capacity of 120 students. The enrollment on December 31, 2023 was 72 students.

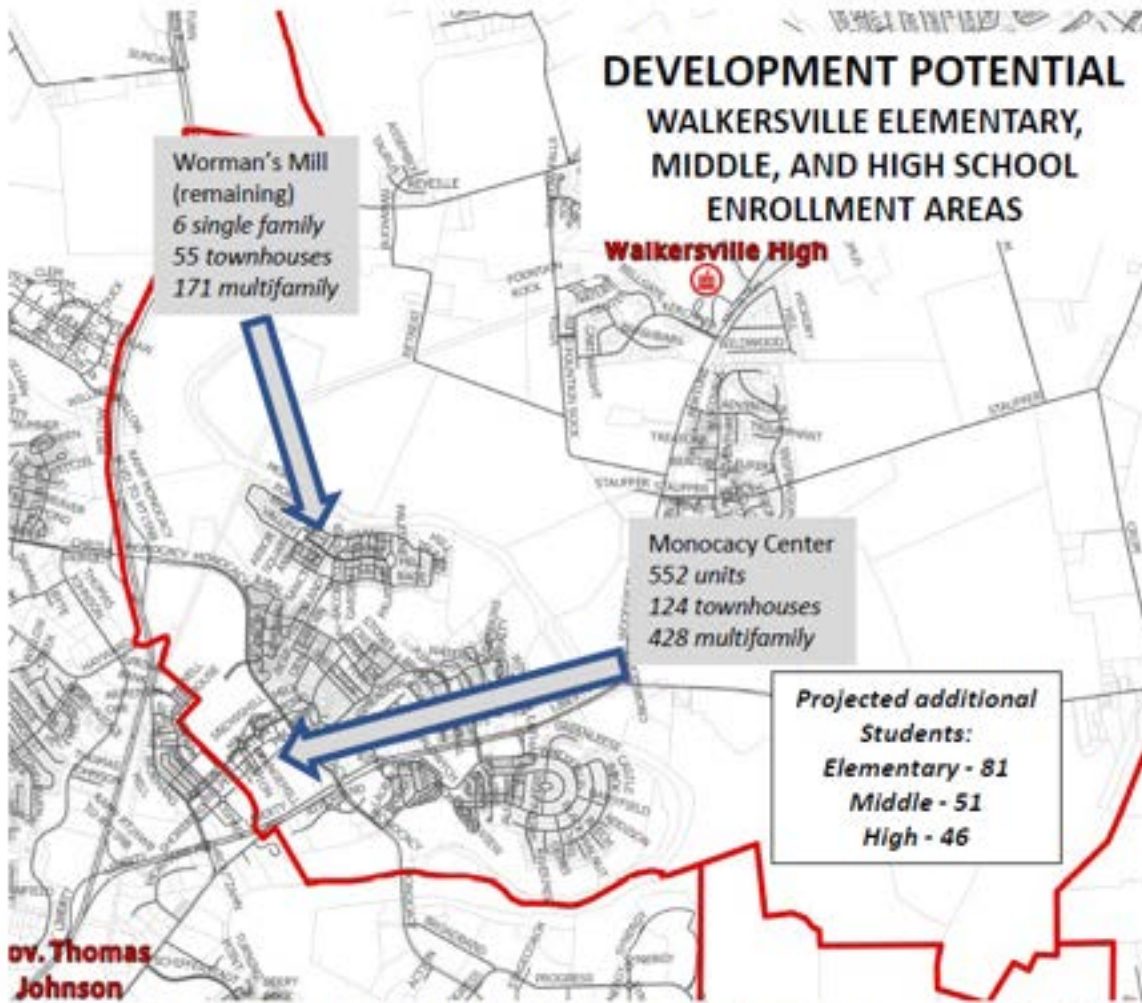
Table 9-1

Enrollment Projections Walkersville Area Schools											
School	State Rated Capacity	Actual Equated Enrollment	2024	2025	2026	2027	2028	2029	2030	2031	2032
Walkersville Elementary	701	697 99%	103%	107%	108%	109%	113%	115%	116%	115%	114%
Glade Elementary	582	540 94%	92%	91%	92%	93%	93%	95%	95%	95%	95%
Walkersville Middle	1,105	798 72%	68%	66%	69%	72%	71%	70%	70%	73%	76%
Walkersville High	1,065	1,181 111%	114%	112%	109%	104%	102%	102%	105%	102%	102%
Rock Creek School	120	77									

