

THE TOWN OF UNION BRIDGE

ORDINANCE NO. 305

AN ORDINANCE to adopt such zoning map amendments or to readopt existing zoning designations as to constitute a comprehensive rezoning of The Town of Union Bridge in accordance with the recently adopted Union Bridge & Environs Community Comprehensive Plan pursuant to Article 66B of the Annotated Code of the State of Maryland.

WHEREAS, the Mayor and Town Council of The Town of Union Bridge, in accordance with Article 66B of the Annotated Code of the State of Maryland, have considered thoroughly and adopted a Comprehensive Plan as recommended by the Union Bridge Planning and Zoning Commission and do further concur with the recommendation in Chapter 5 of the Comprehensive Plan that the Town pursue a comprehensive rezoning to reflect the land use designations shown in the Comprehensive Plan; and

WHEREAS, the Mayor and Town Council of Union Bridge have conducted a public hearing to further consider the adoption of a new zoning map as recommended in the Comprehensive Plan; and

WHEREAS, the Town Council of Union Bridge has unanimously approved the comprehensive rezoning as part of its comprehensive review and this zoning is shown on the Town of Union Bridge Carroll County, Maryland Zoning Map attached hereto as Exhibit "A"; and

WHEREAS, the approval of the comprehensive rezoning as reflected on Exhibit "A" is in the best interests of the Town of Union Bridge and in furtherance of the orderly growth and development in The Town of Union Bridge.

NOW, THEREFORE, BE IT ORDAINED AND ENACTED by the Mayor and Town Council of The Town of Union Bridge as follows:

SECTION 1. ADOPTION OF ZONING MAP

A. The zoning map for The Town of Union Bridge is hereby adopted, amended and/or revised to reflect the zoning as set forth on the Town of Union Bridge Carroll County, Maryland Zoning Map which is attached hereto as Exhibit "A" for property within the Town limits of The Town of Union Bridge and said Map is hereby adopted as the official zoning map for The Town of Union Bridge.

B. The form of the official zoning map hereby adopted may be enlarged or changed stylistically as may be necessary or appropriate to allow for proper execution and public use.

SECTION 2. EFFECTIVE DATE.

This Ordinance shall become effective twenty (20) days after the date of its passage by the Council and approval by the Mayor in accordance with the Town Charter

INTRODUCED THIS 16 DAY OF JUNE, 2008

Violette Hobbs (SEAL)
VIOLETTE HOBBS, Clerk-Treasurer

PASSED THIS 28th DAY OF July, 2008

Violette Hobbs (SEAL)
VIOLETTE HOBBS, Clerk-Treasurer

PASSED THIS 28th DAY OF July, 2008

Bret D. Grossnickle (SEAL)
BRET D. GROSSNICKLE, Mayor

APPROVED AS TO LEGAL
FORM AND SUFFICIENCY

THIS 28th DAY OF July, 2008

HOLLMAN, MAGUIRE, TIMCHULA
& TITUS, CHARTERED
Town Attorneys

By:

John T. Maguire
JOHN T. MAGUIRE

**THE TOWN OF UNION BRIDGE
THIRD AMENDMENT TO 2008
UNION BRIDGE & ENVIRONS COMMUNITY COMPREHENSIVE PLAN
Resolution No. 02-2014**

WHEREAS, the Planning and Zoning Commission of The Town of Union Bridge in the course of exercising its planning function under MD. CODE ANN., LAND USE ARTICLE has decided to amend the 2008 Union Bridge & Environs Community Comprehensive Plan (the "Plan") by the addition of a Growth Tier Map as required by State law; and

WHEREAS, an attested copy of the Growth Tier Map in the form approved by the Commission and signed by the Chairman of the Commission, is attached hereto as Exhibit "A" (hereinafter referred to as the "Amendment"); and

WHEREAS, a draft of the proposed Amendment was duly circulated for sixty (60) day review, and a public hearing was held on August 21, 2014 on the Amendment, in accordance with LAND USE ARTICLE, §3-203(b) and (c); and

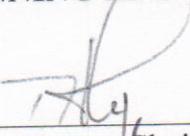
WHEREAS, upon consideration of the record concerning this proposed Amendment and all comments and observations relating thereto, the Union Bridge Planning and Zoning Commission after due deliberation and consideration has concluded that the adoption of this Amendment by the Mayor and Town Council of Union Bridge is appropriate and in the best interests of the Town.

NOW, THEREFORE, BE IT RESOLVED, by the Commission that:

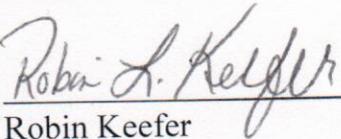
1. The Amendment is approved to be a revision to the 2008 Union Bridge & Environs Community Comprehensive Plan and is hereby certified to the Union Bridge Town Council for adoption;
2. Any recommendation or comments on the Amendment have been attached hereto; and
3. The procedural and notification requirements of MD CODE ANN., LAND USE ARTICLE, §3-203 have been complied with.

ADOPTED this 21st day of August, 2014.

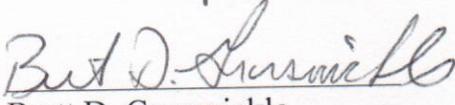
PLANNING AND ZONING COMMISSION MEMBERS:



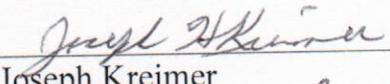
Thomas Long, Chairman



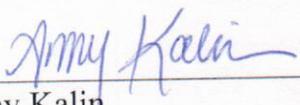
Robin Keefer



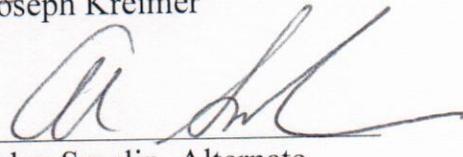
Brett D. Grossnickle



Joseph Kreimer



Amy Kalin



Alan Smolin, Alternate

THE TOWN OF UNION BRIDGE
RESOLUTION NO. 03-14
ADOPTION OF THIRD AMENDMENT TO COMPREHENSIVE PLAN

WHEREAS, MD CODE ANN., LAND USE ARTICLE, §3-201, et seq. provides for the adoption and periodic revision of a comprehensive plan by municipalities in the State of Maryland; and

WHEREAS, The Town of Union Bridge duly adopted the Union Bridge & Environs Community Comprehensive Plan (the “Comprehensive Plan”) on July 28, 2008, a First Amendment thereto on December 21, 2009 and a Second Amendment thereto on April 26, 2010; and the Planning and Zoning Commission now recommends a third amendment thereto by the addition of the Town’s Growth Tier Map as required by State law; and

WHEREAS, Union Bridge Planning and Zoning Commission held a public hearing on August 21, 2014 concerning the proposed third amendment to the Comprehensive Plan which was duly advertised; and

WHEREAS, by Resolution No. 02-2014 the Union Bridge Planning and Zoning Commission formally recommended for approval to the Mayor and Town Council the subject third amendment to the 2008 Comprehensive Plan;; and

WHEREAS, the Union Bridge Planning and Zoning Commission has certified the subject third amendment to the Comprehensive Plan to the Mayor and Town Council for The Town of Union Bridge and has provided copies of any comments received by it as part of the review and public hearing process as mandated by MD CODE ANN., LAND USE ARTICLE, §3-203; and

WHEREAS, the Mayor and Town Council have examined the proposed third amendment in the context of the 2008 Comprehensive Plan, the recommendation of the Union Bridge Planning and Zoning Commission, the recommendations of any jurisdiction providing comments on the proposed amendment and the comments arising out of the review and public hearing process and have determined after due consideration that the adoption of the proposed amendment to the Comprehensive Plan as advised by the Planning and Zoning Commission is in the best interests of The Town of Union Bridge and will serve to promote the health, safety and general welfare of the Town.

NOW, THEREFORE, in consideration of the foregoing it is, by the Town Council for The Town of Union Bridge, hereby:

RESOLVED, pursuant to MD CODE ANN., LAND USE ARTICLE, §3-205, that the Growth Tier Map in the form recommended by Planning Commission Resolution No. 2-2014 is hereby adopted as an amendment to the 2008 Union Bridge & Environs Community Comprehensive Plan and the Growth Tier May is hereby added to said Plan.

INTRODUCED THIS 25th DAY OF August, 2014

Dawn Metcalf
DAWN METCALF, Clerk-Treasurer

PASSED THIS 25th DAY OF August, 2014

Perry Jones, Jr.
PERRY L. JONES, Jr., Mayor

APPROVED AS TO LEGAL SUFFICIENCY

8/25/14

HOLLMAN, MAGUIRE, TITUS & KORZENEWSKI, CHARTERED, TOWN ATTORNEYS

By: John T. Maguire
John T. Maguire

THE TOWN OF UNION BRIDGE
UNION BRIDGE & ENVIRONS COMMUNITY COMPREHENSIVE PLAN
Resolution No. 02-2008

WHEREAS, the Planning and Zoning Commission of The Town of Union Bridge in the course of exercising its planning function under MD CODE ANN., Article 66B, has arrived at an updated plan known as the Union Bridge & Environs Community Comprehensive Plan including all maps, charts and reference materials included therein, an attested copy of which signed by the Chairman of the Planning and Zoning Commission is attached hereto as Exhibit "A" (hereinafter referred to as the "Plan"); and

WHEREAS, the Plan has been circulated for sixty (60) day review, and a public hearing and information session have been held on February 21, 2008 on the Plan in accordance with Article 66B §3.07(b) and (c); and

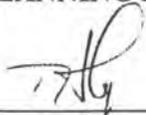
WHEREAS, upon consideration of its deliberations on the Plan and all comments and observations relating thereto, the Union Bridge Planning and Zoning Commission has concluded that the adoption of this Plan by the Mayor and Town Council of Union Bridge will be in the best interests of the Town.

NOW, THEREFORE, BE IT RESOLVED, by the Planning Commission of The Town of Union Bridge that:

1. The Plan is approved and is hereby certified to the Union Bridge Town Council for adoption.
2. Any recommendation or comments on the Plan have been attached hereto.
3. That the procedural and notification requirements of MD CODE ANN., Article 66B, §3.07-3.08 have been complied with

ADOPTED this 17th day of April, 2008.

PLANNING AND ZONING COMMISSION MEMBERS:



Thomas Long, Chairman

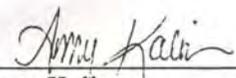


Robin Keefer

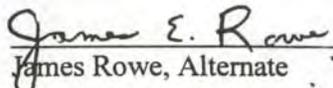


Joan McKee

Joseph Kreimer



Amy Kalin



James Rowe, Alternate

THE TOWN OF UNION BRIDGE
RESOLUTION NO. 4-08
ADOPTION OF COMPREHENSIVE PLAN

WHEREAS, MD CODE ANN. Article 66B, §3.05, et seq. provides for the adoption and periodic revision of a comprehensive plan by municipalities in the State of Maryland; and

WHEREAS, the Union Bridge Planning and Zoning Commission has studied and evaluated at length the Comprehensive Plan for The Town of Union Bridge, and has advised certain amendments thereto and an update thereof; and

WHEREAS, Union Bridge Planning and Zoning Commission held a public hearing on February 21, 2008 concerning the Comprehensive Plan which was duly advertised and well-attended; and

WHEREAS, by Resolution No. 02-2008 the Union Bridge Planning and Zoning Commission has recommended a revised and updated Union Bridge & Environs Community Comprehensive Plan (the "Comprehensive Plan"), a copy of which is attached hereto; and

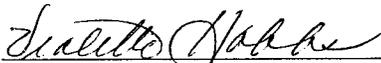
WHEREAS, the Union Bridge Planning and Zoning Commission has certified the Comprehensive Plan to the Mayor and Town Council for The Town of Union Bridge and has provided copies of those comments received by it as part of the review and public hearing process as mandated by MD CODE ANN., Article 66B, §3.07; and

WHEREAS, the Mayor and Town Council have examined all elements of the Comprehensive Plan, the recommendations of the Union Bridge Planning and Zoning Commission, the recommendations of any jurisdiction providing comments on the Comprehensive Plan and the comments arising out of the review and public hearing process and have determined after due consideration that the adoption of the Comprehensive Plan in the form attached hereto shall be in the best interests of The Town of Union Bridge and will serve to promote the health, safety and general welfare of the Town.

NOW, THEREFORE, in consideration of the foregoing recitals it is, by the Town Council for The Town of Union Bridge, hereby:

RESOLVED, pursuant to MD CODE ANN., Article 66B, §3.08, that the Union Bridge & Environs Community Comprehensive Plan in the form attached hereto is hereby adopted.

INTRODUCED THIS 28th DAY OF July, 2008


VIOLETTE HOBBS, Clerk-Treasurer

PASSED THIS 28th DAY OF July, 2008


BRET D. GROSSNICKLE, Mayor

APPROVED AS TO LEGAL
SUFFICIENCY

July 28, 2008

HOLLMAN, MAGUIRE, TIMCHULA
& TITUS, CHARTERED
TOWN ATTORNEYS

By: John T. Maguire
John T. Maguire

LAW OFFICES
HOLLMAN, MAGUIRE,
TIMCHULA & TITUS
CHARTERED
WESTMINSTER, MD 21157

**THE TOWN OF UNION BRIDGE
FIRST AMENDMENT TO 2008
UNION BRIDGE & ENVIRONS COMMUNITY COMPREHENSIVE PLAN
Resolution No. 01-2009**

WHEREAS, the Planning and Zoning Commission of The Town of Union Bridge in the course of exercising its planning function under MD CODE ANN., Article 66B, has decided to amend the 2008 Union Bridge & Environs Community Comprehensive Plan (the "Plan") by the removal of the proposed Shepherd's Mill Road extension from its existing terminus at Quaker Hill Road westward to Maryland Route 75 Green Valley Road as part of the transportation element of the Plan; and

WHEREAS, attested copies of Map 17 and revised pages 63, 64 and 66 of the Plan signed by the Chairman of the Planning and Zoning Commission are attached hereto as Exhibit "A" (hereinafter referred to as the "Amendment"); and

WHEREAS, the proposed amendment has been circulated for sixty (60) day review, and a public hearing has been held on November 19, 2009 on the Amendment in accordance with Article 66B §3.07(b) and (c); and

WHEREAS, the proposed Shepherd's Mill Road extension has been shown to be in Carroll County, but outside the corporate boundaries of the Town; Carroll County has provided comment indicating that it cannot support the placement of the road on the Plan; and there is considerable evidence in the record that the road would be disruptive to the mining and production operations of Lehigh Cement Company; and

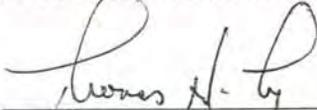
WHEREAS, upon consideration of the record concerning this proposed amendment and all comments and observations relating thereto, the Union Bridge Planning and Zoning Commission after due deliberation and consideration has concluded that the adoption of this Amendment by the Mayor and Town Council of Union Bridge is appropriate and in the best interests of the Town.

NOW, THEREFORE, BE IT RESOLVED, by the Planning Commission of The Town of Union Bridge that:

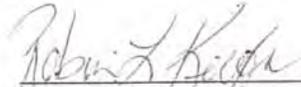
1. The Amendment is approved to be a revision to the 2008 Union Bridge & Environs Community Comprehensive Plan and is hereby certified to the Union Bridge Town Council for adoption;
2. Any recommendation or comments on the Amendment have been attached hereto; and
3. The procedural and notification requirements of MD CODE ANN., Article 66B, §3.07 have been complied with.

ADOPTED this 19th day of November, 2009.

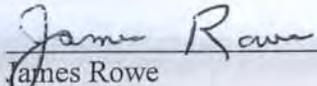
PLANNING AND ZONING COMMISSION MEMBERS:



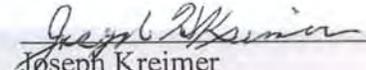
Thomas Long, Chairman



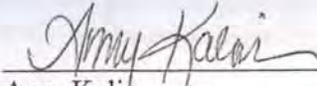
Robin Keefer



James Rowe



Joseph Kreimer



Amy Kalin

**THE TOWN OF UNION BRIDGE
RESOLUTION NO. 6-09
ADOPTION OF COMPREHENSIVE PLAN**

WHEREAS, MD CODE ANN. Article 66B, §3.05, et seq. provides for the adoption and periodic revision of a comprehensive plan by municipalities in the State of Maryland; and

WHEREAS, The Town of Union Bridge duly adopted the Union Bridge & Environs Community Comprehensive Plan (the "Comprehensive Plan") on July 28, 2008; and the Planning and Zoning Commission now recommends an amendment thereto to remove the proposed Shepherd's Mill Road extension from its existing terminus at Quaker Hill Road westward to Maryland Route 75 Green Valley Road by modifying the Maps and pages 63, 64 and 66 of the Comprehensive Plan accordingly; and

WHEREAS, Union Bridge Planning and Zoning Commission held a public hearing on November 19, 2009 concerning the proposed amendment to the Comprehensive Plan which was duly advertised; and

WHEREAS, by Resolution No. 01-2009 the Union Bridge Planning and Zoning Commission formally recommended to the Mayor and Town Council the subject amendment to the 2008 Comprehensive Plan; and

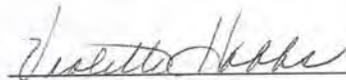
WHEREAS, the Union Bridge Planning and Zoning Commission has certified the subject amendment to the Comprehensive Plan to the Mayor and Town Council for The Town of Union Bridge and has provided copies of those comments received by it as part of the review and public hearing process as mandated by MD CODE ANN., Article 66B, §3.07; and

WHEREAS, the Mayor and Town Council have examined the proposed amendment in the context of the 2008 Comprehensive Plan, the recommendation of the Union Bridge Planning and Zoning Commission, the recommendations of any jurisdiction providing comments on the proposed amendment and the comments arising out of the review and public hearing process and have determined after due consideration that the adoption of the proposed amendment to the Comprehensive Plan as advised by the Planning and Zoning Commission is in the best interests of The Town of Union Bridge and will serve to promote the health, safety and general welfare of the Town.

NOW, THEREFORE, in consideration of the foregoing it is, by the Town Council for The Town of Union Bridge, hereby:

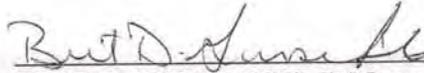
RESOLVED, pursuant to MD CODE ANN., Article 66B, §3.08, that the aforesaid amendment to the 2008 Union Bridge & Environs Community Comprehensive Plan in the form attached to Planning Commission Resolution No. 01-2009 is hereby adopted and the Maps and text thereof shall be revised accordingly.

INTRODUCED THIS 21ST DAY OF
DECEMBER, 2009



VIOLETTE HOBBS, Clerk-Treasurer

PASSED THIS 21ST DAY OF DECEMBER, 2009



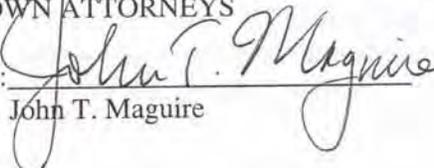
BRET D. GROSSNICKLE, Mayor

APPROVED AS TO LEGAL
SUFFICIENCY

December 21, 2009

HOLLMAN, MAGUIRE, TITUS
& KORZENEWSKI, CHARTERED
TOWN ATTORNEYS

By:



John T. Maguire

THE TOWN OF UNION BRIDGE
SECOND AMENDMENT TO 2008
UNION BRIDGE & ENVIRONS COMMUNITY COMPREHENSIVE PLAN
Resolution No. 02-2010

WHEREAS, the Planning and Zoning Commission of The Town of Union Bridge in the course of exercising its planning function under MD CODE ANN., Article 66B, has decided to amend the 2008 Union Bridge & Environs Community Comprehensive Plan (the "Plan") by the addition of a Water Resources Element as contemplated when the original Plan was adopted; and

WHEREAS, an attested copy of the Water Resources Element in the form approved by the Commission and signed by the Chairman of the Commission, is attached hereto as Exhibit "A" (hereinafter referred to as the "Amendment"); and this is the version anticipated to be recommended by the Carroll County Planning Commission and ratified by the Carroll County Commissioners so that the portions of the Amendment common to The Town of Union Bridge and Carroll County shall be identical; and

WHEREAS, a draft of the proposed amendment was duly circulated for sixty (60) day review, and a public hearing was held on February 11, 2010 on the amendment, in accordance with Article 66B, §3.07(b) and (c); and

WHEREAS, upon consideration of the record concerning this proposed amendment and all comments and observations relating thereto, the Union Bridge Planning and Zoning Commission after due deliberation and consideration has concluded that the adoption of this Amendment by the Mayor and Town Council of Union Bridge is appropriate and in the best interests of the Town.

NOW, THEREFORE, BE IT RESOLVED, by the Commission that:

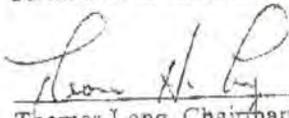
1. The Amendment is approved to be a revision to the 2008 Union Bridge & Environs Community Comprehensive Plan and is hereby certified to the Union Bridge Town Council for adoption;
2. Any recommendation or comments on the Amendment have been attached hereto;
3. The procedural and notification requirements of MD CODE ANN., Article 66B, §3.07 have been complied with; and
4. Upon approval by the Town Council, any references to the Water Resources Element in the Plan shall be modified to reflect its adoption; and it is further

RESOLVED, that the Union Bridge Town Council is hereby advised to verify that the Amendment is adopted by Carroll County in substantially the same form as recommended hereby; and it is further:

RESOLVED, that staff is instructed to consult with Carroll County technical staff to consider whether the existing developed well at the Jackson Ridge property, which is not yet part of the municipal system, should be referenced or otherwise incorporated into the Amendment, and the Amendment shall be supplemented accordingly if deemed necessary or appropriate.

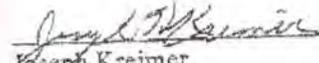
ADOPTED this 18th day of March, 2010.