Source: Frederick County Public Schools, 2022 *Educational Facilities Master Plan*; December 31, 2022 Enrollments and Capacities report; September 30, 2023 Enrollment Projection (updated January 2023)

Most of the residential growth in the Walkersville attendance area in the last ten to fifteen years has occurred in the Dearbought and Worman's Mill developments that are located in Frederick City, but feed into Walkersville schools. The Monocacy Center development, currently under construction on the southwest side of Monocacy Boulevard, is also located in the Walkersville Elementary, Middle and High School attendance area. The development will include 124 townhouse and 422 multifamily units. Based on FCPS's Pupil Yield factors for Walkersville schools, the Monocacy Center development and the remainder of Worman's Mill development would generate an additional 81 elementary, 51 middle and 44 high school students. This growth, beyond the Town's control, will exacerbate the overcrowded conditions at Walkersville Elementary and Walkersville High Schools.

The 2022 Educational Facilities Master Plan includes a recommendation that three new elementary schools be constructed in Frederick County in the next ten years. These school would accommodate anticipated growth in and around Frederick City. The Walkersville attendance area might be affected if it is included in the study area for redistricting for a new school to be built in the Tuscarora Creek neighborhood off Christopher's Crossing. That school is planned for opening in 2026 or 2027.



Sources: Development Pipeline, Frederick County Planning Department, October 2022  
Frederick County Public Schools, 2022-23 Enrollment Area map, Pupil Yield (2019)

## **ADEQUATE PUBLIC FACILITIES ORDINANCE AND SCHOOLS**

Under the Town's Adequate Public Facilities Ordinance, preliminary plans for residential developments cannot be approved if the schools serving the site are at or above 105% of their State-rated capacity. The APFO only applies to sites within Town limits; proposed developments located outside the Town fall under the codes of other jurisdictions.

Developments in Frederick City have contributed to the overcrowding of Walkersville Elementary and High School in the last several years, and promise to do so in the coming decade. The Monocacy Center and Worman's Mill developments will add an estimated 81 elementary, 51 middle, and 46 high school students to Walkersville schools.

## **PARKS AND OPEN SPACE**

As noted in Table 9-2, the Town of Walkersville owns 437 acres of parks and open space. Approximately 170 acres is active recreation parkland primarily located within two parks - the Heritage Farm Park and Walkersville Community Park. The Heritage Farm Park is located on the north side of Devilbiss Bridge Road, east of Glade Road and offers ball fields, soccer fields, a practice golf course, picnic pavilions, playgrounds, community gardens, and walking paths. Recent improvements at Heritage Farm Park include the construction of a multi-purpose recreation building and planned improvements include the replacement of the playset adjacent to the smaller pavilion and the addition of sun shades adjacent to the two playgrounds.

The Walkersville Community Park is located on Kenneth Drive and includes picnic pavilions, playground equipment, horseshoe pits, gaga ball, tennis courts, walking paths, a basketball court, softball fields and volleyball court. Recent improvements at Community Park include the addition of a large playset, modifications to the tennis courts to allow pickleball as well as tennis, the extension of the walking paths, and the expansion of the parking lot. Planned improvements include the addition of sunshades by the playground areas.

A small neighborhood park, Creamery Park, is located on the west side of Glade Road and totals 2 acres. Creamery Park has a picnic pavilion, basketball court and playground equipment. Recent improvements included the paving and striping of the parking lot w, the construction of an inclusive playset, and construction of ADA-compliant pedestrian access to the playground area.

The Gilmore C. Trout Memorial Park is another 2 acre neighborhood park located in the Sun Meadow subdivision on the south side of Bedrock Drive. This park was dedicated to the Town as part of the Sun Meadow development and has playground equipment.

Finally, the Town owns approximately 230 acres of woodland on Chestnut Grove Road, known as the Watershed. It is currently used by local Scouts for camping and outdoor activities. The Town also issues hunting permits to local residents on a limited basis. Otherwise, the watershed is not available to the general public as a recreation area.

**Table 9-2  
EXISTING PARKLAND/OPEN SPACE  
Town of Walkersville**

<b>Name</b>	<b>Location</b>	<b>Acres</b>
<b>Heritage Farm Park</b>	N/S Devilbiss Bridge Rd	148
<b>Walkersville Community Park</b>	Kenneth Drive	52
<b>Creamery Park</b>	W/S Glade Road	2
<b>Glimore C. Trout Memorial Park</b>	S/S Bedrock Drive	2
<b>Walkersville Watershed</b>	Chestnut Grove Road	<u>233</u>
<b>TOTAL</b>		437

## **PARK NEEDS**

As the Walkersville community grows, additional parkland will be needed. The State sets a standard of 30 acres per 1,000 people. If the watershed is included, the Town has 68 acres per 1,000 people. If the watershed is not included, the Town has 32 acres per 1,000 people.

Frederick County sets park acreage standards by park type: 5 acres per 1,000 residents for small Neighborhood parks, 10 acres per 1,000 residents for larger, Community parks and 10 acres per 1,000 residents for Regional parks. Within the Town, Creamery Park and Gilmore Trout Memorial Park would be classified as Neighborhood parks. Walkersville Community Park would be classified as a Community park, and Heritage Farm Park would be classified as a Regional park.

The Fountain Rock Nature Center, a Frederick County facility located just outside the Town limits on Fountain Rock Road, would also be classified as a Regional park. Another County-owned Regional park serving the Town is the Utica District Park on Old Frederick Road, which is located about five miles northwest of Town.

The proposed rail/trail will provide a recreational resource to the Town as well as pedestrian and bicycle access to the Town park facilities.

There are also park and playground facilities within neighborhoods that are owned and maintained by neighborhood homeowners' associations. The Glade Towne, Colony Village, Deerfield, Creekside Park, and Sun Meadow neighborhoods all have open space and/or playground facilities owned and maintained by their association.

As shown in Table 9-3, the Town falls short in the provision of neighborhood parks and community parks. Facilities owned by homeowners' associations contribute to need for neighborhood parks.

The following acquisition and park development projects are recommended in this plan:

**River Access:** Park land acquisition development along the Monocacy River – focused on river access

**Walker Farm,** southeast side Woodsboro Pike (Town-owned 200 acre parcel, currently leased for agricultural purposes): Park development along Israel Creek – focused on passive recreation

**Park land acquisition** along Glade Creek between Mill Run and Parkside developments, to provide access to community park from Pennsylvania Avenue, provide right-of-way for the proposed rail

<b>Table 9-3 PARKLAND NEEDS Town of Walkersville</b>				
<b>Park Type</b>	<b>Standard</b>	<b>Existing Acres</b>	<b>Current Needs</b>	<b>Projected Needs</b>
<b>Neighborhood</b>	5 acres / 1,000 population	4	32	32
<b>Community</b>	10 acres / 1,000 population	54	64	65
<b>Regional</b>	10 acres / 1,000 population	148	64	65
<b>Total</b>	25 acres / 1,000 population	204	160	162
Note: Current population: 6,393; projected 2044 population: 6,461				

trail, and the development of stormwater management facilities for water flowing through culverts under the railroad tracks.

## LIBRARIES

The Walkersville Branch Library is part of the Frederick County Public Library System, which is headquartered in the C. Burr Artz Library in downtown Frederick.