PLANNING AND ZONING COMMISSION MEMBERS:


Thomas Long, Chairman

absent
Robin Keefer


James Rowe


Joseph Kreimer


Amy Kalin

THE TOWN OF UNION BRIDGE
RESOLUTION NO. 02-10
ADOPTION OF SECOND AMENDMENT TO COMPREHENSIVE PLAN

WHEREAS, MD CODE ANN. Article 66B, §3.05, et seq. provides for the adoption and periodic revision of a comprehensive plan by municipalities in the State of Maryland; and

WHEREAS, The Town of Union Bridge duly adopted the Union Bridge & Environs Community Comprehensive Plan (the "Comprehensive Plan") on July 28, 2008 and a First Amendment thereto on December 21, 2009; and the Planning and Zoning Commission now recommends a second amendment thereto by the addition of a Water Resources Element; and

WHEREAS, Union Bridge Planning and Zoning Commission held a public hearing on February 11, 2010 concerning the proposed second amendment to the Comprehensive Plan which was duly advertised; and

WHEREAS, by Resolution No. 02-2010 the Union Bridge Planning and Zoning Commission formally recommended to the Mayor and Town Council the subject second amendment to the 2008 Comprehensive Plan; and the Council has verified the adoption by Carroll County of the Water Resources Element in the form recommended which has since been posted on the Carroll County website; and the recommendation on the Jackson Ridge well has been satisfactorily addressed; and

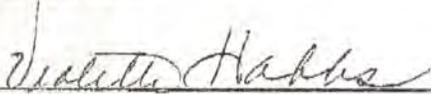
WHEREAS, the Union Bridge Planning and Zoning Commission has certified the subject second amendment to the Comprehensive Plan to the Mayor and Town Council for The Town of Union Bridge and has provided copies of those comments received by it as part of the review and public hearing process as mandated by MD CODE ANN., Article 66B, §3.07; and

WHEREAS, the Mayor and Town Council have examined the proposed second amendment in the context of the 2008 Comprehensive Plan, the recommendation of the Union Bridge Planning and Zoning Commission, the recommendations of any jurisdiction providing comments on the proposed amendment and the comments arising out of the review and public hearing process and have determined after due consideration that the adoption of the proposed amendment to the Comprehensive Plan as advised by the Planning and Zoning Commission is in the best interests of The Town of Union Bridge and will serve to promote the health, safety and general welfare of the Town.

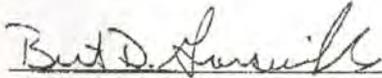
NOW, THEREFORE, in consideration of the foregoing it is, by the Town Council for The Town of Union Bridge, hereby:

RESOLVED, pursuant to MD CODE ANN., Article 66B, §3.08, that the Water Resources Element in the form recommended by Planning Commission Resolution No. 2-2010 is hereby adopted as an amendment to the 2008 Union Bridge & Environs Community Comprehensive Plan and the text thereof shall be revised accordingly.

INTRODUCED THIS 26th DAY OF
APRIL, 2010


VIOLETTE HOBBS, Clerk-Treasurer

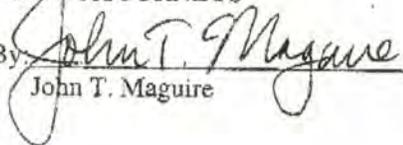
PASSED THIS 26th DAY OF APRIL, 2010


BRET D. GROSSNICKLE, Mayor

APPROVED AS TO LEGAL
SUFFICIENCY

April 26, 2010

HOLLMAN, MAGUIRE, TITUS
& KORZENEWSKI, CHARTERED,
TOWN ATTORNEYS

By 
John T. Maguire

LAW OFFICES
HOLLMAN, MAGUIRE,
TITUS &
KORZENEWSKI,
CHARTERED
WESTMINSTER, MD 21157

**THE TOWN OF UNION BRIDGE
THIRD AMENDMENT TO 2008
UNION BRIDGE & ENVIRONS COMMUNITY COMPREHENSIVE PLAN
Resolution No. 02-2014**

WHEREAS, the Planning and Zoning Commission of The Town of Union Bridge in the course of exercising its planning function under MD. CODE ANN., LAND USE ARTICLE has decided to amend the 2008 Union Bridge & Environs Community Comprehensive Plan (the "Plan") by the addition of a Growth Tier Map as required by State law; and

WHEREAS, an attested copy of the Growth Tier Map in the form approved by the Commission and signed by the Chairman of the Commission, is attached hereto as Exhibit "A" (hereinafter referred to as the "Amendment"); and

WHEREAS, a draft of the proposed Amendment was duly circulated for sixty (60) day review, and a public hearing was held on August 21, 2014 on the Amendment, in accordance with LAND USE ARTICLE, §3-203(b) and (c); and

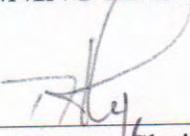
WHEREAS, upon consideration of the record concerning this proposed Amendment and all comments and observations relating thereto, the Union Bridge Planning and Zoning Commission after due deliberation and consideration has concluded that the adoption of this Amendment by the Mayor and Town Council of Union Bridge is appropriate and in the best interests of the Town.

NOW, THEREFORE, BE IT RESOLVED, by the Commission that:

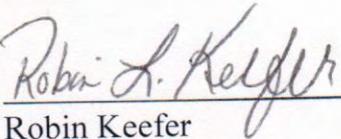
1. The Amendment is approved to be a revision to the 2008 Union Bridge & Environs Community Comprehensive Plan and is hereby certified to the Union Bridge Town Council for adoption;
2. Any recommendation or comments on the Amendment have been attached hereto; and
3. The procedural and notification requirements of MD CODE ANN., LAND USE ARTICLE, §3-203 have been complied with.

ADOPTED this 21st day of August, 2014.

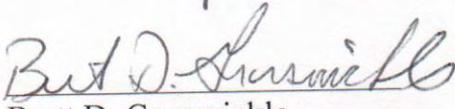
PLANNING AND ZONING COMMISSION MEMBERS:



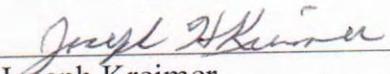
Thomas Long, Chairman



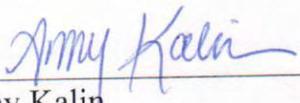
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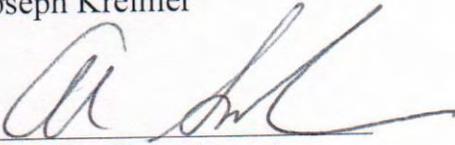
Brett D. Grossnickle



Joseph Kreimer



Amy Kalin



Alan Smolin, Alternate

THE TOWN OF UNION BRIDGE
RESOLUTION NO. 03-14
ADOPTION OF THIRD AMENDMENT TO COMPREHENSIVE PLAN

WHEREAS, MD CODE ANN., LAND USE ARTICLE, §3-201, et seq. provides for the adoption and periodic revision of a comprehensive plan by municipalities in the State of Maryland; and

WHEREAS, The Town of Union Bridge duly adopted the Union Bridge & Environs Community Comprehensive Plan (the “Comprehensive Plan”) on July 28, 2008, a First Amendment thereto on December 21, 2009 and a Second Amendment thereto on April 26, 2010; and the Planning and Zoning Commission now recommends a third amendment thereto by the addition of the Town’s Growth Tier Map as required by State law; and

WHEREAS, Union Bridge Planning and Zoning Commission held a public hearing on August 21, 2014 concerning the proposed third amendment to the Comprehensive Plan which was duly advertised; and

WHEREAS, by Resolution No. 02-2014 the Union Bridge Planning and Zoning Commission formally recommended for approval to the Mayor and Town Council the subject third amendment to the 2008 Comprehensive Plan;; and

WHEREAS, the Union Bridge Planning and Zoning Commission has certified the subject third amendment to the Comprehensive Plan to the Mayor and Town Council for The Town of Union Bridge and has provided copies of any comments received by it as part of the review and public hearing process as mandated by MD CODE ANN., LAND USE ARTICLE, §3-203; and

WHEREAS, the Mayor and Town Council have examined the proposed third amendment in the context of the 2008 Comprehensive Plan, the recommendation of the Union Bridge Planning and Zoning Commission, the recommendations of any jurisdiction providing comments on the proposed amendment and the comments arising out of the review and public hearing process and have determined after due consideration that the adoption of the proposed amendment to the Comprehensive Plan as advised by the Planning and Zoning Commission is in the best interests of The Town of Union Bridge and will serve to promote the health, safety and general welfare of the Town.

NOW, THEREFORE, in consideration of the foregoing it is, by the Town Council for The Town of Union Bridge, hereby:

RESOLVED, pursuant to MD CODE ANN., LAND USE ARTICLE, §3-205, that the Growth Tier Map in the form recommended by Planning Commission Resolution No. 2-2014 is hereby adopted as an amendment to the 2008 Union Bridge & Environs Community Comprehensive Plan and the Growth Tier May is hereby added to said Plan.

INTRODUCED THIS 25th DAY OF August, 2014

Dawn Metcalf
DAWN METCALF, Clerk-Treasurer

PASSED THIS 25th DAY OF August, 2014

Perry Jones
PERRY L. JONES, Jr., Mayor

APPROVED AS TO LEGAL SUFFICIENCY

8/25/14

HOLLMAN, MAGUIRE, TITUS & KORZENEWSKI, CHARTERED, TOWN ATTORNEYS

By: John T. Maguire
John T. Maguire



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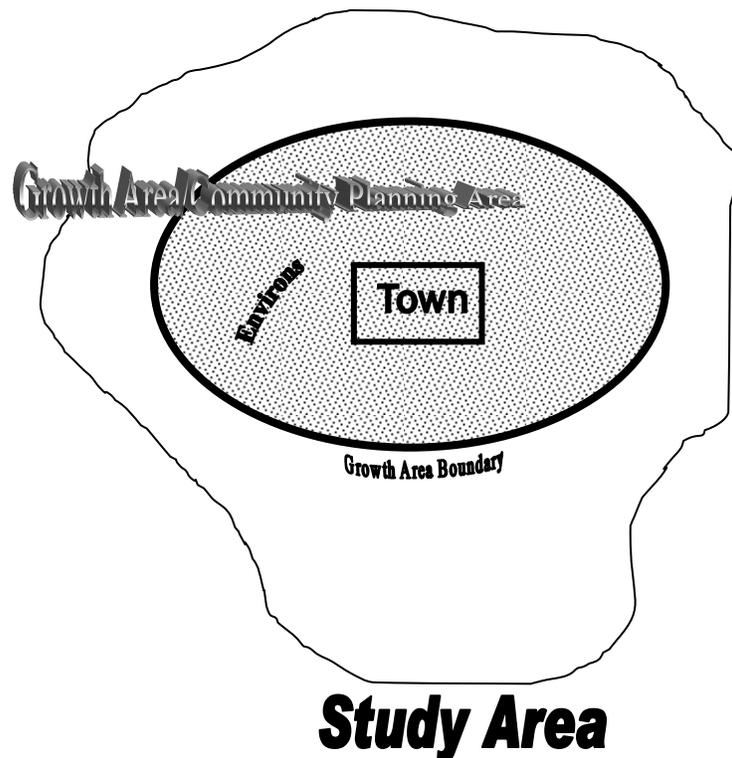
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CHAPTER 1: INTRODUCTION

The Union Bridge Community Comprehensive Plan is a blueprint for growth in and around the Town of Union Bridge. The vision, goals, policies, and actions described in the plan apply to the area that lies within the Growth Area Boundary (GAB). The GAB is envisioned as the future corporate limits line and the land within this line is known as the Growth Area (GA). In previous plans, this area had been referred to as the Community Planning Area (CPA). The CPA was made up of the town and its environs, the unincorporated areas that surround the town. In order to define the limits of the CPA or the GAB, a larger study area was used initially. In this case, the entire 12th election district was the study area. The graphic below illustrates these concepts and may be helpful to refer to as the various terms are used throughout the plan to describe different geographic areas.



PLAN DEFINITION AND PURPOSE

The purpose of the comprehensive plan is to provide a legal framework that guides the growth and development of a community. A set of goals is developed to help achieve the overall vision for the future of the community. Specific actions and policies that are needed to implement the goals are recommended and become a work program for the local government, community leaders, and citizens of the community. Decisions and activities that are made and undertaken subsequent to the adoption of a plan should be consistent with the intent and content of the plan.



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

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

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

Actions ⇔ **An action is a recommended activity to help bring a community closer to achieving its goal(s).** Goals help to identify where a community wants to be and toward what they are striving. However, they do not identify specific things that can be done to help the community get there. Actions are planning, land use, and general government-related activities that can be pursued, ideally as a whole and in combination with the recommended policies, to help the community meet its goals. Actions are often referred to as objectives or implementation measures.

The comprehensive plan for a specific community within Carroll County, a small area plan called a “community comprehensive plan,” gives that community the opportunity to study in more detail the factors that influence its area and provides more direction on what the community hopes to accomplish beyond what the county-wide master plan addresses. Individual properties can be reviewed, specific areas can be designated for revitalization, and unique functional plan elements can be developed to apply to these small areas. These more detailed activities and items would not normally be addressed in the county-wide plan.

As a comprehensive plan addresses more than just land uses and zoning, the community comprehensive plan gives a community the opportunity to address such issues as economic development, community involvement, park facilities, and historic resources, among other things. These issues can and should be addressed regardless of whether the community ultimately decides to make changes to the existing land use



designation map or zoning districts.

The Plan contained herein presents a set of goals that address the issues of growth management and land use, transportation, community facilities, natural resources, economic development and activity, historic/cultural resources, community involvement, interjurisdictional coordination and communication, and housing and community design. The chapters around which these issues are organized each share common components. They all discuss current conditions, an analysis of community needs, recommended policies and actions, fiscal implications, and anticipated Capital Improvement Program (CIP) projects. These components, which encompass more of the community's needs than they often have in the past, will be consistent among all the community comprehensive plans as they are updated. Through incorporating a fiscal implications and related CIP projects component, the community will have a plan that is more realistic and better represents what the citizens are willing to accept.

STATE LEGISLATION

1 Land Use Statutes (Article 66B) of the Annotated Code of Maryland

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

Under the authority found in the Land Use articles (Article 66B), it is the function and duty of the Planning Commission to develop, with help of staff, and approve a plan which will be recommended to the local legislative body for adoption. This required plan serves as a guide and basis for public and private actions and decisions to facilitate the appropriate development of public and private property. This Plan document satisfies the requirement to provide a statement of goals and objectives, principles, policies, and standards which shall serve as a guide for the development and economic and social well-being of the jurisdiction.

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

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

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

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



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

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

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

3 Smart Growth and Neighborhood Conservation Act of 1997

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

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

4 HB 1141, HB 2 and HB 1160

The 2006 session of the Maryland General Assembly produced three notable bills related to land use planning and the comprehensive plan, HB 1141, HB 2, and HB 1160. The new legislation requires four new plan elements, though some may only apply to the County and others may only apply to municipalities. These elements are: a Water Resources Element; a Municipal Growth Element; a Priority Preservation Area Element; and a Workforce Housing Element.



The **WATER RESOURCES ELEMENT** is designed to express the relationship between planned growth, as identified in the plan, and the water resources that will serve and be affected by it. The Water Resources Element will:

- Identify drinking water and other water resources adequate for the needs of existing and future development proposed in the land use element of the comprehensive plan; and,
- Identify suitable receiving waters for both wastewater and stormwater management to meet the needs of existing and projected development proposed in the land use element of the comprehensive plan.
- This element must be included in the comprehensive plan no later than October 1, 2009.

The **MUNICIPAL GROWTH ELEMENT** requires municipalities to identify future growth areas that will implement their long-range vision for the future. These areas are to be based upon population projections, an assessment of land capacity and needs, and an assessment of infrastructure and sensitive areas, among other things. The element should be done in conjunction with the County, since it will guide future annexations, a process involving both jurisdictions. This element must be included in municipal comprehensive plans no later than October 1, 2009 as well.

The **PRIORITY PRESERVATION AREA ELEMENT**, addressed in HB 2, is required of the County to maintain its certification of its agricultural land preservation program. This element requires that the County identify priority preservation areas based upon the productivity of and/or profitability of agricultural and forestry enterprises, and that policies be in place in these areas to prevent them from being converted to or compromised by development. The acreage goal for land in a priority preservation area to be preserved through easements and zoning must equal at least 80 percent of the undeveloped land within the area. Counties also must demonstrate in future plan updates how they are contributing towards the statewide preservation goals of the Maryland Agricultural Land Preservation Foundation and what they can do to address any shortcomings. In order to maintain certification, the Priority Preservation Area element must be included in the County comprehensive plan by July 1, 2008.

The fourth element is only required of local governments if they wish to be eligible for participation in the Workforce Housing Grant Program, which was established in 2006 by HB 1160. The **WORKFORCE HOUSING ELEMENT** should assess workforce housing needs and contain goals, objectives, and policies to preserve or develop workforce housing. "Workforce housing" is defined in the bill as rental housing that is affordable to households with an annual income between 50 percent and 100 percent of the area median income, or homeownership housing that is affordable to households with an annual income between 60 percent and 120 percent of the median income. Measures that could be included in the element to address workforce housing include:

- Preservation and renovation of existing housing stock
- Redevelopment of existing residential areas
- Streamlined regulatory processes and reduced regulatory fees for construction or renovation
- Financial incentives for construction and renovation including local property tax credits
- Special zoning regulations for construction and renovation including inclusionary zoning
- Efforts to preserve workforce housing stock for subsequent first-time homebuyers and renters
- Coordination with neighboring jurisdictions
- Coordination with private sector employers
- Leveraging of federal financial assistance
- No date for inclusion of this element in the local plan has been established.



HB 1141 also resulted in several changes to annexations and rezonings. Any annexations that take place after October 1, 2009 must be consistent with the municipal growth element. Additionally, as of October 1, 2006 all annexation proposals must contain an “annexation plan,” which is simply the new name for the outline for the extension of services and public facilities that has been required in the past. The annexation plan must be provided to the County and the State (Maryland Department of Planning) 30 days prior to the public hearing for their review and comment.

Another change that applies to annexations relates to the “five-year rule.” Previously under this rule, unless a zoning waiver was obtained from the County, the zoning on an annexed property could not be changed for five years if the desired zoning was substantially different from that envisioned in the master plan as referenced in section 3.05(a)(4)(x) of the Land Use code (Article 66B). This requirement no longer applies unless the proposed zoning is more dense than the current County zoning by 50 percent or more. A municipality still may request a waiver of zoning from the County to avoid waiting five years. This change became effective on October 1, 2006.

Changes also were made to the Priority Funding Area criteria. Beginning October 1, 2006, municipalities must base their Priority Funding Areas on an analysis of the capacity of land available for development, in-fill, or redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with the master plan.

If all of the elements required are not in place on or before October 1, 2009, the affected jurisdiction (County or Town) “may not change the zoning classification of a property until that county or municipal corporation” is in compliance.

PLANNING COMMISSION RESPONSIBILITY AUTHORIZED BY THE LAND USE CODE (ARTICLE 66B)

Traditionally, the Planning Commission consists of members of the public at large, who may reside in the community or have a vested interest in that particular jurisdiction and who may approach the task as a lay person. The Land Use statutes (Article 66B) authorizes municipalities and counties to create a Planning and/or Zoning Commission made up of five to seven members, with municipalities authorized to designate one alternate. One Commission member may be a member of the local legislative body to serve in an ex-officio capacity concurrent with his or her official term. Members are appointed by the Mayor or Board of County Commissioners to serve a term of five years, with members’ terms staggered so that terms end at different times. Removal of a member may only occur by the legislative body through a public hearing process and filing of a written statement demonstrating inefficiency, neglect of duty, and/or malfeasance in office.

In general the Planning Commission’s duties include:

- Advise the executive body of the jurisdiction on land use and development issues
- Provide a regular public forum for these issues to be reviewed
- Draft, approve and recommend adoption of a comprehensive plan
- Create, approve and recommend to the legislative body the subdivision regulations for adoption
- Review and approve subdivision proposals and site plans
- Review and recommend zoning code modifications and rezoning requests



The purpose of the Planning Commission is to serve as advisor to the elected officials, the Town Council or Board of County Commissioners, on land use planning and to review matters related to planning and development. The Commission holds a meeting open to the public on a regular monthly basis to consider land use issues. One of the most significant responsibilities that the Planning Commission is given is the authority to develop the county or town's comprehensive plan. Upon completion of a final draft acceptable to the Commission, the members will vote to approve the Plan and will forward it to the elected officials with a recommendation for adoption. The elected officials have the authority to accept or reject this recommendation. While the elected officials cannot make revisions to the Plan themselves, they may send it back to the Planning Commission to make suggested modifications.

The Planning Commission is also empowered with original jurisdiction for the review and approval of subdivision. It is also responsible to develop and approve subdivision regulations which must be adopted by the elected officials in their respective jurisdictions in order to become effective. As with comprehensive plans, the Council or Commissioners may not make changes to the proposal. If the elected officials disapprove the proposal for adoption, they may only send the proposal back to the Commission for revisions. Since the Commission focuses on planning issues, it is a valuable intermediary between the public and the elected officials.

The Planning Commission also makes recommendations to the elected officials on proposals relating to zoning or rezoning. The elected officials have the authority to accept, reject, or modify those recommendations.

Planners are the Commission's research staff. Several of the county's municipalities have a planner on staff. In these cases, the county provides a liaison comprehensive planner to serve in an advisory role and to foster cooperation between the jurisdictions. Many of the municipalities, however, do not employ their own planners. In these cases, the county liaison comprehensive planner also serves as planner for the town and its Planning Commission. The planner advises the Commission on the comprehensive plan, development plans, zoning ordinance, subdivision regulations, and other miscellaneous planning issues. In addition, the planning staff may provide background information and recommendations on the proposals that are under the Commission's consideration and answer technical questions. The liaison planner attends all of the regularly scheduled Planning Commission meetings.