A new branch 15,000 square foot library in Walkersville opened in 2018. The Town provided a lot dedicated for public use in the Sun Meadow development to Frederick County. The new branch replaced a 2,500 square foot facility that was built in 1987 next to Walkersville Middle School.

## SENIOR CENTER AND SERVICES

Senior centers offer a range of programs including meal service, arts and crafts, continuing education, health promotion and disease prevention services, and transportation opportunities. Frederick County Senior Services Division operates senior centers in Frederick, Urbana, Emmitsburg, and Brunswick as well as a Virtual Senior Center. There is also a senior center in Thurmont operated by a volunteer non-profit organization.

This plan recommends that a senior center be located on the Town-owned Walker Farm located on the southeast side of MD 194.

## PROTECTIVE SERVICES

The Maryland State Police provide police service to the Town, through the Resident Trooper Program funded by the Town. The Resident Trooper program includes a Bike Patrol, the first State Police bike patrol in the Nation. Currently, five Resident Troopers serve the Town, and the Town has budgeted for and requested the addition of a sixth.

The Walkersville Volunteer Fire Company and the Walkersville Volunteer Rescue Company provide fire, rescue and ambulance services to the Town and its environs. Both Companies are

located on Frederick Street just west of MD 194. The Advanced Life Support units are based in Frederick City and supplement the local volunteer service.

Currently all residential neighborhoods in Town are located within a 2-mile radius of the Fire and Ambulance Companies, which is in keeping with locational standards. Typical locational Fire and Rescue service standards require service within a 2-mile radius for suburban residential development and within a 1.5 mile radius for high value commercial and industrial development or high density residential development. Locational ambulance standards suggest a 10-minute response time.

## **SOLID WASTE**

The Town provides refuse disposal to its residents with contracted service. Curbside pickup is available once each week. Commercial, industrial and institutional properties must provide their own refuse disposal. Residents of the Town also participate in a curbside-recycling program administered by Frederick County. The Town also provides yard waste pickup from March through the second week of December.

## **COMMUNITY FACILITY RECOMMENDATIONS**

*CF-1 Parkland acquisition: Glade Creek floodplain south of Pennsylvania Avenue*

*CF-2 Parkland acquisition: Monocacy River access*

*CF-3 Parkland development: Walker Farm, passive recreation*

*CF-4 Senior Center: Walker Farm*

*CF-5 Adequate Public Facilities Ordinance: General review and update; add adequacy standards and test for roads and sewage treatment facilities*

*CF-6 Developer dedication of new neighborhood parks in new residential developments*

## CHAPTER 10

# PLAN IMPLEMENTATION

The recommendations of a Comprehensive Plan are primarily contained in the Plan Map. The Map, showing the Town and surrounding properties, delineates the Area of Planning Influence around the Town, shows the location of all existing and proposed roads and designates sites for existing and future community facilities. More importantly, though, the Plan Map designates future land uses for all properties within the Area of Planning Influence and serves as the basis for all future zoning decisions.

### OLD TOWN AREA

Complete a comprehensive review of the Old Town land uses and zoning, to address the following identified issues:

- Mixed uses (residential, commercial, home-based businesses, churches/institutional) often present conflicts between property owners—noise, activity, traffic, parking
- Sidewalk conditions, overhead wires.
- Adaptive reuse of old commercial/industrial structures can be difficult due to lack of flexibility of the zoning code.
- Zoning map is spotty—mix of R-3, B-1, OTM, INST. Land uses changes are subject to different processes, depending on the zoning district and the proposed use. The ordinance is difficult to administer and results in difficult judgment calls.
- The Special Exception as a zoning tool is underutilized.
- Antiquated zoning code could not anticipate modern changes, such as the growth in home based businesses, and the range and type of activities that might occur within a church building

The conversion of the Old Town Mixed Use District to an overlay district should be considered.