CHAPTER 2: PLAN FOUNDATION

MARYLAND'S EIGHT VISIONS

As discussed in Chapter 1, the 1992 Planning Act is based on eight visions. County and municipal plans are required to be amended so that the plans implement an established set of policies, which should be based on the Visions. Chapter 1 describes how this community comprehensive plan meets and is consistent with these Eight Visions. Again, these visions are stated in the Act as follows:

- Vision 1: Development is concentrated in suitable areas
- Vision 2: Sensitive areas are protected
- Vision 3: In rural areas, growth is directed to existing population centers and resource areas are protected
- Vision 4: Stewardship of the Chesapeake Bay and the land is a universal ethic
- Vision 5: Conservation of resources, including a reduction in resource consumption, is practiced
- Vision 6: Economic growth is encouraged and regulatory mechanisms are streamlined
- Vision 7: Adequate public facilities and infrastructure under the control of the county or municipal corporation are available or planned in areas where growth is to occur
- Vision 8: Funding mechanisms are addressed to achieve these visions

MEETING THE EIGHT VISIONS

The Union Bridge & Environs Community Comprehensive Plan implements the Eight Visions set forth in the Planning Act.

Development is concentrated in suitable areas, and, in rural areas, growth is directed to existing population centers and resource areas are protected (Visions 1 & 3). The suitable areas for development in Carroll County are the Growth Areas, or GA's. The GA's are areas for which a more detailed plan (than the County Master Plan) is prepared. These areas also are usually designated to accept new growth. Public water and sewer services generally are provided here, along with other services. Most of the GA's have at their center an incorporated municipality that has been in existence since the turn of the century or earlier. As a result, the GA centers possess unique historic qualities and tend to have traditional development patterns and higher densities. The surrounding unincorporated areas of the GA attempt to reinforce this pattern, while at the same time providing a transition from the densely developed towns to the outlying rural areas. In this way, development is directed to existing population centers.

The County actively pursues the preservation of agricultural land as a basic premise on which other planning efforts are focused. Preservation of agricultural land helps to protect the resource lands as well as encourage growth where services are available. Through the use of a Growth Area Boundary, which identifies the limit to which the City plans to grow and the area within which higher density development will occur, this plan and the agricultural and resources preservation efforts reinforce each other.

The plan also demonstrates that ***sensitive areas are protected and stewardship of the Chesapeake Bay and***



the land is a universal ethic (Visions 2 & 4). In addition to making good use of the land through preserving agriculture and concentrating growth in designated areas, the plan suggests actions that can be taken to achieve the goal of preserving environmental resources. The plan includes a Natural and Agricultural Resources chapter, which acts as the sensitive areas element of the plan, and identifies the sensitive areas, or “environmental resources,” to be protected. Innovative and resourceful community design, participation in the Rural Legacy Program, and provision of measures to further protect the water supply and support the Reservoir Watershed Agreement are among the many recommendations the community will consider to sue the land efficiently and to reduce and mitigate the impacts of development on environmental resources. These activities, as well as the previously mentioned land preservation efforts, show that ***conservation of resources, including a reduction in resource consumption, is practiced*** (Vision 5) in Carroll County.

Economic development is a vital part of Carroll’s economy and tax base. Therefore, the plan also addresses measures to ensure that ***economic growth is encouraged and regulatory mechanisms are streamlined*** (Vision 6). The plan seeks to increase industrial growth opportunities and promote the protection of industrial land from preemption by commercial uses. At the same time, industrial land that already is dominated by commercial uses is being designated as commercial land. This will promote the creation of areas that more fully meet the purpose and objectives of the zoning category in which they lie, and will streamline the development process by reducing the number of conditional use requests being submitted.

The plan provides measures to ensure that ***adequate public facilities and infrastructure under the control of the County or municipal corporation are available or planned in areas where growth is to occur*** (Vision 7). The County provides many of the facilities and services needed by the residents of this community. The County adopted an Adequate Public Facilities and Concurrency Management Ordinance and prepares an annual Concurrency Management Report. This program is designed to phase and time growth and public facilities through the County’s Community Investment Plan. Any planned residential growth within the County is permitted to proceed at a rate that will not unduly strain public facilities, especially schools, roads, water and sewer facilities, and police, fire, and emergency medical services.

The Carroll County Master Plan also addresses the final vision: ***funding mechanisms have been addressed to achieve the visions*** (Vision 8). The eighth vision is achieved through the creative use of the annual Community Investment Plan, the City-County Agreement, Concurrency Management, and other implementation recommendations. Allocating adequate funding for land acquisition and preservation, economic development opportunities, and revenue sharing with the County further assures the attainment of this vision.

CARROLL COUNTY’S VISION

Through the process of developing a county-wide master plan, the work teams, representing each municipality and many other diverse interests, supported the following vision statement for the county.

Carroll County offers a safe environment in which all its citizens may reside, work, shop, learn, and play. The rural character of our county is preserved through measures that protect our natural and cultural resources, minimize residential sprawl, and save farmland. Carroll County is enriched by sustainable agriculture and agribusiness as well as retention and recruitment of responsible, productive business and industry that offer family-wage jobs



and employ the existing skilled workforce in the county. Adequate public facilities will be provided as Capital Improvement Program funding is available and concurrent with timed and phased development demand.

CARROLL COUNTY'S GOALS

The goals developed to help achieve the county vision address multiple aspects of the county-wide community. They are broad enough to be applicable county-wide. All of the functional and small area (detailed) plans developed within the county strive to achieve and to be consistent with these overall goals.

- Goal 1 Direct new development to the designated growth areas to protect and conserve agricultural and environmental resource areas, preserve open space, and provide public facilities and services efficiently and cost effectively.
- Goal 2 Preserve agricultural land for the production of agricultural products and promotion of related agribusiness.
- Goal 3 Protect, maintain, and restore, where practical, the environmental resources and natural ecosystems in the county by promoting land use practices that are in balance with, and minimize the effects on, the natural environment.
- Goal 4 Promote a healthy economy and additional employment opportunities by 1) supporting the retention and expansion of existing businesses including agribusiness through sensible land use policies and 2) providing land appropriately located and zoned for a variety of types and intensities of new economic development activities.
- Goal 5 Phase and time development at a rate consistent with the county's ability to fund and expand community services and facilities through public and private resources.
- Goal 6 Ensure adequate and appropriate Capital Improvement Program and operating budgets to implement the Master Plan and provide public facilities and services.
- Goal 7 Provide a safe and functional transportation system which implements the land use plan while promoting access and mobility for people and goods through a network of roads, rail, transit, and non-motorized opportunities.
- Goal 8 Promote development design that is in harmony with the surrounding built and natural environments, encourages community interaction, and, in rural areas, preserves the county's rural character.
- Goal 9 Preserve the county's historic, cultural, scenic, and architectural heritage.
- Goal 10 Provide for a wide range of housing types, density, and affordability that is well maintained and will meet the needs of the entire community.
- Goal 11 Provide a coordinated and comprehensive system of public and private parks, recreational



facilities and programs, and open space that will meet the active and passive recreational needs of all citizens of the county and enhance community design, identity, and vitality.

- Goal 12 Provide community educational opportunities, facilities, and resources, particularly libraries and schools, to meet the needs of a diverse population.
- Goal 13 Ensure communication and coordination between the county and the municipalities on projects and issues of mutual concern. Promote interjurisdictional cooperation in planning and land use decisions.
- Goal 14 Involve the community in implementing the Master Plan.

UNION BRIDGE COMMUNITY'S VISION

While the community comprehensive plans within Carroll County support and implement the County Master Plan, it is also recognized that each individual community holds different values and cherishes characteristics unique to that community. Each community has its own strengths, weaknesses, opportunities, and challenges. While these characteristics may also be found in other Carroll communities, each area may choose to address these issues in its own way and within its own set of priorities. Therefore, each community also develops its own vision statement.

The following vision statement represents what the participants in the various forms of community involvement (for this community plan update) felt to be the future that they preferred for their community. Future decisions and activities of the community will be consistent with this vision. Members of the community will strive to bring about the changes that will make this vision attainable.

The Union Bridge community retains its diverse, small, traditional town atmosphere within the larger agricultural landscape. The Main Street business district, at the center of the community, is prospering within a safe and attractive environment. Community-wide there is an emphasis on the preservation of historic characteristics and values. New residential and commercial development respects the heritage of the community and its conservation ideals, which are further enhanced through the preservation of agricultural and natural resources surrounding the community. Vehicular traffic movement is pedestrian safe, provides efficient connections to other areas, and is uncongested due to numerous roadway linkages. Residents and visitors have multiple modes of travel in the community, including by foot, bicycle or other means. Periodic flooding does not prohibit safe roadway access to and from the town. Residents of the community enjoy the environmental benefits of an expanded Little Pipe Creek Park, which offers a bicycle/pedestrian connection between Union Bridge and New Windsor and provides improvements to the stream corridor. Public services and facilities meet the needs of residents and businesses. Industrial development, located in appropriate areas, provides a strong tax base for the town and a variety of employment opportunities for residents.



UNION BRIDGE COMMUNITY'S GOALS

In addition to developing a unique vision statement within the community, a set of goals are also developed that are distinct to the needs of that community and that are more specific than the county-wide goals. The participants in this planning process identified the following priorities for the Union Bridge community. These goals are presented by topic or category.

Growth Management & Land Use...

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

Transportation...

- To mitigate impacts and hazards of heavy industrial traffic on the main streets
- To improve the safety, efficiency and options for all modes of transportation within the community's existing and future transportation network to the maximum extent feasible
- To provide bicycle/pedestrian links between neighborhoods and destinations within the community
- To promote alternative transportation options within the existing and future transportation network to the maximum extent feasible and safe

Community Facilities...

- To monitor and address as appropriate the capacity of community facilities before they reach crisis levels
- To secure funding for infrastructure expansion/improvements to meet the needs of planned new and existing development
- To ensure availability of all needed community facilities within or close to the community
- To move toward community facilities becoming at least self-sustaining or revenue-neutral
- To provide a variety of recreational opportunities for all age groups

Natural Resources...

- To mitigate the impacts of flooding on community residents and businesses
- To mitigate the impact of mineral resource mining on community residents and businesses
- To support farmland preservation as a means of preserving community heritage and small-town atmosphere

Economic Development...

- To fund the necessary infrastructure expansion to attract and support the commercial and industrial development needed and desired within the community and to increase the tax base
- To encourage a balance of light industrial, retail, and commercial businesses that are complementary



to the residential community

- To increase employment opportunities within the community that make use of the skills of the strong work force
- To foster a welcoming atmosphere to help recruit and retain community business partners via open and accessible support from the Town
- To make the community more attractive for commercial/industrial development

Historic/Cultural/Archeological Resources...

- To work with property owners to preserve and/or restore as many historic structures and sites as possible
- To protect the historic character of the community through the use of historically consistent architectural styles in new and infill development
- To continue and broaden the process of community renewal begun by the Main Street Revitalization project through heritage tourism and related preservation or development efforts

Community Involvement...

- To improve resident awareness of the comprehensive plans, community decisions, and the impacts of each
- To continue to provide, and increase where possible, public participation in community issues and decisions

Interjurisdictional Coordination...

- To partner with other government bodies on local community projects
- To improve communication and coordination with Carroll County and neighboring counties as well as the State

Housing & Community Design...

- To make Union Bridge a more attractive place for younger generations to settle and establish families
- To promote housing and business design that is consistent with the historical flavor of the town
- To provide housing opportunities for all income levels and age groups
- To encourage efforts to maintain the quality and appearance of individual properties
- To create usable and friendly public spaces that enhance that small-town atmosphere and foster a neighborly community
- To incorporate traditional, walkable, friendly design into new residential neighborhoods

On-Going Main Street Revitalization...

- To improve the appearance of the downtown, Main Street businesses and residences
- To promote activities that strengthen the success rate of businesses within the community
- To provide amenities that are pedestrian and user-friendly and that promote community interaction

In order to accomplish these goals, the community should be aware of what they are, especially those people in decision-making positions. Decisions and policies should reflect the desire to accomplish these goals. Activities should not be pursued that contradict the goals. A community comprehensive plan does not merely involve elected and appointed officials. All community leaders and residents need to be committed



to accomplishing the goals for the Plan to be successful.

PLAN PROCESS & STRUCTURE

1 Union Bridge Community Comprehensive Plan Update Process

The community comprehensive plan update process is divided into six separate phases, each phase having a distinct and specific focus or set of tasks.

Phase 1 is the Background Work Phase. During this time, staff researches existing uses of land, current conditions of community facilities, and community demographic characteristics. Staff also interviews community officials, develops the initial study area maps, and prepares the survey and the first newsletter.

Phase 2 is the first Community Participation Phase. All community households receive a series of newsletters. These newsletters inform the community of plan update progress and upcoming community workshops. Each household also receives a survey. This survey gives each household in the community the opportunity to participate and share its needs. This phase includes a community workshop series. Participants identify their desires for the community's future, the goals the community wants to achieve, and other issues specific to the Union Bridge community. The community workshops result in a better picture of what the community wants to accomplish and where it wants to go in the future.

Based on the Phase 1 background work and the direction for the future provided by the community, during *Phase 3* Town and County staff develop a recommended list of ways to achieve the goals. Any proposed land use designation changes or additions needed to accomplish these goals are mapped.

Phase 4 is the second Community Participation Phase. A newsletter, which includes all the recommendations, is prepared and sent out to give the community the opportunity to review the recommendations prior to the next set of workshops. These workshops allow the community to give feedback on these recommendations and make additional suggestions before finishing a draft plan.

During *Phase 5*, a draft plan incorporating the workshop results is developed and potential Capital Improvement Program (CIP) projects associated with the recommendations are identified.

In *Phase 6*, the draft plan is available for a 60-day public review period. State agencies and neighboring jurisdictions also review the draft. A community meeting is held toward the end of this review period to allow community members to ask any questions needed to fully understand the draft plan and to be able to provide well-informed written or verbal comments at the public hearing. Following the public hearing, the Town and County Planning Commissions review the comments and prepare and approve a final draft plan. This draft is forwarded to the elected officials with a recommendation for adoption along with any implementing measures.



2 Plan Structure

To better identify how the goals that support the vision may be accomplished, this plan uses each of the following topics as a separate element (chapter) of the plan, each with its own individual recommendations for implementation. These topics correspond with the traditional and required elements of a comprehensive plan. These same topics and chapters, with the exception of the Main Street Revitalization chapter, can be found in each community comprehensive plan developed in Carroll County after 1999. Therefore, the types of information and the format are consistent and predictable among community plans.

- *Growth Management & Land Use* addresses issues related to the intended future use of the land as well as issues surrounding measures to manage growth.
- *Municipal Growth* specifically addresses the topic of anticipated municipal growth to meet the requirements of HB 1140.
- *Transportation* addresses issues related to roadway function, improvements, and new roadways.
- *Community Facilities* addresses the need for certain amounts and types of facilities and services based on capacity and future population.
- *Natural & Agricultural Resources* addresses stewardship of environmental resources and farmland.
- *Economic Development* addresses availability of land for commercial and industrial development and related issues.
- *Historic Resources* addresses the significance of historic structures and their preservation.
- *Community Involvement* addresses the input of citizens and leaders to the planning process.
- *Interjurisdictional Coordination & Communication* addresses the relationship between the Town, County, and State and issues of coordination and cooperation between the jurisdictions.
- *Housing & Community Design* addresses the way neighborhoods and features of the community are designed, how design affects the community, and promotion of community connectedness.

These chapters also correspond to the various plan elements required by the State under the Land Use enabling code (Article 66B, Section 3.05). The chapters and corresponding required elements are listed below.

Union Bridge Plan Chapter	State Required Element
Land Use and Growth Management	Land Use Element
Municipal Growth	Municipal Growth Element
Transportation	Transportation Element
Community Facilities	Community Facilities Element
Natural and Agricultural Resources	Water Resources Element (future) (by reference)
	Sensitive Areas Element
	Mineral Resources Element (by reference)
Economic Development	
Historic and Cultural Resources	
Community Involvement	
Interjurisdictional Coordination and Communication	
Housing and Community Design	

The current conditions information describes the existing status on the issue with which a chapter deals, the existing capacity and/or demand of community facilities, and the existing development and use of land. This information was compiled through coordination with other agencies, the Town, and through field research. In compiling the current conditions information, data was collected and reviewed for the entire



12th Election District, which constituted the study area. Considering conditions in the entire election district allowed for a Community Planning Area (Growth Area Boundary) limit to be developed that was appropriate based on current conditions and community needs as opposed to arbitrarily comparing the boundary to the existing Community Planning Area.

The community needs for each chapter were analyzed based on the input received from the interviews, surveys, and workshops, as well as current conditions and population projections. The analysis of community needs does not include suggestions for solutions to problems and needs; these are addressed under recommended actions. The appendix at the end of this document contains a glossary of terms and acronyms used and a tabulation of community survey responses sought as input for the plan.

The State requires that a plan be reviewed and updated every six years. As a result, an opportunity exists to add, delete, and/or modify the recommendations included more often than in the past. Therefore, the recommended actions were developed with the intention that those that are included should be those that are higher in priority, are more likely to begin implementation prior to the next update, and/or are being implemented concurrent with the adoption of the plan. Every possible action that could be taken to address the goals was not included. While the vision and goals are meant to be long-range and are less likely to change, it is also possible that every identified community need may not be addressed with this current update but may be addressed during the next update. Those actions that are possible but did not meet that criteria at this time will be reviewed during the next update, along with any additional actions that are feasible at that time, and recommendations that have already been implemented can be deleted.

Through incorporating a component describing anticipated Capital Improvement Program (CIP) projects that may be related to recommendations in the plan, the community will have a plan that is more realistic and better represents what the citizens are willing to accept. It also provides a checklist of projects to be considered each year when the CIP is developed.

FINAL PRODUCT

This plan (text and map documents) encompasses the area currently located within the corporate limits of the Town of Union Bridge, as well as the land in the immediate environs of the corporate limits as shown on the Comprehensive Plan Map and several other map documents – all of which land is in the Growth Area (GA). The bulk of the immediate unincorporated environs that is under the jurisdiction of the County Commissioners is designated for future water and sewer service. The outer limits of water and sewer service areas represent the limit of future annexations, annexation being a prerequisite to receiving water and sewer service from the Town water and sewer systems.

MAJOR CONCEPTS

Despite virtually static growth since 1990, the 2008 Union Bridge Community Comprehensive Plan retains most of the features of the 1990 plan because it laid out a very focused growth area that will allow for the logical, organic growth of the Town. No new residential areas are designated; of the three major properties designated for residential development, two are in the process of subdivision and should satisfy the local housing demand into the foreseeable future. Some additional industrial land is designated to account for the altered alignment of Shepherd's Mill Road, the preliminary path of which had formed the CPA boundary in



the previous plan document. The 1990 plan is a well-recognized and accepted plan for the future growth of the Town, and the 2008 plan reaffirms its logic and far-reaching vision.

This plan also emphasizes a connection to and support from the Town's history and traditions. In particular, it strengthens the exceptional work to Main Street done in conjunction with the State Highway Administration. This major reconstruction and streetscaping project not only beautified the street environment with attractive sidewalks, decorative street lamps, new crosswalks, and the creation of a Town plaza, but also involved substantial water and sewer infrastructure improvements. Main Street revitalization efforts endorsed by this plan will help to capitalize upon the investment already made downtown. Additionally, this plan emphasizes the need for contextual and complementary design of new development that draws upon the existing Town character and works to create a cohesive community rather than a community of separate parts. This idea is reinforced in the plan through strong support for the creation and/or improvement of pedestrian and vehicular links throughout the GA.

The transportation recommendations contained in the plan attempt to address the particular needs and conditions of heavy industrial traffic and residential/business traffic. Most key planned connector roads envisioned in the 1990 plan, including the proposed MD 77 Extension, are retained. Shepherd's Mill Road has been constructed and was placed into service in 2004. A secondary connector road that was to have looped through the Jackson Ridge subdivision has been proven not to be feasible due to geotechnical information and the approved site design. Accomplishing the planned interconnection of roadways will help to move traffic throughout the Town and provide a variety of routes to the same destination, reducing the potential for conflicts between vehicle types and offering alternatives where they do not currently exist.

The adequate provision of parks and open space has been a long-standing goal of the Town, and this plan continues that direction. In particular, the plan calls for enhanced pedestrian connections throughout the Town and continuing to New Windsor, as well as the creation of greenways and the dedication of recreational areas and open spaces as part of the subdivision process. The creation of greenways, as well as the protection of the Little Pipe Creek floodplain, also will help to address water quality and quantity concerns. This plan supports those efforts through appropriate land use designations and recommendations.

The implementation of this plan depends largely upon the adequate provision of water and sewer service. Residential and industrial development will not be able to proceed without significant upgrades to the wastewater treatment plant and adequate water supply permits. It will take a coordinated effort on the part of elected officials of the Town, County and State, as well as the private development sector, to arrange for and make the financial investment in the needed infrastructure to implement this plan. Without these improvements, however, very little else can be accomplished with the plan because so much of it depends upon growth in the Town.

The maps contained in this plan provide a graphic representation of the concepts described above. Differences between the 1990 plan maps and the 2008 plan maps are summarized below.

3 Map Changes

- Adjust the Growth Area Boundary (GAB) to exclude any land designated "Agriculture" and include areas designated "Suburban Residential" and areas intended for future annexation
- Reflect current town limits, zoning and town-owned land



- Reflect Shepherd's Mill Road, the parallel Maryland Midland rail lines and the resulting rehabilitation of Farquhar Street
- Reflect alterations to the alignment of the planned connector street in Jackson Ridge and other revisions to the planned major street network, ~~including the addition of the extension of Shepherd's Mill Road~~
- Identify an area for possible future community facility locations
- Add trail in Little Pipe Creek Park
- Add 500' foot buffers for greenways along Little Pipe Creek, Sam's Creek and Cherry Branch per 2000 Town Master Plan
- Enlarge the area designated for industrial land use in the vicinity of Shepherd's Mill Road and adjust the GAB to reflect the new roadway alignment and the desire to designate land on both sides of the road for industrial use
- Reflect proposed expansions to the priority and future water service areas
- Reflect proposed expansions to the priority and future sewer service areas
- Reflect possible future expansions to the Priority Funding Area (PFA) boundary



CHAPTER 3: DEMOGRAPHICS & PROJECTIONS

CENSUS AND OTHER DATA

Demographics are a description of the population characteristics of an area. A demographic study over time helps us identify trends that show how the population is changing. A clear understanding of these trends and the characteristics of the current population is necessary to better understand the community's needs. These demographics also allow determination of certain needs in the population that may be included in the planning process. A community's current and projected characteristics can also help establish the types of facilities that may be needed in the future.

The following data were compiled using U.S. Census Bureau information from the 2000 Census. A census of the United State's population is taken every 10 years. Each household in the country receives a questionnaire. One out of every 10 households receives a longer, more detailed survey. This data provides the best base of demographic information that is available to and used by the majority of the country's jurisdictions. Although the information becomes outdated toward the end of the decade, the census still provides a valuable resource.

1 Population Characteristics

The populations both within the Town of Union Bridge and the election district have experienced limited growth and periods of decline over the last 70 years, while Carroll County as a whole has been experiencing significant growth since 1960. The greatest increase occurred in the decade from 1960 to 1970, when the Town's population grew 9 percent to 904 people. During the decade 1950 - 1960, the election district grew by 8 percent from 1,531 people in 1950 to 1,649 people in 1960. Data from the 2000 Census indicate the population in the Union Bridge Election District decreased from 1,559 in 1990 to 1,519 in 2000, representing a 3 percent decline in the size of the population. The town represented less than 1 percent (0.65) of the county population. The entire election district contained 1 percent (1.00) of Carroll County's population.

According to the 2000 Census, the Union Bridge Election District population was 1,519. Females represented 50 percent of the population (757), and males represented 50 percent of the population (762). The following table presents the population age structure for 1990 and 2000 by gender. The 0 - 4 age group decreased from 7.1 percent of the total population in 1990 to 6.7 percent in 2000. The number of individuals in the age groups 20 - 24 and 25 - 34 declined as a percentage of the total population, indicating a potential decrease in families with young children. The overall population decreased by 3.0 percent from 1,559 people in 1990 to 1,519 people in 2000.

UNION BRIDGE COMMUNITY COMPREHENSIVE PLAN



Population Trends 1930 - 2000 Census

Year	Town of Union Bridge		Election District		Carroll County		Maryland	
	Population	% Change	Population	% Change	Population	% Change	Population	% Change
1930	862	n/a	1,537	n/a	35,978	n/a	1,631,526	n/a
1940	831	(4)	1,446	(6)	39,054	9	1,821,244	12
1950	840	0	1,531	6	44,907	15	2,343,001	29
1960	833	(1)	1,649	8	52,785	18	3,100,689	32
1970	904	9	1,678	2	69,006	31	3,923,897	27
1980	927	3	1,660	(1)	96,356	40	4,216,933	8
1990	910	(2)	1,559	(6)	123,372	28	4,780,753	13
2000	989	8	1,519	(3)	150,897	22	5,296,486	11

Source: U.S. Census, Carroll County Planning Department, March 2002

Persons by Sex by Age Union Bridge Election District 1990 and 2000 Census

Age	1990						2000					
	Male		Female		Total		Male		Female		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
0 - 4	54	7.4	57	6.8	111	7.1	64	8.4	38	5.0	102	6.7
5 - 9	51	7.0	58	7.0	109	7.0	69	9.1	58	7.7	127	8.3
10 - 14	46	6.3	50	6.0	96	6.1	66	8.6	65	8.6	131	8.6
15 - 19	39	5.4	45	5.4	84	5.4	45	5.9	48	6.3	93	6.1
20 - 24	46	6.3	53	6.4	99	6.4	31	4.1	29	3.8	60	4.0
25 - 34	134	18.5	145	17.4	279	17.9	78	10.2	89	11.6	167	11.0
35 - 44	100	13.8	106	12.7	206	13.2	139	18.2	136	18.0	275	18.1
45 - 54	92	12.7	96	11.5	188	12.1	107	14.1	102	13.5	209	13.8
55 - 64	76	10.5	91	10.9	167	10.7	68	8.9	70	9.3	138	9.1
65 - 74	49	6.8	65	7.8	114	7.3	54	7.1	64	8.5	118	7.8
75 +	38	5.3	68	8.1	106	6.8	41	5.4	58	7.7	99	6.5
Total	778	100.0	876	100.0	1,654	100.0	762	100.0	757	100.0	1,519	100.0

Source: U. S. Census of Population

Persons by Gender 2000 Census

Gender	Town of Union Bridge		Election District		Carroll County		Maryland	
	#	%	#	%	#	%	#	%
Male	486	49.0	762	50.0	74,470	49.4	2,557,794	48.3
Female	503	51.0	757	50.0	76,427	50.6	2,738,692	51.7
Total	989	100.0	1,519	100.0	150,897	100.0	5,296,486	100.0

Source: U.S. Census of Population

The table below shows the Union Bridge Election District's racial characteristics in 1980, 1990, and 2000, alongside those of the county as a whole in 2000. The election district was predominantly white, with minorities accounting for 8.2 percent of the total population in 2000. Between 1980 and 2000, the Union

UNION BRIDGE COMMUNITY COMPREHENSIVE PLAN



Bridge Election District realized a decrease in the number and percentage of minorities. In 2000, the county population was less diversified racially than the election district, though the racial makeup of both was overwhelmingly white.

Racial Characteristics Union Bridge Election District and County 1980 – 2000 Census								
Race	1980		1990		2000		Carroll County 2000	
	Persons	%	Persons	%	Persons	%	Persons	%
White	1,442	87.2	1,403	90.0	1,395	91.8	144,399	95.7
Black	202	12.2	145	9.3	94	6.2	3,433	2.3
American Indian, Eskimo, Aleut	0	0.0	3	0.2	7	0.5	330	0.2
Asian, Pacific Islander	0	0.0	7	0.4	2	0.1	1,162	0.8
Other	10	0.6	1	0.1	21	1.4	471	0.3
Total	1,654	100.0	1,559	100.0	1,519	100.0	150,897	100.0

Source: U.S. Census

Racial Characteristics 2000 Census							
Race	Union Bridge Election District		Carroll County		Maryland		
	#	%	#	%	#	%	
White	1,395	91.84	144,399	95.7	3,391,308	68.0	
Total Minority Populations	124	0.0	7,442	0.0	2,009,939	0.0	
Black	94	6.19	3,400	2.25	1,464,735	27.65	
American Indian, Eskimo, Aleut	7	0.46	314	0.21	13,312	0.25	
Asian, Pacific Islander	2	0.13	1,152	0.76	211,651	4.00	
Hispanic or other Latino	7	0.46	1,489	.99	227,916	4.30	
Other	14	0.92	1,087	0.72	92,325	1.74	
Total	1,519	100.0	150,897	100.0	5,296,486	100.0	

Source: U.S. Census

2 Household Type, Size, and Relationship

According to the 2000 Census, the Union Bridge Election District had 1,519 people residing in 567 households. The average number of persons per household was 2.68. The table below shows types of households for 1990 and 2000 for the Town of Union Bridge, the Union Bridge Election District, Carroll County, and Maryland. Family households consisted of a householder and one or more persons living in the same household who are related to the householder by birth, marriage, or adoption. The number of households in the election district decreased 3.1 percent from 1990 to 2000. The number of persons per household was slightly lower for the Town of Union Bridge than that of the election district or county.



Households by Type 1990 and 2000 Census								
Household Type	Town of Union Bridge		Union Bridge Election District		Carroll County		Maryland	
	1990	2000	1990	2000	1990	2000	1990	2000
Family households	264	266	458	423	33,909	41,094	1,245,814	1,359,318
Married-couple families	206	197	378	333	29,476	34,936	948,563	994,549
Other family, Male householder	9	20	15	30	1,197	1,808	65,362	84,893
Other family, Female householder	49	49	65	60	3,236	4,350	231,889	279,876
Non-family households	90	106	127	144	8,339	11,409	503,177	621,541
Total Households	354	372	585	567	42,248	52,503	1,748,991	1,980,859
Persons per household	2.57	2.66	2.66	2.68	2.85	2.81	2.67	2.61
Group Quarters Population	0	0	0	0	2,915	3,581	113,856	134,056

Source: U.S. Census

In 1990 and 2000, 100 percent of all town residents lived in a household (no group quarters). Family households (2 or more related people living in one unit) represented approximately 75 percent of the total community. Approximately 79 percent of the family households were married-couple families, which accounted for 59 percent of the election district's total households. Non-family households (people unrelated to the householder) accounted for approximately 25 percent of the households in the community.

In 2000, the majority of households in the election district contained 2, 3, or 4 people. Family households followed a similar trend. Most of the non-family households contained one person.

3 Household Income

The 1990 Census shows that in 1989 the majority of households in the election district had an income ranging between \$15,000 and \$74,999, with the distribution weighted toward the higher end of the range. By the 2000 Census that range of incomes had expanded upwards with nearly as many residents earning between \$50,000 to \$99,999 as were earning between \$15,000 to \$29,999. As shown in the following table, the median family income for the county and the State were higher than the median household income for the election district. Countywide, the median household income was \$60,021, whereas the median family income for the election district was \$44,423 in 1999.



Household and Family Income 2000 Census				
Income Range	Union Bridge Election District		Carroll County # of Households (52,601 total)	State of Maryland # of Households (1,981,795 total)
	# of Households (568 total)	# of Families (422 total)		
Less than \$10,000	34	20	1,866	137,199
\$10,000 - \$14,999	25	8	1,865	83,328
\$15,000 - \$19,999	41	19	2,046	88,739
\$20,000 - \$24,999	46	36	2,333	99,365
\$25,000 - \$29,999	34	27	2,231	102,595
\$30,000 - \$34,999	54	46	2,432	109,540
\$35,000 - \$39,999	34	19	2,597	105,811
\$40,000 - \$44,999	19	14	2,459	104,613
\$45,000 - \$49,999	40	40	2,757	95,563
\$50,000 - \$59,999	74	58	5,701	187,711
\$60,000 - \$74,999	61	40	7,902	239,469
\$75,000 - \$99,999	63	55	8,933	268,558
\$100,000 - \$124,999	21	21	5,035	151,573
\$125,000 - \$149,999	0	0	2,224	78,712
\$150,000 - \$199,999	2	7	1,335	69,102
\$200,000 or more	20	12	885	59,917
Median Household Income	\$44,423		\$60,021	\$52,868
Median Family Income	\$48,125		\$66,430	\$61,876
Per Capita Income	\$22,347		\$23,829	\$25,614

Source: U.S. Census, 2000

4 Educational Attainment

The accompanying table presents the distribution of educational attainment for the Union Bridge Election District and for Carroll County for persons aged 25 and over in 2000. Over half of the people in the Union Bridge Election District had a high school diploma and some college, but not a college degree. Overall, Carroll County had a higher percentage (25%) of persons who had either an Associate's Degree, Bachelor's Degree, or Graduate/Professional Degree compared to the Union Bridge Election District (11%).



**Educational Attainment
Persons 25 Years of Age and Over
2000 Census**

Educational Level	Town of Union Bridge		Election District		Carroll County		Maryland	
	#	%	#	%	#	%	#	%
Less than 9th Grade	46	7.1	74	7.4	4492	4.6	178,169	5.1
9th - 12th Grade, No Diploma	147	22.8	191	19.0	10,010	10.1	386,917	11.1
High School Graduate (or equivalency)	298	46.3	476	47.4	32,891	33.3	933,836	26.7
Some College, No Degree	97	15.1	167	16.6	20,534	20.8	711,127	20.3
Associate Degree	16	2.5	30	3.0	6,274	6.4	186,186	5.3
Bachelor's Degree	23	3.6	46	4.6	15,786	16.0	629,304	18.0
Graduate or Professional Degree	17	2.6	20	2.0	8,697	8.8	470,056	13.5
Total Persons 25 and Over	644	100.0	1,004	100.0	98,684	100.0	3,495,595	100.0

Source: U. S. Census

POPULATION UPDATES

While the official United State Census is taken once every decade, annual estimated changes in population are tracked by Carroll County. The County began tracking and estimating population by jurisdiction based on issued use and occupancy permits during the 1990's. Over the years, a formula has been developed and continues to be refined where the number of issued permits is multiplied by persons per household. An additional adjustment to correct for discrepancy between Census counts and estimated population results are also factored into the formula. Based on this process, Carroll County estimated that as of June 2008, the Town of Union Bridge was home to 1,049 residents while the Union Bridge Election District contained accounted for 566 residents. Overall, population for the County at the same point in time was estimated at 173,208 persons. The 2013 update for the Union Bridge Community Comprehensive plan will be able to utilize the 2010 Census data, at which time estimates can be compared against the 2010 counts.

POPULATION PROJECTIONS

Population projections are used in several ways in this process of developing a comprehensive plan. Projecting what the population will be at certain years helps a jurisdiction plan for needed improvements to public facilities. A jurisdiction can then include items in the capital improvements program budget at the appropriate times to ensure that facilities are brought on line as they are needed and before they become inadequate. These projections help us to establish the capacity of needed facilities, or the demand. By studying population projections and associated growth trends, a determination can be made about the point at which this may occur. Appropriate measures may then be taken to ensure that additional population growth does not negatively impact facilities or create demand before a jurisdiction can improve its facilities.

Many factors are typically entered into the formula for population projections, for which the specific factors depend on the projection method. These factors generally include statistics related to births, deaths, immigration (new people moving in), outmigration (people moving out), labor force, average annual growth rate, and potentially many more. This presents a difficult situation for the Town of Union Bridge. Much of



this information is not available for such a small geographic area. Therefore, some of the more complex and accurate models commonly used to make projections, such as the Cohort Survival Method, can not be used. Moreover, traditional population forecasting models - using historical growth rates, current demographic trends, and other data – have no way to take into account the limitations that zoning and other land development policies can place on actual growth potential. To account for this, a more realistic and useful method for projecting population is to determine an area’s development potential as envisioned by the land use designations and/or zoning. Land use designations identify the ultimate use desired for the land, which generally equates to being the future zoning for the land. After a property is zoned to match the land use designation shown on the adopted comprehensive plan map, the development potential is defined by that zoning. Once all of the land within the scope of the comprehensive plan is developed, which in this case is the Growth Area Boundary (GAB), theoretically there would be no additional residential units added and thus no additional population. At this point, the area has reached its “zoning capacity” or is said to have reached “build-out.” Further details about the growth potential of the community are covered in Chapter 6, “Municipal Growth.”

1 Build-Out Analysis (Development Capacity Analysis)

The 2005 “Buildable Land Inventory Report” produced by the Carroll County Department of Planning provided an inventory of land that is still buildable or able to be developed both in the municipalities and in the unincorporated areas of the county. The report contains an analysis of where, how much, and what type of additional development could occur. It estimates the number of residential lots that could be created or units constructed based on the jurisdiction’s current zoning and/or proposed future zoning, which is based upon adopted land use designations. It also identifies land zoned for commercial and industrial development. The Buildable Land Inventory (BLI) does not address the capacity of natural systems or infrastructure because it is based on zoning that may or may not have been put in place with these considerations in mind.

The table below presents potential population growth for the entire GA based upon the land use designations contained in the 2008 Union Bridge Community Comprehensive Plan. They reflect the revised growth area boundary as well. The figures are the medium-range estimate, which deducted absolute constraints to development (such as parks, land preservation easements, and landlocked parcels) and applied a multiplier to account for net developable acreage rather than gross developable acreage. A complete description of the methodology used and results obtained can be found in the report.

Buildable Residential Land – Union Bridge GA			
Medium Range Estimate: Absolute Constraints Removed & Multiplier Used			
Based on 2008 UBCCP Land Use Designations			
Land Use Designation	Net Buildable Acreage	Minimum Lot Size or Maximum Units / Acres	Potential Lot Yield
Conservation	232.75	3 ac	58
Suburban Residential	309.83	10,000 sq ft	1,129
Urban Residential	39.51	6,000 sq ft	178
Total			1,365

Source: Carroll County Department of Planning, November 2007

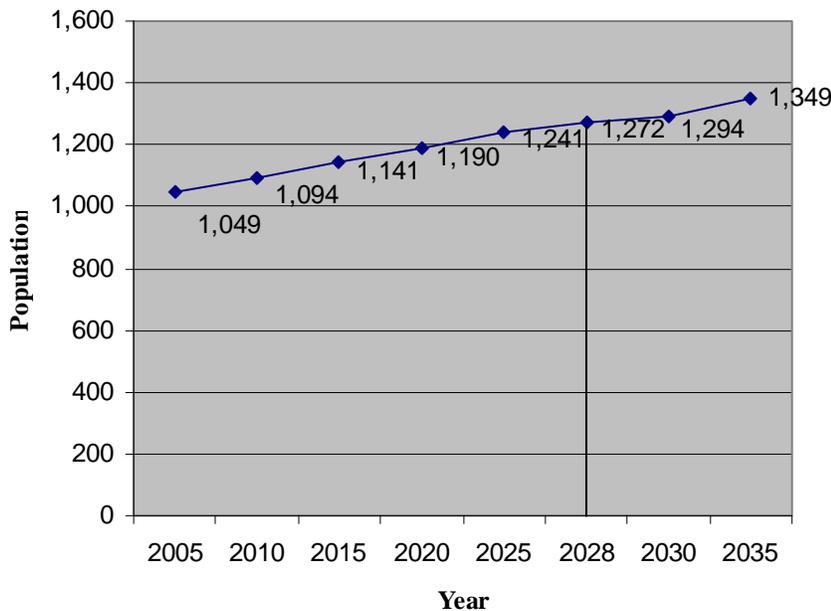


Based upon the BLI calculations above, there is the potential that an additional 1,365 lots could be added within the town and unincorporated portions of the GA. Using the town’s average of 2.66 persons per household, this equates to an additional 3,631 people. The estimated existing population of Union Bridge as of July 2007 was 1,049. When the existing population is added to the potential future population, the “build-out” population for the entire GA (Town and unincorporated area) is estimated at 4,680.

2 Traditional Population Projection

A traditional population projection can be made, using historical growth rates and current demographic trends, to anticipate when certain facilities or services might be needed and to assess the adequacy of the growth area to accommodate projected growth. The following table illustrates this traditional projection using an average annual growth rate (AAGR) of 0.836% (based on the average annual growth rate for Union Bridge between 1990 and 2000). Given this growth rate, the population of Union Bridge would reach 1,272 twenty years from now, which is the planning horizon for this plan.

**Town of Union Bridge Population Projections
(Based on 0.836% Average Annual Growth Rate)**



When applied to the build-out analysis in the previous section, this growth rate would mean that the growth area would not reach build-out (4,680) any time in the foreseeable future.

It should be noted, however, that projections based upon historical growth rates may not accurately reflect the potential population impact of impending development proposals or opportunities/limitations that may arise from changes to infrastructure capacity. In the case of Union Bridge, this is particularly true. The Town has had relatively static growth in recent decades, but two major developments may soon come to



fruition that would nearly double the town's population. At the same time, before these developments can proceed very far, improvements will need to be made to the wastewater treatment plant and its capacity will need to be increased. As a result, it is likely that growth will occur in the town at a higher rate than has been experienced in the past, but many variables could affect the exact timing of this growth.



CHAPTER 4: COMMUNITY INPUT

In order that the greatest amount and diversity of input into the comprehensive planning process might be achieved, a variety of avenues for feedback were built into the process that spanned several months during the first half of 2002. Interviews with community leaders and elected officials were conducted, a survey was mailed to all of the households in the study area, and two community workshops were conducted. Additionally, three newsletters were produced throughout the process and public information meetings were held on the draft plan. The results of these efforts are summarized below, and more complete responses can be found in the appendix.

INTERVIEWS WITH COMMUNITY LEADERS AND OFFICIALS

Throughout the month of February 2002, the Carroll County Planning Department conducted interviews with various community officials and leaders in the Union Bridge area concerning the development of the Union Bridge Community Comprehensive Plan. The same set of questions, dealing with topics ranging from community assets to growth management, was presented to the 12 participants who took part in the interview process. The most common responses to each question are summarized here.

In discussing the Union Bridge community with those who know it best, it becomes apparent that there are many common aspects of the community that are considered to be strong assets. The greatest assets that many talked about were a strong sense of community in a small-town atmosphere, good schools, and many natural resources. There is no question that Main Street is a valuable feature of the town, and continued improvements and revitalization are important to maintain that inherent value.

The Union Bridge community also has its share of obstacles and challenges to face in the future. It was acknowledged that dealing with the look and feel of new planned development and providing adequate public services and facilities will be the most difficult issues that the community will face. The need to provide a stock of moderately priced housing within the community is vital to accommodate many of the local working families. Another priority that became clear during the interviews was the need to increase and expand recreational opportunities and community services in the area. Finally, striking an appropriate balance between residential and commercial growth through strong economic development efforts and coordination will continue to be an important consideration for the community in the near future.

COMMUNITY SURVEY

In order to reach as many people as possible for their input, a survey of public opinion on planning-related issues was mailed to all households in Election District 12 in March of 2002. An excellent response rate of approximately 24% meant that the surveys returned represent a good cross-section of area residents.

The survey was divided into two sections, one that asked multiple choice and open-answer questions about quality of life issues, and one that asked respondents to express their opinion by indicating whether they strongly agreed, agreed, were neutral, disagreed, or strongly disagreed on specific issues.



Most of the survey respondents felt their quality of life was adequate or higher. The qualities most cited as reasons why people chose to live in the Union Bridge community and what they liked most about it were the rural and small town atmosphere, the closeness of family, the affordability of homes, and the proximity to work. Conversely, they least liked the lack of shopping opportunities, the amount of crime, the lack of park facilities, and development issues. Issues related to development, the loss of farmland, and crime were viewed as the most challenging that the community would face in the future.

The greatest need identified for recreational facilities was bicycle and pedestrian trails. Other popular responses were playgrounds, public pools, and picnic areas.