### ZONING MAP AND TEXT AMENDMENTS

- Update the zoning map.
- Follow Frederick County's lead by adding agritourism uses and standards governing them to the Agricultural zoning district.
- Commercial and industrial zone review and update, particularly with regard to permitted and accessory uses, including the use of accessory shipping containers.
- The LI and LIP district regulations should be reviewed to refocus the districts on wholesaling, warehousing, limited manufacturing and assembly uses, offices, research laboratories and other employment uses. Dimensional standards should be reviewed to ensure that any buildings and parking areas are scaled to the parcel size and surrounding uses.
- Consider consolidating the LI and LIP zoning districts into one Limited Industrial district.

- Eliminate the General Industrial zoning district from the zoning ordinance.
- Comprehensive review of the Zoning Ordinance to modernize, identify inconsistencies, provide uniform formatting.
- E. Frederick Street block—rezone south side from B-2 to B-1 as part of a comprehensive rezoning
- Add a Planned Neighborhood District to allow a mix of housing types to be mixed within a neighborhood.

## **SUBDIVISION REGULATIONS**

Comprehensive update to modernize regulations The Subdivision Regulations establish minimum standards for the design and development of all new subdivisions in order to protect the health, safety and welfare of the citizens. The Subdivision Regulations should be modernized and reviewed in light of the Plan recommendations.

## **DESIGN MANUAL**

- Comprehensive update to modernize standards

## **ANNEXATION**

The 1990 Walkersville Joint Annexation Limits Study established an annexation limit line around the Town. All subsequent Town and County Regional Plans identified this area as the Walkersville growth area.

The 2010 Frederick County Comprehensive Plan re-defined the Town's growth limits. The boundary area was retracted to the existing Town boundary, except for an area on the southeastern side of Town recommended for industrial development. The rest of the area was designated Priority Preservation Area (PPA--priority areas for agricultural preservation).

The Walkersville growth area was one of many throughout the County that was reduced in size, reflecting the County's desire to manage growth by concentrating development in compact areas. The Walkersville growth area contained agricultural properties that were not slated for development on either the Walkersville Town Plan or the Walkersville Regional Plan. These areas surrounding the Town did not meet the definition of "growth area" since they were not planned for growth. The change was also justified by the fact that the farms surrounding the Town contained Prime Farmland, and qualified to be part of a PPA. Finally, the County recognized the Town's desire to have an agricultural buffer surrounding the Town.

When the change was proposed, the Town maintained an interest in keeping the former boundary on the Plan map to indicate that the Town would continue to have the right to participate in any land use decisions made over properties that lie within the boundaries. After discussions with Town officials, the County Commissioners agreed to maintain the former annexation limits, but re-named it the Town's Area of Planning Influence.

Frederick County no longer updates the Comprehensive Plan by Region. It is recommended that the Town request that a plan for the area on the north side of Frederick City be developed to update the 2010 Plan, particularly in light of the growth of Frederick City.

It is recommended that the Town request that Frederick County update the 1990 Joint Annexation Limits study to ensure that both jurisdictions agree on the future of the land in the Area of Planning Influence.

## DEVELOPMENT REVIEW PROCESS

The development review process is another means by which the Plan recommendations will be implemented. Subdivision plats and site plans must be reviewed by several agencies, including the Town planning staff, Town consulting engineer, Walkersville Volunteer Fire Company, the Frederick County Department of Development Review, the Division of Water and Sewer Utilities, County Health Department, the State Highway Administration, and the Soil Conservation Service. Where applicable, plans can also be referred to the Frederick County Livable Frederick staff historic preservation planner and archeologist for comment. The Walkersville Planning Commission reviews and approves subdivision plats and site plans.

The development review process provides for the identification and protection of environmentally sensitive areas such as floodplains, wetlands, steep slopes, and woodlands. Mitigation measures against any disturbance to these areas can be required. Developers are also required to comply with forestation, stormwater management, erosion and sediment control and wellhead protection requirements.

Infrastructure improvements or developer contributions toward improvements are also often required as part of the development process. The extension of water and sewer lines, and the construction of roads, curbs, gutters and sidewalks may be required. Developers may be required to contribute to the upgrade of sewage or water treatment facilities or to make off-site road improvements. Sites for public facilities should be obtained through the development review process.