Respondents generally felt that they were somewhat informed about the amount and location of future development, planned public facilities, and transportation improvements. It was generally felt that new development should respect the architectural character of the community and design/maintenance standards should be considered. Respondents were conservatively positive in their opinion about opportunities for public input on Town and County issues.

There was strong support for continued efforts in land preservation, the protection of open space, and also in the enforcement of environmental regulations. At the same time, those who completed the survey favored programs to help revitalize the Main Street area as well as preserving the small town feel to Union Bridge. Responses to increase the amount of downtown parking and improve on its current safety and aesthetics further demonstrate support for the viability of Main Street. Improvements to sidewalks within the developed areas received a lot of support, as did creating better pedestrian links to different destinations in the Town.

COMMUNITY WORKSHOPS

Several components were built into the community participation process. The use of these various components was provided to ensure that citizens had the opportunity not only to participate and give input and feedback throughout the process, but to do so in different forms as well. In addition to 600 surveys that were sent to households in the study area, a series of community workshops were held. The purpose of the workshops was to provide another avenue for community input that also helped to focus on the community's desires for its future.

Two community workshops were held in the late spring of 2002 that focused on the community's desires for its future. The first workshop focused on what participants envisioned as the preferred future of the community, as well as participants' perception of the obstacles that presently exist that may prevent the community from reaching its preferred future. A vision statement presented during the second workshop focused on getting some more direction on specific issues that surfaced.

The vision statement contained in this plan, as well as the goals and actions recommended, reflects the input received during the various community input phases. More complete responses can be found in the appendix.



CHAPTER 5: GROWTH MANAGEMENT & LAND USE

GOALS

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

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

CURRENT CONDITIONS

1 Current Development Regulations

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

2 Current Development Patterns

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

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



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

Source: Carroll County Planning Department, 2007

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

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

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

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

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



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

3 Annexations Since 1990

A BOWMAN SPRINGS / HONEYSUCKLE LANE AREA

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

B PHILLIPS PROPERTY #1

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

C PHILLIPS PROPERTY # 2

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

D ELMER WOLFE ELEMENTARY SCHOOL ANNEXATION

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

E BOWMAN PROPERTY

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



4 Inventory of Existing Use of Land

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

Existing Use of Land by Acreage Union Bridge CPA 2001					
Use of Land	Town of Union Bridge	Percentage of Town	Remainder of CPA	Total Acreage	Percentage of CPA
Agricultural	320.20	51.92	752.88	1073.08	74.48
Commercial	45.92	7.45	3.07	48.99	0.30
Industrial	52.29	8.48	205.44	257.73	20.32
Mixed Use	5.04	0.88	0.00	5.4	0.00
Multi-Family	9.94	1.61	0.00	9.94	0.00
Single-Family	93.52	15.17	48.94	142.46	4.83
Public Use	81.46	13.21	2.65	84.11	0.26
Vacant	8.03	1.3	0.00	8.03	0.00
Total Acres of Zoning	616.72	100.00	1012.98	1629.74	100.00

Source: Carroll County Planning Department

5 Current Zoning

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

Current Zoning by Acreage Union Bridge GA 2008					
Zoning Category	Town of Union Bridge	Percentage of Town	Remainder of GA	Total Acreage	Percentage of Total GA
Agricultural	0.00	0%	45.84	45.84	3%
Local Business	9.17	2%	0.00	9.17	1%
General Business	25.50	4%	0.00	25.50	1%
Restricted Industrial	88.27	14%	270.84	359.11	23%
General Industrial	0.00	0%	150.05	150.05	10%
Conservation	100.43	16%	289.97	390.40	25%
R-20,000	0.00	0%	10.00	10.00	1%
R-10,000	290.25	47%	173.04	463.29	30%
R-6,000	101.90	17%	0.00	101.90	6%
Total Acres of Zoning	615.52	100.00	929.74	1,545.26	100.00

Source: Carroll County Planning Department



6 *Current Growth Management Measures*

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

A COMPREHENSIVE PLAN

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

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

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

B ANNEXATION PETITIONS

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



C WATER AND SEWER MASTER PLAN

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

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

D ADEQUATE PUBLIC FACILITIES

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

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

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

E 1992 PLANNING ACT AND 1997 SMART GROWTH INITIATIVES

The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 (the Planning Act) was passed with the intent of encouraging economic growth, limiting sprawl development, and protecting the state's natural resources. The Planning Act amended the Land Use statutes (Article 66B). Most local



jurisdictions in the state have established priority areas for resources protection. The Planning Act encourages these jurisdictions to build on that base with consistent development regulations and targeted infrastructure investment by the State.

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

ANALYSIS OF COMMUNITY NEEDS

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

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

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

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



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

RECOMMENDED ACTIONS

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

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

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

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

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

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

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

The recommendations contained in this plan may be policy-oriented or action-oriented, and their implementation may be Fiscal the responsibility of the Town, the County, other public agencies, private landowners and developers, or a combination of these. This section is designed to identify the potential fiscal impacts to the Town and/or County of each of the recommendations.



There could be “No Fiscal Impact,” meaning the Town or County would not incur direct or predictable expenses as a result of implementing the recommendation, an “Undetermined Impact,” meaning there likely would be a cost associated with implementing the recommendation but that cost can not be determined at this time for various reasons, or a “Fiscal Impact,” which likely would be incurred by the Town or County if the recommendation were implemented. For recommendations that have an identified fiscal impact, the cost of implementing that recommendation is estimated to the best degree possible.

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

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

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

No Fiscal Impact

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

No Fiscal Impact



CHAPTER 6: MUNICIPAL GROWTH

Chapter 6: Municipal Growth constitutes the new Municipal Growth Element required under HB 1141. HB 1141 was passed by the Maryland General Assembly during the 2006 legislative session and amends the Land Use sections (Article 66B) of the Annotated Code of Maryland. The sections that follow address the specific points cited in the amendment. They are designed to substantiate the desire and need for municipal expansion and demonstrate how the municipality intends to provide the necessary services and facilities for the expanded population. The designated municipal growth area, which corresponds to the community planning area, was developed in conjunction with the County and, by virtue of the fact that both jurisdictions will adopt the plan, has been agreed upon by both the Town and County.

MUNICIPAL GROWTH

1 Past growth patterns of the municipal corporation

The Town of Union Bridge historically has followed a fairly traditional pattern of development. Originally based along Main Street, it grew steadily through the 19th and early 20th centuries into a dense, gridded town, primarily contained on the south side of Little Pipe Creek. Newer residential subdivisions constructed in the mid- to late-20th century continued a linear pattern of growth along Main Street, Union Bridge Road, and Honeysuckle Lane north of Little Pipe Creek. Several large parcels of land designated for development on this side of the creek could radically alter the size and design of the Town. The Town is working to keep these parts of the community linked to the older, established areas, but Little Pipe Creek does present a natural obstacle to complete integration. The introduction of heavy industry to the Town at the turn of the 20th century radically altered its character. The growth of this industry has been both a boon and a bane for the Town, creating jobs and an economic presence, but also generating significant dust, noise, and truck traffic. Existing and planned industrial uses cradle the planning area to the south and east, while planned residential uses form the converse edge to the north and west.

2 The relationship of the long-term development policy to a vision of the municipal corporation's future character

This plan expresses a vision for Union Bridge of a small town that retains its unique character while providing opportunities for residential growth consistent with this character and business and industrial growth consistent with the needs of the community. To this end, the growth area has remained essentially unchanged from the 1990 plan. The 1990 plan designated the large properties immediately adjoining the Town to the north and west for residential development and the large properties adjoining the town to the east for industrial development. This is entirely logical since these are the most appropriate and likely lands that would provide an opportunity for the Town to expand.

The 2008 growth area encompasses a variety of proposed land uses designed to be compatible with the



existing uses in Town. Areas for industrial and employment development support the Town’s desire to enhance local employment opportunities and the local economy. Areas for residential development support the Town’s desire to logically extend the municipal boundaries in a manner compatible with the town’s character and consistent with the principles of Smart Growth. It is the Town’s policy to monitor the rate of growth through the provision of public facilities, namely water and sewer service, and through other provisions included with any annexation agreement. As a result, it is highly unlikely that the Town would be overwhelmed by growth in any given time period, so its ability to ensure that the vision for the future is being met is not compromised.

3 Capacity of land areas available for development within the municipal corporation, including in-fill and redevelopment

In 2005, the Carroll County Department of Planning undertook a buildable land inventory to determine approximately how many residential lots potentially could be constructed on vacant or underutilized land throughout the county. This study took into consideration a variety of possible conditions that might affect lot yield, producing a high-, medium-, and low-end estimate of residential development potential. The results were published in a document entitled “Buildable Land Inventory” in June 2005. The following numbers, based on that document and revised to reflect the growth area boundary and land use designations contained in this plan, address the medium-range estimate conditions for residential development within the Town of Union Bridge.

Medium Range Residential Development Potential Town of Union Bridge 2008 Comprehensive Plan Land Use Designations		
Land Use Designation	Net Acres	Lots
Conservation	32.81	8
Suburban Residential	154.69	567
Urban Residential	39.51	178
Total	227.00	753

Source: Carroll County Department of Planning, July 2007

Using this medium-range estimate, approximately 753 units could be added within the Town of Union Bridge based on the 2008 plan’s land use designations. Assuming an average household size of 2.66 persons per household (based on 2000 Census averages for the town), approximately 2,003 additional people could be accommodated in town.

It should be noted that the Jackson Ridge and Villages of Union Bridge projects referenced in the Growth Management and Land Use chapter have a combined total of 698 units planned. While these projects have not been fully approved (only the first section of Jackson Ridge has received final plan approval to date), they do account for nearly all of the potential lots indicated in the Conservation and Suburban Residential designations. The proposal to add a senior housing component to Villages of Union Bridge, which would have a higher density than other residential types found in the Suburban Residential areas, is the likely reason why the number of planned units exceeds those calculated through the Buildable Land Inventory. There are no development proposals in progress for the Urban Residential-designated land in the town.



4 Population growth projections

Calculations also were performed for the unincorporated portion of the planning area to determine potential lot yield and population based on land use designations contained in the 2008 plan.

Medium Range Residential Development Potential Union Bridge Growth Area (excluding Town) 2008 Comprehensive Plan Land Use Designations		
Land Use Designation	Net Acres	Lots
Conservation	199.94	50
Suburban Residential	155.14	562
Total	352.90	612

Source: Carroll County Department of Planning, July 2007

Using the medium-range estimates again, approximately 612 units could be added to the unincorporated area within the growth area boundary once these areas are annexed and provided with public facilities. Applying an average household size of 2.66 persons per household, this translates into approximately 1,628 additional people that could be accommodated in the future growth area.

When added with the 2,003 additional people that potentially could be accommodated within the current municipal boundaries, it is estimated that the Town of Union Bridge could grow by approximately 3,631 people once all of the land within the growth area boundary is annexed, served with public facilities, and developed. This would result in a “build out” population of 4,680.

While the build-out analysis allows us to estimate the ultimate population that could be accommodated in the Town and its growth area based on the plan, it does not indicate when this population might be reached. This information is particularly important to understanding and planning for the impacts of growth on public facilities and services. To estimate when the build-out capacity of the plan might be reached, data used in traditional population projections can be blended with the projections based on zoning capacity or build-out. This “blended forecast” applies four different population growth scenarios and projects them out to the point at which the population reaches that established for build-out.

The four different population growth scenarios use the July 2007 estimated Town population of 1,049. The first scenario is based on the Average Annual Growth Rate (AAGR) of the most recent decade for which complete Census information is available (1990-2000). The second scenario is based on the 5-year timeframe in which the greatest amount of growth was experienced (1991-1995). The projections in the third scenario are based on the growth rate of the one year that experienced the highest amount of growth (1995). The last scenario uses dwelling units per year, persons per household, and vacancy rate to project population.



**Union Bridge Community Planning Area Population Projections
Year Population Would Reach Zoning Capacity
(Based on 2007 Base Town Population of 1,049
and Projected Build Out Population of 4,685)**

Year	Method Used to Calculate				Year
	#1 AAGR 1990-2000 (0.836%)	#2 AAGR 1991-1995 (1.768%)	#3 Growth Rate 1995 (7.634%)	#4 [D.U./Yr (2.6 x Persons/Hshld (2.66)] x Occupancy Rate (90.95%)	
2007	1067	1086	1215		1062
2008	1076	1106	1308		1068
2009	1085	1125	1408		1074
2010	1094	1145	1515		1080
2011	1103	1165	1631		1087
2012	1112	1186	1756		1093
2013	1121	1207	1890		1099
2014	1131	1228	2034		1106
2015	1140	1250	2189		1112
2016	1150	1272	2356		1118
2017	1159	1295	2536		1124
2018	1169	1317	2730		1131
2019	1179	1341	2938		1137
2020	1189	1364	3162		1143
2025	1239	1489	4568		1175
2030	1292	1626	6600		1206
2035	1347	1775			1238
2040	1404	1937			1269
2045	1464	2115			1301
2050	1526	2308			1332
2055	1591	2520			1364
2060	1658	2750			1395
2065	1729	3002			1426

Source: U.S. Census Bureau; Carroll County Bureau of Permits, Inspections, and Review; Carroll County Department of Planning

Scenarios #1, #2 and #4 probably present the most realistic projections for rates of growth when considering the historically slow growth of the town. Scenario #1 was used in the Demographics chapter to identify the 20-year projection of 1,272 based on the AAGR for 1990-2000. However, the population projection based on the growth rate for 1995 (Scenario #3) is a realistic estimate for growth based on the pending development plans noted above.

If certain infrastructure improvements are made in the near future, namely upgrading the wastewater treatment plant, it is possible that the roughly 700 lots being proposed in the Jackson Ridge and Villages of Union Bridge projects could be built over the next 10-15 years. This estimate is based on the assumption that approximately 50 lots per subdivision would be allowed to proceed per year, with Jackson Ridge starting earlier and finishing earlier since it already has final approval for the first section. The completion of these developments within 15 years would bring the population to about 3,372 by 2023, which is very close to the projection of 3,943 that would be calculated using the growth rate in Scenario #3.

It is assumed that the aggressive growth rate that could be generated by these two major developments will not be sustained once they are completed. However, the completion of the developments probably will mean



that the Town will not return to the sluggish historical growth rates of Scenarios #1 and #4 above. Therefore, a more realistic growth rate for this period (after 2023) would be that represented by Scenario #2 (1.768% AAGR). If this growth rate is applied to the 2023 population estimate of 3,943 (based on projected population over the next 15 years using an aggressive 7.634% AAGR), then the resulting population at the end of the 20-year planning horizon would be 4,304.

The likelihood of whether the historically slow growth rate or a significantly faster growth is experienced depends almost entirely on the requisite improvements being made to the wastewater treatment plant (see Community Facilities chapter for more information). This presents a dilemma for estimating which public facilities will need to be upgraded and when, as explained in subsequent sections of this Municipal Growth chapter. As a result, both the 1,272 “slow growth” projection and the 4,304 “accelerated growth” projection for the 20-year planning horizon are used to assess the impact of the plan.

5 Land area needed to satisfy demand for development at densities consistent with the long-term development policy

The Town of Union Bridge desires to maintain its small town character while at the same time growing in a manner consistent with its comprehensive plan. To this end, it has zoned 392 acres for urban and suburban residential development (R-6,000 and R-10,000 respectively), accounting for almost 64 percent of the total land in town. A significant portion of this land (206 acres, or 52 percent) is contained in two major subdivisions. One of these projects has received the needed approvals in July 2007 for the first phase of the first section but has not begun construction yet. The second project is still in the conceptual stage.

Outside of the town in the growth area, the land use designations reflect a desire to maintain urban densities within the growth area. An additional 182 acres of land in the unincorporated portion of the growth area are zoned for suburban residential development as well. Rather than gradually reducing densities towards the edge of the growth area, the Union Bridge Growth Area Boundary (GAB) draws a clear line between growth area and non-growth area by designating properties within the GAB for suburban residential development adjacent to properties outside of the GAB that are designated Agriculture. The land use designations contained in this plan convey the Town’s desire to grow in a compact and efficient manner that will enable it to retain the qualities that make it such a unique place.

Other long-term development policies also are expressed in the zoning and land use numbers. Almost 395 acres, or 24 percent of the GA, are devoted to Conservation land to protect the town’s natural resources. Approximately 509 acres, or more than 30 percent of the GA, are zoned General or Restricted Industrial to accommodate existing industries and support the Town’s desire to provide employment opportunities and generate revenue. Only about 2 percent of the land in the GA is zoned for business uses, though this takes in the core business district in town as well as the grocery store and planned business area that will adjoin one of the new subdivisions on the northeastern side of town.

Based on the population projected for the next 20 years using historical growth rates, the 580 acres of Urban Residential, Suburban Residential, and Conservation land designated in the Town and its growth area are more than adequate to accommodate the “slow growth” population projection of 1,272. Consistent with Smart Growth principles and the Town’s vision to be somewhat less urbanized at its periphery, development at Suburban Residential densities (10,000 square foot lot sizes, or roughly 4.36 units per acre) would only require approximately 21 acres to accommodate the projected population growth.



However, as noted in the section above, the Town is poised to undergo significant growth in the not too distant future. Assessing the land area needed to satisfy future demand then must take these developments into account. Certainly any demand for housing in the near future will be satisfied through the roughly 700 units that could be constructed in Jackson Ridge and Villages of Union Bridge. Once these units are built out (along with the remaining 53 units that are estimated could be developed in the Town), about 350 acres of residentially-designated land within the GAB (but currently outside of the Town) would remain for development. This area could accommodate 612 lots, or approximately 1,628 people. The resulting “build out” population for the entire growth area of 4,680 is only 381 people more than the population projected using the “accelerated growth” rate. This indicates that for the 20-year planning period covered by this plan the land area is adequate to serve the projected demand for development at densities consistent with the long-term development policy and vision of the Town.

As noted earlier, the likelihood of any of these growth scenarios occurring depends almost entirely on whether or not the wastewater treatment plan is upgraded. Sewer capacity is the Town’s biggest constraint to development currently. The sewage treatment plant is very near capacity and although the Town has conducted studies to determine what will need to be done to upgrade the plant, it is unclear when the necessary improvements will occur. Given the location of the existing plant within the floodplain, an entirely new plant will need to be constructed in a new location at considerable expense. Given the Town’s financial realities and current Maryland Department of the Environment (MDE) cost sharing policies, this will necessarily have to be a “developer driven” capital improvement project, the timing and feasibility of which would hinge entirely on the private sector and market place. Whether a public sector portion of the cost to build a new wastewater treatment plant (for the exiting Town users) can be found and arranged is unknown at this time. A legitimate rationale for a state grant (investment) for the non-growth component of a new plant appears to exist. Securing State participation is by no means assured and would at the very least be contingent on assurance of private sector funding and substantial effort.

6 Public services and infrastructure needed to accommodate growth within the proposed municipal growth areas, including those necessary for schools, libraries, public safety, water and sewerage facilities, stormwater management systems, and recreation

Carroll County utilizes a concurrency management program to track development and the adequacy of public facilities and services needed to serve that development. The system assesses the adequacy of schools, roads, water and sewer, police, fire and EMS for each project based on existing and/or funded capacity, then “reserves” that capacity for the project. Union Bridge does not participate in this system, but they do address the need to have adequate public facilities through the annexation agreement. Although the County is not empowered to stop approval of a development within a municipality, development activity in the towns are factored into the capacities analyzed by the County.

A PUBLIC SCHOOLS

Once fully built out, the planned growth of Union Bridge will have significant impacts on all of the public schools that serve the area: Elmer Wolfe Elementary, New Windsor Middle and Northwest Middle, and Francis Scott Key High schools. To determine the impact of the planned growth, student yield factors need to be applied to the population projections to arrive at an estimated number of students in each school

UNION BRIDGE COMMUNITY COMPREHENSIVE PLAN



category that might be added to the school system. The following pupil yield factors, based on September 30, 2007 enrollment figures, apply:

- Elementary: 0.17 students per dwelling unit
- Middle: 0.09 students per dwelling unit
- High: 0.13 students per dwelling unit
- Total: 0.40 students per dwelling unit

Pupil Yield Factor	Students from “slow growth” 2028 population (1,272)		Students from “accelerated growth” 2028 population (4,304)	
	Total	Per Year	Total	Per Year
Elementary (0.17)	216.24	11	731.68	37
Middle (0.09)	114.48	6 (4 to New Windsor; 2 to Northwest)	387.36	19 (13 to New Windsor; 6 to Northwest)
High(0.13)	165.36	8	559.52	28
Total (0.40)	508.80	25	1,721.60	86

Based on current district boundaries, it is estimated that approximately 2/3 of the future middle school population will attend New Windsor Middle School and the remaining 1/3 of future middle school students will attend Northwest Middle School.

The tables below illustrate the impact of projected increases in school-age children on each of the school facilities. When the projected increases calculated above are added to the capacity projections contained in the Board of Education’s 2007-2016 Facilities Master Plan for those years, there are no schools that exceed State Rated Capacity (SRC).

	Total SRC	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Enrollment	540	436	456	457	474	491	495	496	498	497	498
+ (-) SRC		(107)	(88)	(87)	(70)	(53)	(49)	(48)	(46)	(47)	(46)
% STATE Capacity		80.3%	83.8%	84.0%	87.1%	90.3%	91.0%	91.2%	91.5%	91.4%	91.5%
Slow Growth Enrollment		447	467	458	485	502	506	507	509	508	509
Accelerated Growth Enrollment		473	493	494	511	528	532	533	535	534	535

	Total SRC	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Enrollment	638	425	412	427	417	416	418	435	458	475	477
+ (-) SRC		(213)	(226)	(211)	(221)	(222)	(220)	(203)	(180)	(163)	(161)
% STATE Capacity		66.6%	64.6%	66.9%	65.4%	65.2%	65.5%	68.2%	71.8%	74.5%	74.8%
Slow Growth Enrollment		429	416	41	421	420	422	439	462	479	481
Accelerated Growth Enrollment		438	425	440	430	429	431	448	471	488	490

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Northwest Middle											
	Total SRC	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Enrollment	914	572	530	529	509	533	500	529	551	575	577
+ (-) SRC		(352)	(394)	(395)	(415)	(391)	(424)	(395)	(373)	(349)	(347)
% STATE Capacity		61.9%	57.4%	57.3%	55.1%	57.7%	54.1%	57.3%	59.6%	62.2%	62.4%
Slow Growth Enrollment		574	532	531	511	535	502	531	553	577	579
Accelerated Growth Enrollment		578	536	535	515	539	506	535	557	581	583

Francis Scott Key High											
	Total SRC	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Enrollment	1304	1238	1197	1163	1098	1020	1043	1002	981	1013	1011
+ (-) SRC		(66)	(107)	(141)	(206)	(284)	(261)	(302)	(323)	(291)	(293)
% STATE Capacity		94.9%	91.8%	89.2%	84.2%	78.2%	80.0%	76.8%	75.2%	77.7%	77.5%
Slow Growth Enrollment	8	1246	1205	1171	1106	1028	1051	1010	989	1021	1019
Accelerated Growth Enrollment	28	1266	1225	1191	1126	1048	1071	1030	1009	1041	1039

When added to the 2016 enrollment numbers, the total number of projected new students under the “slow growth” scenario would not require that capacity in any of the schools be enlarged. However, when the same calculation is done using the “accelerated growth” projections, all of the schools would exceed capacity at build out of the growth area. The impact of additional development outside of the growth area is not accounted for in this general analysis, and may impact how early additional school capacity might be needed.

B LIBRARIES

The Community Facilities chapter indicates that the population of the service area for the Westminster branch library, which serves the Union Bridge area, exceeds typical service ratios based upon square footage. However, residents of Union Bridge are also located within an easy drive of the Taneytown branch library. This branch is currently preparing for a 5,000 square foot expansion, which was bid in February 2008 at a cost of just over \$1.1 million. Once this project is completed in December 2008, the facility will grow by approximately one third.

Using a ratio of 1.65 people per square foot (or .6 square feet per person), the “slow growth” scenario would require 134 square feet of additional library area. The “accelerated growth” scenario would require 1,953 square feet of additional library area. The additional library square footage could be provided at either the Westminster or Taneytown libraries, but it should be noted that both of these facilities have service areas that encompass a much larger area than just Union Bridge. This area also will be experiencing growth that will add to the service demands on these facilities.



C PUBLIC SAFETY

The County uses a standard of 1.3 police officers per 1,000 people to determine whether police service is adequate to serve proposed development. Using this standard, the additional population that would be added over the next 20 years under the “slow growth” scenario would not require any additional officers. The additional population that would be added under the “accelerated growth” scenario would require that approximately 4 more officers be added over the next 20 years.

As for fire and EMS, population increases will undoubtedly increase the number of calls, which may affect the need for personnel. However, the more important factor to consider is response time. Because of the compact nature of the planned development, it is not anticipated that response times would be affected significantly. The effect of an increase in calls on response times should be monitored to ensure that an increase in personnel is not needed.

The FY06 Concurrency Management Report showed excellent response times and percentages for fire and EMS calls responded to by the Union Bridge Volunteer Fire Company. In fact, they were some of the best in the County for the period. Fire and EMS in Union Bridge is considered adequate. Police protection in Union Bridge is provided by the Carroll County Sheriff’s Office by way of a community deputy. Based on the FY06 Concurrency Management Report, which analyzes the adequacy of police protection based upon an officer to population ratio, police protection Countywide is approaching inadequate. No analysis specific to police protection in Union Bridge is provided. The report does not recommend any development limits, however, due to approved funding for additional officers in FY07 and beyond.

D WATER AND SEWERAGE FACILITIES

This plan attempts to reconcile the need for directing growth to existing population centers with the demands and limits of the public water and sewer system. The *Water & Sewerage Master Plan* uses the comprehensive plan as the basis for the demand projections and needed capacity upgrades that it contains. The Buildable Land Inventory, which projects potential future lots based on zoning and land use, is used to calculate future population for both this plan and the *Water & Sewer Master Plan*. For this reason, it is important that the comprehensive plan be realistic in its estimation of land needed to fulfill the vision for future growth in the area. The process of identifying the true extent of water resources in the Union Bridge area, which could affect the appropriateness of the land use designations, ~~will be~~ is addressed ~~in the near future~~ with the Water Resources Element. This element ~~will~~ amends this plan ~~when it is adopted~~.

Based on the existing water and sewer service areas, Union Bridge would need to increase water capacity by 0.819 mgd and sewer capacity by 0.670 mgd to serve the projected development at build out of the planned service areas. Additionally, although this plan makes only minor modifications to the proposed water and sewer service areas, it will increase demand for both services somewhat. It is estimated that an additional 0.042 mgd of water and 0.42 mgd of sewer above the currently planned capacities will be needed to meet future demand at build out.



**Water and Sewer Demand for Union Bridge
Based on Currently Defined Existing, Priority and Future Service Areas
September 2007**

	Existing Demand (mgd)	Existing Capacity (mgd)	Priority Demand (mgd)	Future Demand (mgd)	Future Planned Capacity
Water Demand					
Residential	0.090 mgd		0.465 mgd	0.481 mgd	
Non-residential	0.024 mgd		0.178 mgd	0.414 mgd	0.985 mgd
Total	0.114 mgd	0.166 mgd	0.643 mgd	0.895 mgd	
Sewer Demand					
Residential	0.108 mgd		0.447 mgd	0.455 mgd	
Non-residential	0.029 mgd		0.184 mgd	0.414 mgd	0.870 mgd
Total	0.137 mgd	0.200 mgd	0.631 mgd	0.869 mgd	

Source: Carroll County Master Plan for Water and Sewerage, 2007

	Existing and Potential Units or Acres in "No Planned Service" Areas within GAB	Gallons per Day per Household or per Acre	Projected New Demand in GAB
Water Demand			
Residential	7 units	250	.002 mgd
Industrial and Mixed-Use	48 ac.	800	.04 mgd
Commercial	0 ac.	700	.00 mgd
Employment Campus	0 ac.	750	.00 mgd
Total			
Sewer Demand			
Residential	7 units	250	.002 mgd
Industrial and Mixed-Use	48 ac.	800	.04 mgd
Commercial	0 ac.	700	.00 mgd
Employment Campus	0 ac.	750	.00 mgd
Total			

Using an average of 250 gallons per unit per day for both water and sewer, the "slow growth" development scenario would mean that an additional 0.055 mgd would be demanded of both systems over the next 20 years to serve the 223 additional households. This essentially would "max out" the capacity of both systems. The "accelerated growth" development scenario would mean that an additional 0.814 mgd would be demanded of both systems over the next 20 years to serve the 3,255 additional households. An additional 0.762 mgd capacity would need to be added to the water system, and an additional 0.751 mgd capacity would need to be added to the sewer system. These numbers do not account for any growth in the commercial or industrial users that would need to have water or sewer service. The non-residential demand accounts for nearly half of the demand projected at build out.

By far, the greatest obstacle for the Town of Union Bridge in terms of implementing its comprehensive plan is the provision of public water and sewer service. As detailed in the Community Facilities chapter, the Town could access abundant groundwater sources but, due to policies at the State level regarding groundwater withdrawals and water recharge easements, is limited as to how much it can use. At the same time, the wastewater treatment plant is nearing capacity and a new wastewater treatment plant located outside of the floodplain will be needed if growth and new development (residential, industrial, commercial,



etc.) is to occur according to plan. Despite the fact that this would significantly improve water quality in Little Pipe Creek and possibly relieve flooding conditions in the area, there is virtually no grant funding available directly from MDE to assist the Town with the necessary improvements. Developers, who already are seeing their lot yields reduced because of water recharge easement requirements, are hesitant to be the sole source of funds to construct a new wastewater treatment plant. The Town's static growth pattern over the past several decades means that it can not pay for the needed infrastructure improvements, yet without these improvements, the Town can not grow enough to generate the additional revenue that might allow them to undertake the improvements. Ironically, the Union Bridge Community Comprehensive Plan is the epitome of Smart Growth – a compact growth area centered on an existing town – yet various policies and funding difficulties are undermining the possibility of achieving the densities that Smart Growth aims to promote.

E STORMWATER MANAGEMENT SYSTEMS

Carroll County revised its stormwater management regulations in 2004 to provide better water resource protection measures. The revised Stormwater Management Chapter of the County Code increased the area subject to stormwater management compliance, expressed a preference for non-structural stormwater management practices, and addressed various review, inspection and maintenance issues. At the same time, a Water Resource Management chapter was created that designated water resource management areas and led to the creation of a Water Resource Management Manual. Water resource impacts now are reviewed as part of the development process. Additionally, a floodplain management program was put in place to provide review and regulation of activities within and affecting floodplains. Other changes included revisions to the grading, erosion and sediment control regulations to further reduce erosion and sedimentation.

The Town adopted these regulations but administers them independently. These updated regulations provide a substantial assurance that water quality on- and off-site, in the town and in the growth area, will be protected during the development process and afterwards.

Because the areas identified for future development in the growth area are either forest or farmland presently, stormwater runoff would be altered as a result of the conversion of land uses. The need to adequately address stormwater runoff in this area is compounded by two factors: 1) the sensitive karst geology in the area, which both limits the location of stormwater management facilities and creates the potential for accelerated transmission of pollutants into the groundwater; and, 2) the tendency of Little Pipe Creek to flood during heavy rain events.

Extensive review of Section I of the Jackson Ridge subdivision explored the opportunities and constraints posed by these factors. As a result, runoff leaving the site will pass safely into the existing Little Pipe Creek and will have little to no effect on existing flooding levels in Union Bridge. The improvements to the MD 75 bridge over Little Pipe Creek that will be made as part of the project will reduce the frequency of flooding at MD 75 even with the construction of Jackson Ridge. Additionally, great care was taken to analyze the geology of the site. A very conservative approach was taken to the layout of the development and the siting of stormwater management facilities to protect the groundwater resources and minimize any potential for damage to structures in the event of a sinkhole forming.

Future development in the rest of the growth area will require a similar level of attention to protect both the



natural resources and the resulting development.

F RECREATION

Using the standard of 30 acres of recreation land per 1,000 people (half of which must be owned by the Town), the existing population in Union Bridge is adequately served with respect to recreational facilities. Currently, 53 acres of recreation land is provided through Little Pipe Creek Park (35.0 acres owned by the Town), the Union Bridge Community Center Park (6.0 acres owned by the Town), and Elmer Wolfe Elementary School (12 acres owned by the Board of Education). Using the “slow growth” population estimate of 1,272 people by 2028, 38 acres of recreation land would be needed. The Town currently exceeds this goal, both in total acreage and in the number of acres that should be owned by the Town itself (a minimum of 19). Using the “accelerated growth” population estimate of 4,304 people by 2028, 129 acres of recreation land would be needed and approximately 65 acres of this would need to be owned by the Town.

It is anticipated that the Town will acquire all of the needed recreation land through the development process. Already, the Town has been deeded 15+ acres along Cherry Branch for a greenway and recreation area as part of the Villages of Union Bridge project. Additionally, the Villages of Union Bridge concept plan shows another 23+ acres of open space and recreation areas and the Jackson Ridge subdivision proposes 26 acres of active and passive recreation areas as well. Assuming these subdivisions proceed as planned, the Town should ensure that another 65 acres of recreation land are provided, 50 of which should be owned by the Town, by the time build out is reached.

7 Anticipated financing mechanisms to support necessary public services and infrastructure

The Town of Union Bridge has a Capital Improvements Plan (CIP) that projects capital needs six years into the future and budgets for their expenses. It is anticipated that this mechanism will work in conjunction with the comprehensive plan and supporting documents and studies to determine what improvements to public facilities and services will be needed, when they will be needed, and how they will be financed. Typically, a combination of general funds and State monies from agencies such as State Highway Administration, Maryland Department of the Environment, or Program Open Space are used to implement capital projects.

Each chapter of the Union Bridge Community Comprehensive Plan includes a section on the fiscal implications of the recommended actions. This helps the Town and County understand the costs associated with steps that will need to be taken to implement the plan.

8 Any burden on services and infrastructure for which the municipal corporation would be responsible for development in areas proximate to and outside the proposed municipal growth area

The Town of Union Bridge does not extend public water or sewer service to properties that are not within its corporate limits. The Town provides for and maintains parkland within the community, it maintains the Community Center building and site, and provides street lighting, street sweeping, parking meter monitoring and other public maintenance services within their corporate limits. Additionally the Town contributes to provide for the Community Deputy program. These services are provided either directly by Town



employees or by Town negotiated contracts. Other services such as schools, police, fire, and EMS are provided by the County, State, and volunteer fire companies whose service areas transcend the municipal boundaries.

9 Rural buffers and transition areas

The Union Bridge planning area is located in an area of the county with one of the highest participation rates in land preservation programs. It also lies within the Little Pipe Creek Watershed Rural Legacy Area, which adds another program to the list of potential ways that land can be protected and preserved from development. Thanks to several property owners who have voluntarily placed development restrictions on their land through the use of restrictive easements, a permanently preserved buffer is forming along the borders of the planning area. Rather than allowing development to progressively become less dense towards the edges of the growth area, the Union Bridge Community Comprehensive Plan maintains urban densities all the way to the edge. This makes the most efficient use of the land within the growth area and maintains densities consistent with urban services and development patterns.

10 Protection of sensitive areas, as defined in the Land Use statutes {Article 66B, § 1 (J)} of the code, that could be impacted by development planned within the proposed municipal growth area

The Natural Resources chapter describes how Carroll County and the Town of Union Bridge have worked to protect sensitive areas. Many of these techniques are triggered by the development process, so any development planned within the proposed municipal growth area would be affected by these programs and regulations.

11 Anticipated future municipal growth areas outside the existing corporate limits of the municipal corporation

The future municipal growth area of the Town of Union Bridge is designated on the Municipal Growth map (map number 6) included at the end of this document. The municipal growth area boundary essentially mirrors the growth area boundary, which typically is jointly agreed upon by the Town and County through the joint adoption of the comprehensive plan.



CHAPTER 7: TRANSPORTATION

GOALS

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

- To mitigate impacts and hazards of heavy industrial traffic on the main streets
- To improve the safety, efficiency and options for all modes of transportation within the community's existing and future transportation network to the maximum extent feasible
- To provide bicycle/pedestrian links between neighborhoods and destinations within the community
- To promote alternative transportation options within the existing and future transportation network to the maximum extent feasible and safe

CURRENT CONDITIONS

1 Summary of Existing State, County & Local Roads

A ROADS

STATE ROADS

MD 75 (Green Valley Road) is a two-lane, undivided highway that intersects both east and southwest of the Union Bridge town limits. Its 44-foot cross section allows for two 12-foot lanes and 12-foot stabilized shoulders, except on the bridge over Little Pipe Creek where the shoulders narrow to five feet. This is the principal route connecting Union Bridge to New Windsor and MD 31 to the southeast, and New Market and I-70 to the southwest. The posted speed limit is 55 miles per hour. MD 75 had a 2005 average daily traffic (ADT) of 4,275 vehicles per day at the Little Pipe Creek Bridge and 1,975 vehicles per day at the Frederick County line. MD 75 is classified as a rural major collector by the State of Maryland.

Within the incorporated Union Bridge town limits, Main Street south (MD 75) has a 28-foot cross section permitting two 12-foot marked travel lanes with curb and sidewalk on both sides. In places within the historic core of the town, the sidewalk is only three feet wide (less than current Americans with Disabilities standards) due to encroachment by porches. Sidewalks along Main Street were improved and connected to destinations with the Main Street Revitalization efforts completed in 2004.

Main Street and Broadway is the only signalized intersection. The signal is a simple pre-timed, two-phase operation with pedestrian actuation. The speed limit on Main Street is reduced to 30 miles per hour within



the town limits. This portion of Main Street continues the major collector classification. The entire roadway is also designated as a scenic byway by the State of Maryland.

COUNTY AND LOCAL ROADS

Bark Hill Road is a two-lane, undivided rural highway with a 22-foot cross section providing two 11-foot travel lanes with no stabilized shoulder area. Bark Hill Road provides the northeast extension of Union Bridge Road running from the Union Bridge - Main Street intersection in town, to Middleburg Road - Uniontown Road. This provides a connection to Uniontown and ultimately to Westminster to the east. The posted speed limit on Bark Hill Road is 40 miles per hour. Bark Hill Road has a 2001 ADT of 1,480 vehicles per day just east of Union Bridge Road. This increases to 2,289 vehicles per day south of Middleburg Road. Bark Hill Road is classified as a major collector by Carroll County.

Union Bridge Road runs north as the extension of Main Street. It has a cross section within the town limits of 22-feet, providing two 11-foot travel lanes with no shoulder. The posted speed limit is 25 miles per hour. There are no curbs, gutters, or sidewalks. Outside of the corporate limits, the 22-foot cross section continues with two 11-foot lanes with no stabilized shoulder area, and the speed limit increases to 40 miles per hour. Significant vertical and horizontal curves affecting traffic speed and flow were noted. Union Bridge Road is classified as a major collector by Carroll County. It has a 2001 ADT of 2,526 vehicles per day south of Bark Hill Road in the vicinity of the town limits. This volume declines to 872 vehicles per day north of Main Road.

Broadway, which runs east and west, is a combination business and residential street. The intersection of Broadway with Main Street is the principal business intersection in the community and the only signalized location in Union Bridge. The signal has a two-phase operation. Broadway has a 35-foot cross section providing two travel lanes with parking on both sides. Curbs and sidewalks are provided on both sides. Sidewalk condition varies

What does Functional Classification Mean?

Roads in Carroll County are classified based on the objective to develop a functional classification system that is tailored to Carroll County's road networks, comprehensive in nature, and compatible with the MD State Highway Administration's (SHA) arterial matrix and Federal Highway Administration's (FHWA) guidelines.

Carroll County's Rural Functional Classification Criteria consists of the following six functional classes: principal arterials, intermediate arterials, minor arterials, major collectors, minor collectors, and local roads.

Principal Arterial – A principal arterial links large population or employment centers. Principal arterials can range from expressways to two-lane roadways. They are inter-county or interstate oriented and indicative of long travel lengths.

Intermediate Arterial – An intermediate arterial supplements the principal arterial system. Intermediate arterials provide service to trips of a moderate length while distributing travel to smaller geographic areas than those served by principal arterials.

Minor Arterial – Minor arterial roadways provide a lower level of mobility while placing more of an emphasis on land access than the other arterial classifications. These roadways typically provide a link to the collector roadway system and connect small population centers to the overall arterial system.

Major Collector – A major collector provides service for both land access and movement within residential, commercial, industrial, or agricultural areas. They are the links from the land uses to the arterials. Major collector roads provide service to areas not on an arterial route and to other important traffic generators such as schools, parks, etc.



from good to poor. Broadway is classified as a local street. No ADT figures are available.

Bucher John Road is an extension of West Locust Street outside of the Union Bridge corporate limits. Bucher John Road has a 22-foot cross section providing two 11-foot travel lanes with no stabilized shoulder area. Bucher John Road is classified by Carroll County as a local road, with a 2006 ADT varying from 575 vehicles per day south of Main Road to 1,248 vehicles per day south of Good Intent Road. The posted speed limit is 35 miles per hour.

Locust Street intersects Main Street (MD 75) dividing Locust into east and west segments. West Locust Street provides access to the fire hall. West Locust Street has a 20-foot paved cross section with curb and sidewalk on one side. West Locust is classified as a local street, and parking is restricted. East Locust Street has a 24-foot paved cross section with no stabilized shoulders or sidewalks. No ADT figures are available. East Locust is classified as a local street.

Main Road connects Bucher John Road to Union Bridge Road. This rural road has a 20-foot cross section providing two ten-foot travel lanes with no stabilized shoulders. East of Bucher John Road, Main Road has a 2006 ADT of 125 vehicles per day east of Bucher John Road. Main Road is classified as a local road by Carroll County with a posted speed limit is 35 miles per hour.

Main Street to the south is the extension of MD 75. To the north, Main Street is a residential street with two 11-foot travel lanes, and grass shoulder areas. Sidewalks exist on the west side of the road from Elmer Wolfe Elementary School south to the railroad tracks, at which point sidewalks exist on both sides of the road to just before the southern Town limit. This section serves the elementary school and connects to Union Bridge and Bark Hill Roads. The posted speed limit is 25 miles per hour. No ADT numbers are available for this section. This section of Main Street is classified as a local street.

Quaker Hill Road is an extension of East Locust Street. It has a 22-foot paved cross section providing two 11-foot travel lanes with no stabilized shoulder area. It is classified as a local street with a 2006 ADT of 708 vehicles per day north of Shepherd's Mill Road. Quaker Hill Road has a posted speed limit of 40 miles per hour. Approximately eight percent of the daily traffic is attributed to heavy trucks.

Shepherd's Mill Road links MD 75 with Quaker Hill Road running a distance of 1.06 miles. It was constructed in 2003 and placed into service in January 2004 to serve as the primary route for truck traffic into and leaving the Lehigh Cement plant. A parallel rail spur was constructed to reroute rail cars into the plant this way as well. The road also serves as a second point of access into Town in the event that the Main Street bridge over Little Pipe Creek is flooded. Eventually, it also will serve the industrial area that borders it once that land is developed. This rural roadway has a 32-foot cross section providing two twelve-foot travel lanes with four-foot shoulders. ADT's taken in 2006 showed 1,083 vehicles per day at MD 75 and 846 at Ladiesburg Road. Shepherd's Mill Road is classified as a rural minor collector by Carroll County with a posted speed limit of 40 miles per hour.

SCENIC BYWAYS

The Old Main Streets State Scenic Byway passes through Union Bridge, following MD 75 from the county line in the south, through town along Main Street, then east towards New Windsor. The Maryland State Highway Administration partnered with Carroll County to designate the Old Main Streets Scenic Byway in 1999. It is virtually the only State Scenic Byway in the county, and as such is worthy of strategies that



encourage sensitivity when making decisions concerning the visual quality, historic resources and community character surrounding and in the vicinity of this resource.