The Walkersville Design Manual, adopted in 1997, establishes uniform standards for all public improvements and should be reviewed and updated as necessary. This plan recommends that the Design Manual be comprehensively updated.

## AREAS OF CRITICAL STATE CONCERN

The State Plan, *A Better Maryland* provides a list of spatially designated areas, plans and studies, and programs that the state deems to be of critical concern. Of particular relevance to the Town are the following programs:

**Certified land preservation programs:** State and County programs that provide funds to purchase land preservation easements on qualified properties. Agricultural land preservation easements are one of the essential keys to the development of a permanent agricultural buffer surrounding the Town of Walkersville.

**Sustainable communities:** The 2010 Sustainable Communities Act defines Sustainable Community Areas as places where public and private investments and partnerships achieve:

- Development of a healthy local economy;
- Protection and appreciation of historical and cultural resources;
- A mix of land uses;
- Affordable and sustainable housing, and employment options;
- Growth and development practices that protect the environment and conserve air, water and energy resources, encourage walkability and recreational opportunities, and where available, create access to transit.

Pursuing the Sustainable Community designation could provide additional sources of funding for studies and infrastructure projects.

**Home ownership / affordable housing:** State resources that might assist the Town in assessing housing demand and need for affordable housing, and in partnering to provide a wider range of housing choices.

- **The Maryland Watershed Implementation Plan:** the Town partners primarily through the MS4 program and through enforcement of stormwater management requirements.
- **Program Open Space:** The Town receives funding through this program for park and open space acquisition and improvements.

## WELLHEAD PROTECTION ORDINANCE

The Town should follow-up on its Wellhead Protection Ordinance with a program to educate its citizens about the importance of protecting the area's groundwater in general and the Town's public water supply in particular.

## ADEQUATE PUBLIC FACILITIES ORDINANCE

This plan recommends that the APFO be comprehensively reviewed and that roads and sewage treatment capacity tests be added to it.

## IMPACT FEES

Impact fees are paid by developers to finance additional capacity at existing facilities or to construct new facilities needed to serve new development. Public facilities can include schools, roads, water and sewer service, parks or libraries. In 1993, Frederick County adopted an impact fee, assessed at issuance of building permits, to be used toward public schools and libraries.

## AREAS FOR SPECIAL STUDY

- East Frederick Street gateway, traffic calming, sidewalks, streetscape improvements
- West Frederick Street gateway, sidewalk, streetscape improvements
- W. Pennsylvania Avenue RR—streetscape, traffic & pedestrian safety, flooding mitigation
- Sidewalks, walkability study – implementation

## COMMUNITY SERVICES

- Senior center Town-owned Walker Farm
- Monocacy River access park
- Walker Farm park
- Acquire land for community park access / rail trail right-of-way off Pennsylvania Ave

## ROADS AND SIDEWALKS

- Support of the widening of MD 194 to Frederick County and Maryland State Highway Administration officials
- Develop a capital budget to prioritize the overlay, repair and replacement of roads, sidewalks, and the addition of ADA-compliant ramps

## STORM SEWER SYSTEM

- Fund and implement restoration projects for MS4 permit
- Develop a capital plan to implement the recommendations of the Old Town storm drain study area

## INTERJURISDICTIONAL COORDINATION

Interjurisdictional coordination between the Town, County and State is important in implementing the recommendations of this Plan. The Town has delegated administration of stormwater management and sediment and erosion control regulations, building codes, and the forest resource ordinance to Frederick County. The County therefore issues grading permits and building permits and signs off on forest resource plans in the Town. The Town reviews proposed County plans, zoning regulations and amendments to the County Water and Sewerage Plan and provides comments when appropriate.

State environmental regulations apply to areas such as wetlands, air quality, and water quality. Coordination with the State is particularly important in the planning, design, and construction of community facilities such as water and sewage treatment plants. Coordination with the State Highway Administration with regard to State Road improvements and alignment changes is also necessary.