It should be noted that the scenic byway designation is non-regulatory and has no funding associated with it at this time. The Town could benefit from the designation simply by virtue of the fact that visitors following the route may pass through and/or stop in town. However, many of the economic benefits that can accrue to towns located along scenic byways are only applicable once the jurisdictions located along the byway have written a corridor management plan and put in place certain oversight mechanisms. Should the Town decide to partner with the other jurisdictions along the byway to draft and adopt a corridor management plan, it could create opportunities for economic development, heritage tourism, or other revitalization efforts that are based on heritage and scenic resources.

2 Inventory of Pedestrian & Bicycle Facilities & Services

Within the corporate limits of the Town, sidewalk facilities are limited to Main Street and several side streets. Sidewalks are located on both sides of Main Street and are in good repair. Sidewalks are available through the business and residential areas east and west of Main Street from Farquhar to Whyte Streets; however, it is often limited to either the right or left side of the street. These side-street sidewalks are constructed of concrete, asphalt, or bricks, and many are in need of repair and the installation of handicap ramps. An inventory of the presence and condition of sidewalks in the downtown was conducted in 2004. The resulting 2005 Sidewalk Maintenance Program report recommended a phasing plan for repairing and replacing sidewalks. Currently the Town's plan remains unfunded.

The town has two busy intersections at Main Street and Broadway, and Main and Locust streets. The intersection of Main and Broadway is fully signalized with a clearly-marked pedestrian crosswalk and is handicap accessible. The intersection at Main and Locust streets has delineated pedestrian crosswalks and a flashing traffic signal activated by emergency vehicles.

Although there are no facilities within the study area that promote bicycle travel, the Town of Union Bridge established a walking/fitness trail and bicycle path through the Little Pipe Creek Greenway Park located on the east side of the town. The paved trail is 5-foot wide and approximately 2,500 linear feet in length (see map number 7 "Parks & Local Circulation"). The portion of Route 75 between New Windsor and Union Bridge is designated and marked as a state bicycle route by the State of Maryland.

A proposed greenway would support pedestrian and bicycle travel and follow the Little Pipe Creek stream valley. Little Pipe Creek Trail is a proposed County project that would link Union Bridge and New Windsor along a 3.5 mile trail. The 8 to 10 foot wide trail would parallel existing road rights of way and would provide a non-motorized transportation alternative for area residents.

3 Inventory of Other Transportation Facilities and Services

The following is a description of other transportation facilities and services that serve residents of the study area in some capacity.



A MARYLAND MIDLAND RAILWAY

Based in Union Bridge, the Maryland Midland Railway provides rail freight service to central Carroll and Frederick Counties. Maryland Midland Railway's network consists of a main line running between Highfield in the west to Emory Grove in the east. From these points, the line connects to CSX Railroad lines, providing nationwide linkages. From their Keymar junction just west of Union Bridge, the line also can provide connections south to Woodsboro and north Taneytown.

Union Bridge is Maryland Midland's headquarters, primary yard and repair facilities. As of October 2007, 5,000 tons of material are transported daily.

B PARK & RIDE LOTS

Park and ride lots are intended for commuters who transfer from their own vehicles to alternative means of getting to work: carpools, vanpools, etc. There are seven park and ride lots located in Carroll County. Six of the facilities are state owned; the seventh, near Sandymount Park, is owned by the County. None are accessible to commuters from Town or GA since all are located in the southern and eastern portions of the county. The Warehime Municipal Lot functions as a de facto park and ride location, providing approximately 20 parking spaces with a 72-hour limit.

C RIDESHARING OPPORTUNITIES

The Maryland Mass Transit Administration (MTA) has developed a free ride-matching service. This program has been designed to assist residents and employees with their commute to and from work by offering alternatives to driving alone. Currently, the primary focus is being placed on car pooling and van pooling.

D LOCAL TRANSIT OPPORTUNITIES

The Carroll Transit System began in 1972 as the Carroll County Senior Overland Service and was started by the Carroll County Bureau of Aging. In 1988 Carroll Transit became a private, non-profit corporation with a primary mission of providing reliable, efficient, and safe, transportation to older adults, persons with disabilities, economically disadvantaged, and transportation dependent citizens of Carroll County. In January 2003, the trade name was changed to Carroll Area Transit System (CATS). The name change was made to reflect its broader mission to provide services to the general public. The name change improved public perception and vehicle recognition, public awareness, and increased marketing opportunities. The public response has far exceeded expectations, with many positive comments and an increase in businesses purchasing advertising space on fleet vehicles.

The system operates Monday through Friday from 7 a.m. to 5 p.m. on a demand-response system. Sunday service is provided in the Westminster area on a limited basis for individuals needing transportation to churches in the Westminster area. Persons requiring transportation are requested to call 24 hours in advance to schedule their rides. Riders will normally share a vehicle with other passengers coming from the same general area, going in the same direction. Every attempt is made to accommodate passengers calling for same-day pick-up.



Transportation is provided to all five Carroll County Senior Centers and the Westminster Supper Club. The demand-response transportation is available to seniors and our disabled population on a primary-service basis and to the general population on a space-available basis. Demand-response service provides door-to-door service for all passengers. This agency provides coordinated service to and for 13 service agencies and 12 service providers in Carroll County.

E LOCAL PARATRANSIT OPPORTUNITIES

Locally paratransit services are provided by Butler Mobility for specialized transit services and also by CATS which has 18 lift equipped vehicles providing 37 wheelchair positions. The service currently provides transportation to medical appointments for nursing home residents and serves two dialysis clinics, one in Carroll County and one in Baltimore County. The fare for individuals going to a dialysis center is reduced. At least one vehicle goes into Baltimore City everyday, transporting passengers to hospitals and medical facilities. Transportation is also provided for the impaired to physical therapy and counseling facilities such as the YMCA, Health Department and various clinics, and educational and training facilities such as McDaniel College and Carroll Community College. Business Employment Resource Center (BERC) clients are picked up at their home, transported to daycare facilities (if necessary) and then to the training or job site. At the end of the day, this process is reversed. Paratransit services transport many individuals to and from their place of employment allowing them to become productive citizens of Carroll County.

4 Planned Major Streets within the 1990 Union Bridge and Environs Community Comprehensive Plan

Planned major streets are proposed in order to provide access, redundancy, and logical connections between developed and/or geographic areas. Numerous new roadways and roadway connections were proposed within the *1990 Union Bridge and Environs Community Comprehensive Plan*, most notably, Shepherd's Mill Road, which has since been completed. The following is a list of Planned Major Streets contained in the 1990 Plan:

- Proposed Route 77
- Route 77 / Union Bridge Road connection
- MD 75 / Ebert Road connection
- South Main Street / George Street connection
- Bucher John Road relocated

The extension of MD Route 77 has been on the books since April 1977. Continually increasing truck traffic as well as existing and planned residential development will continue to tax the existing road network. Currently westerly routes from Union Bridge are facing sharply increased demand and have not seen any significant improvements or upgrades. Changing conditions since the 1977 analysis should be considered through additional study to develop the most appropriate and viable solution for this corridor.

Some of these proposed roadways, if retained during the update of the plan, will most likely be privately funded through the development of the residential, industrial, and commercial sites on which they are contained.



ANALYSIS OF COMMUNITY NEEDS

Road improvement needs, pedestrian and bicycle needs, transit, and rideshare are aspects of transportation contributing to the overall network to be evaluated. To analyze these needs for transportation, several things were considered, including community survey and workshop results, current levels of service on roadways, existing conditions for services, and needs for improved safety and/or hazard mitigation.

Heavy tractor-trailer trucks regularly use the main streets of town and up until fall 2007 railcars traveled the length of Farquhar Street to move materials to and from the Lehigh Cement plant. Removing this heavy industrial traffic from the town's main streets would be a benefit to the health, safety, and quality of life for the residents of the town.

Most of the existing road structures are in good physical condition with adequate roadway capacity. While the roads through the study area have not been cited as problematic in terms of vehicular accidents, vehicles traveling in excess of the posted speed limit create safety concerns for residents along these roads. Therefore, the potential traffic impact of the proposed new residential developments creates concern.

The overall amount of truck traffic in the downtown area and on roadways not specifically designed for it also remains an issue. Some major roadways throughout the study area have actually seen a slight decrease in the overall vehicle trips generated within the past five years, an indication that the completion of Shepherd's Mill Road in January 2004, which carries between 846 and 1,083 trips per day, has had an impact on the overall roadway network. The addition of other commercial trucking and equipment operations at the north end of Main Street continues to modify truck traffic patterns throughout the community.

All of the proposed new roads and road relocations contained in the 1990 plan sought to create a road network with multiple routes in, around and through town. Based on areas of proposed residential and industrial development, these connector roads, once constructed, will ease the traffic burden on the town's principal artery, Main Street. They remain an essential part of the successful implementation of the Union Bridge Community Comprehensive Plan.

The pedestrian network in the Town of Union Bridge is inconsistent. Some areas are well-served by sidewalks that are in good condition, while other areas have no sidewalk connections, have sections that do not meet contemporary accessibility codes or have sidewalks that are in poor condition. Most notably, there are no sidewalks that extend north of Elmer Wolf Elementary School and no sidewalks that connect the town with the Community Center. Additionally, many existing sidewalks do not have handicap accessibility ramps. The *2005 Sidewalk Maintenance Program Report* identified problem areas in the town and recommended ways to address them.

At present, there are no facilities within the study area that promote safe bicycle travel. When surveyed, residents felt that a pedestrian and bicycle path was the most needed recreational facility for the study area.

Carroll Area Transit System (CATS) is the only transit system available and utilized in the study area. According to the community survey, a large portion of the residents commute to work outside of Carroll County. With no alternative transportation options, commuters and residents are faced with increased peak-hour traffic on MD 75, which is the only main road through Union Bridge. There are no designated park-and-ride facilities existing for ridesharing in the Union Bridge area.



RECOMMENDED ACTIONS

- 1 *Work with Lehigh, Maryland Midland and the County to continue work towards eliminating rail service on Farquhar Street and routing truck traffic to the appropriate roadways*

The new rail line that runs parallel to Shepherd's Mill Road and serves Lehigh, is now fully operational. This has eliminated the need for rail service on Farquhar Street as of fall 2007. The rehabilitation and reconstruction of Farquhar Street is slated to begin in spring 2008. Given the construction of Shepherd's Mill Road and its apparent effect on local traffic patterns, additional strategic connections should be explored to the north, south, and west of the Town in order to relieve any remaining roadways that are not adequately equipped to handle such traffic.

- 2 *Investigate and employ traffic calming options and determine where they may be applicable*

As neighborhoods grow, and as local traffic volume and speeds increase, it can be assumed that the Town of Union Bridge will be approached to implement some traffic control devices. Toward that end, it is recommended that a policy for selecting areas appropriate for traffic calming be proposed. Included in that policy should be some recognition of the types of traffic calming to be allowed in the Town.

- 3 *Ensure that recommendations from traffic studies are implemented as conditions for approval in the subdivision and site plan process*

Along with public water, sewer, schools, and emergency services, the impact development has on the overall roadway network should also be of paramount concern. Mitigation, either minimizing the impact or even improving the traffic conditions as a result of development, is the top priority when determining the scope of a traffic study. These studies generally examine horizontal and vertical alignment, speeds, lane widths, condition of paving, average daily trips (ADT), peak trips, and any other criteria deemed necessary. Traffic studies should be required for any major subdivision or site plan and the subsequent outcomes from those studies should be tied to the approval process.

- 4 *Address planned major streets to ensure that current and future conditions are included in planning assessments*

Among the needed improvements to the community road network are improved access route, particularly for truck traffic to the west and north. Currently, Union Bridge Road and Route 75 are the primary conduits, each providing significant limitations as a major truck route. Anticipated residential growth will continue to increase the challenges and existing conflicts. While the proposed alignment of Route 77 may likely need to be revisited, the need for improved traffic flow remains. The Town should re-open the dialog with the County and State to begin updating the needed studies and planning to develop a viable plan for Route 77 Extended to include all of the current and anticipated changes in the Union Bridge growth area.



This will require getting the RT 77 Extended proposal onto the transportation priorities list, a status that the town will have to advocate for with the County and the State. This process will also provide extensive opportunities for all community stakeholders to be involved in the planning discussions.

5 Seek funding to implement the recommendations contained in the 2005 Sidewalk Maintenance Program report

Sidewalks connecting residential areas to commercial areas and downtown are important to the overall connectivity of a community. Areas where sidewalks could be improved or constructed to help provide access for pedestrians to these locations are identified in the *2005 Sidewalk Maintenance Program for the Town of Union Bridge*. This report identifies the overall scope of the program as well as segments throughout the Town where sidewalks do not exist, where sidewalks are in deteriorating condition and need to be replaced, where slopes or high banks exist, where additional easements may be needed, and where certain replacement materials (i.e. concrete, brick) should be used. Upgrading of the sidewalk network would provide a more usable alternate means of travel within the downtown area and could also help to reduce traffic congestion. Concurrent with this plan, the Town has already begun exploring funding options available through Safe Routes to Schools grant programs, sidewalk retrofit monies, and other community reinvestment programs aligned with “healthy communities” and “aging in place” initiatives.

6 Consider the impact of roadway improvements and adjacent development in the vicinity of State Scenic Byways

The Old Main Streets State Scenic Byway is virtually the only State scenic byway in the county. It is worthy of strategies that encourage sensitivity when making decisions concerning the visual quality surrounding this resources. SHA’s *Scenic Byway CSS Guidelines* should be consulted whenever any type of roadway improvement occurs along the byway. Additionally, because of the quality and quantity of historic and scenic resources throughout the community, utilizing these guidelines when reviewing transportation projects adjoining the Scenic Byway areas will serve to help realize other plan goals relative to preserving community and historic character.

7 Address the need for bicycle and pedestrian facilities

Consideration should be given to revising the Town’s site plan and subdivision regulations to also place an emphasis on bicycle and pedestrian facilities in new developments and exploring ways to retrofit these facilities into the existing built environment. The pedestrian element of the *2005 Land Preservation, Parks & Recreation Plan* also involves the connection, on a larger scale, via sidewalks, alleys and trails, of points of interest and destinations in and around the GA. The goal of a bicycle/pedestrian trail system is to improve circulation while giving local citizens the opportunity to enjoy local amenities and conveniences without having to drive their automobiles.



FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

- 1 *Work with Lehigh, Maryland Midland and the County to continue work towards eliminating rail service on Farquhar Street and routing truck traffic to the appropriate roadways*

Undetermined Impact: The majority of the costs associated with the rehabilitation and repair of Farquhar Street will be the responsibility of the County and Maryland Department of Transportation. The County also performed the engineering work. The County’s share of the costs total \$155,000. The State of Maryland is providing \$166,000 in the form of a grant. The Town and/or residents may have costs associated with the replacement of water and sewer mains or individual service lateral connections. Further information will be required to finalize these costs.

- 2 *Investigate and employ traffic calming options and determine where they may be applicable*

No Fiscal Impact

- 3 *Ensure that recommendations from traffic studies are implemented as conditions for approval in the subdivision and site plan process*

No Fiscal Impact

- 4 *Address planned major streets to ensure that current and future conditions are included in planning assessments*

Fiscal Note: There are three planned roadway projects contained in the Union Bridge & Environs Community Comprehensive Plan. The first two would have “No Fiscal Impact” and the third would have an “Undetermined Impact”:

- The unnamed connector road running between Union Bridge Road and the future Route 77 Extended, which will be a developer-funded road included and /or completed with the development of the Bowman and Clemson-Wilson properties;
- The unnamed connector road between South Main Street and George Street, which also would be a developer-funded road constructed during the development of the affected parcels;



- The re-analysis, design, engineering and construction of the proposed Route 77 Extended. The preliminary study for this roadway is more than 30 years old. However, some of the issues that it was intended to address at that time may remain. Updated studies to assess current conditions and future needs will be required, as well as development of all steps to prepare for and construct the needed roadway improvements. The original analysis called for an approximately 4-mile long roadway, with two 12-foot wide travel lanes with 10-foot wide shoulders and a total right of way width of 100 feet. There were three proposed alignments, each with slightly varying length and land acquisition needs.

Current construction estimates might range from \$5,836,496 to \$6,107,963, exclusive of land acquisition costs. This includes construction of a new 24-foot wide road way at \$246 per linear foot, minimum estimated engineering cost of \$150,000 and a 10% contingency for minor utility relocations and other incidentals. All costs would likely increase if final proposals include significant engineering problems, major intersections or other structures in sensitive areas. Land acquisitions costs would be in addition to these estimates. Based on projections of the various alignments, approximately 50 acres of land would be required and estimates would begin at \$6,250,000 at a typical \$125,000 per acre.

5 Seek funding to implement the recommendations contained in the 2005 Sidewalk Maintenance Program report

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

Currently, construction costs for priority sections would need to be estimated at approximately \$3 per square foot to remove and dispose of existing sidewalks and \$5 per square foot to construct new sidewalk. In areas where curbing would need to be replaced, current estimates would run \$30 per linear foot to remove existing curbing and replace it with new. The projects may be able to be completed more cost effectively if smaller projects are grouped to create larger sections.

6 Consider the impact of roadway improvements and adjacent development in the vicinity of State Scenic Byways

No Fiscal Impact

7 Address the need for bicycle and pedestrian facilities

Undetermined Impact: The cost to construct trails ranges from \$100,000 per mile for a 6 foot-wide trail located on parkland to \$500,000 per mile (including acquisition, construction, and shoulder widening) for an 8 to 10 foot-wide trail located alongside a road. Because the trails in this plan could be constructed in whole or in part by developers, the State Highway Administration and/or the County, it is difficult to determine the

UNION BRIDGE COMMUNITY COMPREHENSIVE PLAN



direct fiscal impact that implementing this recommendation would have on the Town and/or the County.

Fiscal Note: The Little Pipe Creek Trail is estimated to cost \$2,194,000, including acquisition, design and engineering, and construction.



CHAPTER 8: COMMUNITY FACILITIES

GOALS

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

- To monitor and address as appropriate the capacity of community facilities before they reach crisis levels
- To secure funding for infrastructure expansion/improvements to meet the needs of planned new and existing development
- To ensure availability of all needed community facilities within or close to the community
- To move towards community facilities becoming at least self-sustaining or revenue-neutral
- To provide a variety of recreational opportunities for all age groups

CURRENT CONDITIONS

1 Public Schools

Of the four schools that serve students in the study area, only Elmer A. Wolfe Elementary School is located in the study area itself (see “Community Facilities” map). The elementary school is located at 119 North Main Street in Union Bridge on the site of an original high school, a three-level structure originally built in 1931. The new Elmer A. Wolfe Elementary School opened in the fall of 1998 and incorporated the original stone pediment and other features of historical significance from the original 1930's vintage building in order to maintain a link between the school of the past and that of the future.

The new building is a single-level structure that boasts an expanded gymnasium for school use as well as a variety of community uses. Elmer Wolfe Elementary serves students in Pre-Kindergarten through grade 5, with a State-rated capacity of 584 students. The attendance area for the school extends from Keymar through Union Bridge and New Windsor and south to Marston.

New Windsor Middle School is located at 1000 Green Valley Road in New Windsor. New Windsor Middle opened in 1995 to replace the original facility built in 1959. The school serves students in grades 6 through 8, with a State-rated capacity of 638 students. The attendance area of New Windsor Middle extends from Keymar through New Windsor, south to Taylorsville and east to Westminster. All but the northwestern corner of the Union Bridge GA is within the New Windsor Middle attendance area.

Northwest Middle School is located at 99 Kings Drive, Taneytown, in the northwestern section of the County. Northwest Middle was opened in 1976. Northwest Middle serves students in grades 6 through 8 and has a State-rated capacity of 935 students. The school's attendance area extends from Middleburg west



to Frederick County, north through Taneytown to the Mason-Dixon Line, and east through Uniontown. Only the northwestern corner of the Union Bridge GA is served by the facility.

Francis Scott Key High School is located at 3825 Bark Hill Road, just outside Union Bridge. Francis Scott Key High School was originally constructed in 1958 and underwent a major renovation and addition in 1999. The 43,000-square-foot addition has a media center with a teleconferencing classroom, arts suite, classrooms, boiler room, and an elevator that connects existing corridors for improved circulation. The remainder of the school has been completely renovated, including building code updates, energy efficient heating and air conditioning, electrical service, and the integration of information technology. Subject areas have been grouped in a modified departmental model based on logical, real world connections. The entire school has been wired for voice, video, and data transmission.

Francis Scott Key High School is a two-level structure that serves students in grades 9 through 12 and has a State-rated capacity of 1,304 students. The attendance area of the school currently includes the Northwest area of the County from the Mason-Dixon Line west to Frederick County to Marston, and east to Westminster.

Union Bridge Area Public Schools Enrollment and Capacities					
School	Enrollment (FTE)	Local-Rated Capacity	% of Capacity	State-Rated Capacity	% of Capacity
Elmer Wolfe Elementary	446	653	68	544	82
New Windsor Middle	449	766	59	638	70
Northwest Middle	594	1,109	54	924	64
Francis Scott Key High	1,284	1,565	82	1,304	98

Source: Carroll County Board of Education, enrollment data as of November 2006

2 Libraries

The citizens of Union Bridge are served by the Taneytown Public Library (located at 10 Grand Drive in Taneytown) and the Westminster Public Library (located at 50 East Main Street in downtown Westminster). The Westminster Branch opened in 1980 and was the county’s first modern library facility. The library contains 40,000 square feet of building space, 13,000 square feet of which is unfinished basement space. The structure occupies a 1.25-acre site.

At the end of fiscal year 2003, the library had a circulation of 954,615 items, representing 25.3 percent of the County’s total of 3,044,266 items. Given the 22,000 square feet devoted to library functions, the library can accommodate a population of approximately 36,300 with relative ease (i.e., based on a ratio of 1.65 persons served per square foot of library area). This full-service branch library is heavily used and is considered overcrowded under current conditions.

The current Taneytown Branch was opened in 1989, offering 9,890-square feet of building space. Although the Taneytown Branch is smaller than the Westminster Library, it functions as a full-service branch and can accommodate a population of roughly 16,000. The library currently holds approximately 59,700 volumes.

The library building sits on a one-acre parcel of land and has room for expansion. Due to the increased population in the northwest region of the county, the Taneytown Branch will be undergoing a 5,000-square



foot building addition to be completed in December 2008. This addition will be programmed to serve both adult and youth patrons.

3 Solid Waste

The Town of Union Bridge contracts with Hughes Trash Removal for curbside pick-up of trash and recyclables for the residents of the town. The Town provides yard waste pick-up and fall leaf pick-up free of charge for in-town residents during the summer and fall months of the year. The residents outside of the town utilize private refuse pick-up. Waste is hauled to the Northern Landfill.

Carroll County's public solid-waste disposal system consists of one sanitary landfill, the Northern Landfill, which is designed to accommodate the entire county's waste stream except for hazardous waste. All types of residential and commercial solid wastes generated within the county are accepted, including white goods, tires, construction and demolition rubble, and yard waste. Scrap metal is contracted for removal by a scrap dealer and wood and yard waste are mulched or composted. Only waste generated within the county is accepted at the landfill.

Owned and operated by the County, the Northern Landfill is located at 1400 Baltimore Boulevard (MD 140), which is southeast of Westminster. Comprising 220 acres (of which 65 acres are permitted as sanitary landfill space for existing and future use), the facility opened in 1988 as a state-of-the-art secured sanitary landfill. The landfill is divided into four cells. Once these cells are filled, a fifth capping cell will be filled on top of the four cells. In all, the site contains a sanitary and rubble landfill, recycling center drop off, mulch/composting facility for yard waste, MRF operations, and a transfer station. Current projections that assume a population growth rate of 2 percent per year and the continuation of waste transference indicate that the facility will be at capacity in 2064.

Based on the county's population, State law dictates that the County reduce its solid waste stream by 20 percent through recycling. The County requires that licensed trash haulers provide to all their customers, both residential and commercial, voluntary recycling. The County's Recycling Center, located at the Northern Landfill, provides recycling of tires, glass jars and bottles, aluminum and tin, mixed paper, cardboard, rigid plastic bottles and jugs, car batteries, textiles, and white goods. The County has set a goal to recycle 40 percent of the total solid waste that is generated in the county. In 2002, the County recycled 48 percent of the total waste stream. County residents are responsible for hiring a trash hauler to pick up their trash and recyclables, or they can self-haul to the landfill and recycling center.

Refuse is delivered to the Northern Landfill by county residents and licensed haulers. On average, 6.4 percent of the waste is landfilled; 40 percent is recycled (sorted and transferred from the landfill); and the remaining 53.6 percent is dumped, reloaded, and transferred by truck to another disposal facility. Almost 90 percent of the waste needing disposal will be transferred to another landfill in Virginia or Pennsylvania.

The Northern Landfill serves an estimated county population of nearly 161,778 (December 2002). The four cells have a total capacity of 2,082,020 cubic yards (or 1,041,010 tons). With the addition of the fifth capping cell, the total capacity will be 3,504,187 cubic yards (or 1,752,094 tons). At the end of 2002, the landfill contained 947,989 cubic yards of waste, leaving a remaining capacity of 2,556,198 cubic yards for the four existing cells. Projections for 2002 to 2012 indicate that 14,800 to 18,000 tons (or 29,000 to 35,300 cubic yards) of waste will be land filled at the Northern Landfill and 87,600 to 98,000 tons of waste will be



recycled, ultimately serving a county population of approximately 195,919.

Northern Landfill - Municipal Solid Waste Actual (1998-2002) and Projected (2003-2012)*					
<i>Year</i>	County Population	Waste Land Filled (Tons)	Waste Recycled (Tons)	Waste Transferred (Tons)**	Total Waste Generated (Tons)
1998	150,640	14,635	66,713	102,677	184,025
1999	153,000	12,000	74,665	99,995	186,660
2000	156,000	12,235	76,128	101,957	190,320
2001	159,000	12,415	77,592	103,973	193,980
2002	162,000	12,649	79,056	105,935	197,640
2003	165,000	12,883	80,520	107,897	201,300
2004	168,000	13,117	81,984	109,859	204,960
2005	171,000	13,352	83,448	111,820	208,620
2006	174,000	13,586	84,912	113,782	212,280
2007	177,000	13,820	86,376	115,744	215,940
2008	180,000	14,054	87,840	117,706	219,600
2009	183,000	14,287	89,304	119,669	223,260
2010	186,000	14,523	90,768	121,629	226,920
2011	192,077	17,772	125,628	96,946	240,346
2012	195,919	18,077	128,141	98,935	245,153

* For projected years, assumes land filled waste is 6.4 percent and recycled waste is 40.0 percent of total waste generated
 ** Waste transferred out-of-county
 Note: To convert to volume (cubic yards), multiply weight (number of tons) by 2.
 Source: Carroll County Department of Enterprise and Recreation Services, 2003

The County has no plans to change the operations of the landfill or expand its capacity beyond the five cells currently anticipated.

4 Senior Centers

Senior residents in the Union Bridge area may be served by the nearest senior center located in Taneytown. The Taneytown Senior Activities Center was constructed in 1988, offering 4,400 square feet of space. An additional 3,600 square-foot expansion was opened in July 2000. Taneytown’s senior center serves more than 300 registered seniors from the Union Bridge, New Windsor, and Taneytown areas. The center serves lunch and dinner meals, sponsors recreational and educational activities, health screenings, financial advice, legal aid, and health insurance counseling to the area’s seniors. The building is also available for public and community meetings.

The Taneytown Senior Activities Center serves the population of the general northwest area of the county. No defined service area is attached to any of the senior centers in the county, and seniors are free to attend activities at any of the centers.

5 Parks and Recreation

Little Pipe Creek Park and Habitat Restoration Area is a greenway located on the east side of town. The park is a wetland and forest restoration project that promotes walking and species appreciation and



conservation.

The Union Bridge Community Center is open during daylight hours and offers a variety of recreational facilities including a multi-purpose building, a comfort station, picnic pavilions, ball fields, tennis courts, and a tot lot.

Union Bridge's inventory of recreational facilities is enhanced by those facilities located on public school properties. Currently, a joint-use agreement exists between the Board of Education, the County, and the Town, which permits sponsored recreational activities to take place on school property during non-school hours. Each school schedules its facilities individually. The availability of facilities may vary between schools, but include multi-purpose ball fields, gymnasiums, multi-purpose rooms, and an auditorium located at the high school.

The West Carroll Recreation Council administers many local recreation programs and assists in determining the recreational needs of their communities. Recreation Councils are bodies made up entirely of volunteers, with an elected set of board members. The West Carroll Recreation Council offers many choices of recreational programs and activities for youth and adults alike.

Refer to the "Parks and Local Circulation" and "Community Facilities" maps (numbers 7 and 8 respectively) for the location of these resources.

6 *Public Safety: Police Services*

A MARYLAND STATE POLICE

The Maryland State Police are charged with providing full police services to the citizens of Carroll County. Coverage is 24 hours a day, 7 days a week. This is the primary law enforcement agency for the County, which also provides crime-prevention services. The agency offers several educational programs, including DARE (Drug Awareness, Resistance, Education program), several community crime-prevention programs, REALITY (an anti-drug program), and various elementary school safety programs.

The State Police Westminster Barrack "G" is located at 1100 Baltimore Boulevard (MD 140), east of Westminster. The current barrack opened in 1999 and is on the same site as the previous facility that opened in 1961. The new building contains 12,100 square feet and is situated on a 2.5-acre site. An estimated 30 to 40 additional staff could be accommodated within the new building; however, there is no additional room on the site to accommodate an expansion of the building. The current facility is expected to meet the agency's needs for the next 20 years.

On January 1, 1974, the Carroll County Commissioners and the Maryland State Police instituted the Resident Trooper Program. The program is designed to provide additional police protection on an ongoing basis as an area increases in population and non-residential development. Resident troopers are hired on the basis of increased population and calls for emergency assistance. Resident troopers and barrack troopers perform the same functions; the main difference is that barrack troopers are paid by the State and the County pays resident troopers. Resident and barrack troopers have jurisdiction in both the county and town.



In August 2007, the Maryland State Police had 79 sworn police officers assigned to the Westminster barrack. The barrack consists of 66 uniformed patrol officers, 2 are K-9 troopers and 13 are investigation troopers. Of that total 50 are resident troopers, consisting of 41 uniform troopers and 9 investigation troopers. A resident trooper used to be assigned to the Towns of New Windsor and Union Bridge, but the County Sheriff's Office has taken over that jurisdiction and currently provides a community deputy for Union Bridge.

Between 2001 and 2006 the total number of calls countywide requesting a response from the Maryland State Police were: 41,165 calls in 2001, 40,214 calls in 2002, 51,862 calls in 2003, 51,100 in 2004, 42,791 in 2005 and 45,255 in 2006.

B CARROLL COUNTY SHERIFF'S OFFICE

The Carroll County Sheriff's Office provides concurrent law enforcement to the Maryland State Police and is generally responsible for the operation of the Carroll County Detention Center, courtroom security, and civil process services. More specifically, duties and responsibilities of the Sheriff's Office include, but are not limited to: preserving the peace and maintaining public safety, enforcing laws, arresting and committing to jail felons and other violators of statutory or common law, executing legal process as directed, attending trial courts of record and preserving the peace within the courthouse and courtrooms, providing custody to and transportation of prisoners, and executing and carrying out the mandates, orders, and directions of the courts.

The Sheriff's Office has jurisdiction throughout the county, including within the municipalities. Coverage is provided 24 hours per day and 7 days per week. Since June 20, 2002 the Town has funded a half-time Community Deputy through the Carroll County Sheriff's Department.

The County Sheriff is elected at large for a four-year term. As of January 2007, the Sheriff's Office comprised 94 full-time employees; 67 sworn police officers (i.e., Sheriff and Sheriff's Deputies) and 27 civilian employees. Anticipated budget increases are intended provide expanding coverage to attempt to keep pace anticipated growth.

The Carroll County Sheriff's Office and County Detention Center share the same building, located at 100 North Court Street within the City of Westminster. Opened in 1971, the building was expanded in 1984 and 1999. With the completion of the 1999 expansion, the building has probably reached its limit for enlargement on this site. The Sheriff's Office component of the building is severely overcrowded.

C PUBLIC SAFETY: FIRE AND EMERGENCY MEDICAL SERVICES (EMS)

Fourteen fire companies protect life and property during fires, natural disasters, auto accidents, home accidents, or illnesses within Carroll County. The companies also promote fire prevention and educate the community about fire and emergency practices. The Union Bridge study area is located entirely within the Union Bridge fire district (also known as the first-due area). This fire district also extends well beyond the limits of the study area.

According to the Carroll County Office of Public Safety, the study area presents no obvious limitations or



impediments to responding apparatus, other than normal situations such as traffic volumes and weather conditions. The County’s Concurrency Management Ordinance addresses issues of adequate service by tracking the number of late and no responses and making annual recommendations for the appropriate adjustments to correct inadequate service levels. The *Emergency Services Master Plan*, developed by the Carroll County Volunteer Emergency Services Association, addresses specific recommendations for improvements to the service of equipment of fire companies in Carroll County. Please refer to this plan for fire and EMS recommendations related to these services.

7 Union Bridge Fire Company, Station No. 8

The Union Bridge fire district has an estimated population of 2,938 (as of January 2007), serving approximately 1.7 percent of the county’s population. Comprising 18.55 square miles, the district serves an estimated population density of 158 persons per square mile.

Union Bridge Fire Department - Emergency Services Responses			
Year	Fire/Rescue Responses	Ambulance Responses	Total Responses
1996	361	350	711
1997	300	484	784
1998	286	492	778
1999	288	437	725
2000	279	444	723
2001	311	525	836
2002	295	493	788
2003	295	536	831
2004	276	479	755
2005	276	544	820
2006	251	441	692

Source: Carroll County Office of Public Safety, 2007

The Union Bridge Fire Company, located at 8 West Locus Street in town, operates Engines 81 and 82, a Rescue Squad, an ALS equipped ambulance, and other smaller vehicles.

The Union Bridge Fire Company provides special services to the Lehigh Portland Cement Plant located in Union Bridge. This facility can present emergency situations that are unique to a heavy industrial complex of this type. Fire company personnel are trained accordingly and operate a rescue squad for rapid response to this facility. This specialized unit is also available as a service to the surrounding fire districts.

Other fire companies in the area that provide assistance to Company No. 8 are Taneytown, New Windsor, and Westminster, as well as Libertytown and New Midway in Frederick County. Fire companies typically work together to provide the necessary resources particular to each incident. This means that units from several fire companies may be responding to an incident at the same time, depending on the type of emergency. Fire and EMS units routinely respond across county lines to provide mutual aid.

8 Public Water Service

The Town of Union Bridge owns and operates the community water supply system, which serves



approximately 1,049 people residing within the Town’s corporate limits. The existing and planned service area is situated in the west-central portion of the County and encompasses approximately 1,352 acres. This area is shown on the “Water Service Areas” map, which is map number 9 in this document.

A CURRENT WATER SUPPLY

The Town has completed several major system improvements since the Water and Sewer Master Plan was last updated in 2002/2003. The system is supplied by two wells. The Town’s primary well, located on West Locust Street, was purchased from the Union Bridge Water Company in 1963. The well was drilled in 1913 and is estimated to have a safe yield of 0.576 mgd. A second well became operational in 2003. This well is located near Whyte Street on property owned by the Union Bridge Fire Company. The Town has secured an easement from the fire company for the well and a buffer area surrounding the wellhead. This well has an estimated safe yield of 0.100 mgd. The wells are combined under appropriation permit # CL1979G048(05) for 0.166 mgd average use.

Both wells are tied into a new 300,000 gpd water treatment plant (WTP), constructed in 2004. Due to concerns that the Town hall well may have been “under the influence” of surface water, and also due to fluctuating nitrate levels, the Town installed a filtration system, nitrate removal equipment, and telemetry as part of the new WTP project. Further modifications will be considered after future sources come on-line, to ensure that there is sufficient water supply and pressure while upgrades are being made.

A third well (#3) has been drilled north of MD 75 on property annexed by the Town in 1992. This property is proposed for residential and commercial development. Well #3 is housed in a new water treatment plant, which also has filtration and nitrate removal equipment. This well should be placed online in the future, and has an estimated yield of 144,000 gpd. The cost of drilling, testing, and bringing the well online will be borne by the developer. The well will be connected by means of an 8-inch water main extension into the Town’s system.

Average daily metered water use is estimated to be .114 mgd, and the system serves approximately 1,049 people. Actual water pumped was .181 mgd in the given time period. However, this figure is skewed due to leakage. The Town is implementing a leak detection and repair program.

The Town’s water has a high hardness rating with a pH value of 7.6. A chlorine generation system was installed as part of the WTP project in 2004.

Union Bridge Community Water System Sources - Appropriations			
Water Source	Permit Number	Permitted Daily Average Use (gpd)	Average Day Demand Month of Maximum Use (gpd)
Locust St. and Whyte St. Wells	CL1979G048 (05)	166,000	200,000
Phillips Well (not in use)	CL1979G148 (03)	42,300	82,000
Total		208,300	282,000

B STORAGE

The water supply system uses one glass-lined steel tank for storage. This elevated tank has maximum



capacity of .3 mgd, and reserves a two- to three-day supply for residents in the event of a well failure. This elevated tank was constructed in 2003 and replaced a .29 mgd ground level tank. The elevated tank significantly improved water pressure for residential use and fire protection. An additional water tank will be added to the system as part of the development of the Jackson Ridge project. This tank will be located on the eastern end of the tract, off the future Skyview Landing, near Bark Hill Road. The capacity and other technical specifications have been studied and confirmed by ARRO Consulting for the Town in March, 2007. ARRO's studies have also taken into account the projected capacity to serve current planned development of the Bowman property. Current projections call for a 300,000 gallon capacity tank.

C DISTRIBUTION MAINS

New eight-inch water lines, water meters, automated meter reader technology, valves, fire hydrants, and related water improvements were completed in Main Street, Locust Street, East Elger Street, Lehigh Drive, and White Street in 2003 and 2004. The new mains replaced substandard four and six-inch lines, and provided for "looping" at several locations in the system. Fire protection was enhanced with increased water volume and pressure and the installation of additional fire hydrants. A new water distribution main was also extended along Ladiesburg Road and Quaker Hill Road to service new development, particularly the Shriner Court elderly residential development.

As part of its water system improvement project, the Town installed updated computer systems and water billing software. The new billing system is part of an automated meter reader system installed with the new water meters.

D PLANNED SYSTEM IMPROVEMENTS

A second elevated water storage tank will be constructed in the northeast quadrant of the Phillips property to serve future development.

The West Locust Street Well #1 (the Town's primary well) will be rehabilitated subsequent to the completion of the Jackson Ridge water tank to ensure sufficient volume and pressure to meet demand during the rehabilitation work. The well was drilled in the early 1900's and needs to be re-lined and rehabilitated to reduce the influence of surface water.

In connection with the planned development of the Bowman property, a well has been located and drilled with a yield of 130 gpm. A water appropriation permit from MDE is pending for this well.

E MAINTAINING DEVELOPMENT DENSITY

The planned water service area for Union Bridge and its environs is comprised predominately of higher density residential, commercial, and industrial land use designations and zoning classifications. The Union Bridge Community Planning Area also contains nearly 420 acres of Conservation zoning, located in the vicinity of Little Pipe Creek. Although planned to be served by both community water supply and sewerage systems, the Town has been successful in securing portions of the Conservation zone for public use. As areas are annexed or developed, the Town has acquired environmentally sensitive areas including wetlands, floodplains, streams, and forests. Union Bridge has promulgated a policy to create greenways surrounding



the Town. These greenways will be protected and used for recreational enjoyment of the public. However, the Town may allow underground public water lines, sewer lines, and other public transmission lines, to be placed within the greenway areas. The Conservation zoning classification permits a lower density of residential development (i.e., minimum 3-acre lot size for conventional residential development) than is generally found in areas planned for community services. The Union Bridge Zoning Ordinance contains a provision for cluster subdivisions whereby conservation zoned land which is planned for both community water and sewer service may be subdivided into smaller lots. In order to cluster the lots, the number of proposed lots may not exceed the number that would be permitted with a conventional development, and the unlotted portion of the development, derived from the reduction of lot size, must be provided and maintained as “common open space.” The Town of Union Bridge anticipates that these conservation zoned areas will develop as cluster subdivisions so that small lots that will be served by community water and sewerage may be concentrated on the most developable land and the remaining land, comprising steep slopes, floodplains, and streams, may serve as open space. However, the Town will continue to call for the protection of sensitive areas and the preservation of open space and parkland including the formation of municipal greenways and linear park systems along Little Pipe Creek and Cherry Branch.

F ALLOCATION PROCEDURE

A lack of new subdivision activity in Union Bridge has resulted in a “first come, first serve” allocation policy for Town water services. Any new development activity that necessitates an expansion of the existing water system will be required to provide the additional water at the sole financial responsibility of the developer; no burden for the expansion will be borne by the existing residents of Union Bridge. A water benefit-assessment fee is charged for all new residential and commercial uses.

The Maryland Department of the Environment and the Town of Union Bridge are considering a program involving the acquisition of property and/or transference of water recharge easements as a means to increase the land area within the Union Bridge watershed surrounding certain wells. The Town and MDE are working to approve deed restriction language to achieve the goal of allocability transference. MDE is also reviewing this proposal with the Maryland Department of Agriculture to determine what degree groundwater allocability is eligible for transference from lands in agricultural preservation.

Union Bridge may require additional water allocation based on an estimated average of 320 gallons per day (gpd) per residential dwelling unit, in order to provide sufficient public drinking water to service new development and growth.

9 *Public Sewer Service*

The Town of Union Bridge owns and operates the community sewerage system serving approximately 1,049 persons within the Town limits.

The existing and planned service area covers approximately 1,406 acres, as shown on the “Sewer Service Areas” map, which is map number 10. The first waste treatment system for the Town of Union Bridge was constructed in the 1960’s and consisted of a collection system, wet well, and pumping facility, and used a five-acre lagoon for treatment. In 1971, the plant was modernized and upgraded to secondary treatment with an activated sludge process known as extended aeration. In 1983, improvements were made to the



treatment process to improve final effluent quality and the lagoon was eliminated from the treatment process. The current wastewater treatment plant (WWTP) has a design capacity of 0.200 mgd. Flows averaged .137 mgd in 2004. Individual service is not metered.

The system for the entire Town is gravity fed to a wet well from which all sewerage is pumped into the plant. Final effluent is discharged into Little Pipe Creek.

Sludge is disposed of by transporting to another WWTP in Carroll County. The amount of wet sludge transported is 683.9 tons and 6.84 tons of dry sludge.

In 2004, the 2003 Carroll County Master Plan for Water and Sewerage was amended to include Francis Scott Key High School in the Union Bridge Sewer Service Area. Carroll County and the Board of Education have conducted a pump and haul operation since 1999 when the school was modernized and problems with waste disposal arose. The force main and pumping station from the school to connect to the Town of Union Bridge's system reached final design in August 2006 and construction was completed in October 2007. An additional 8,000 gallons per day of flow is expected from the school to the Union Bridge system.

A FUTURE SYSTEM NEEDS

The existing sewage treatment plant will not handle projected growth in the planned service area. The WWTP will need to be expanded to enable more than a limited number dwelling units to be hooked up to the public system.

A preliminary engineering expansion study was completed in February 2005. That study recommends that a new WWTP be constructed at a different location in order to locate the plant out of the floodplain. After reviewing the four biological treatment processes studied at that time, the Town may choose the Orbal System for final design consideration. As of early 2008, for inclusion in the 2009 Community Investment Program budget, funding was being proposed to begin explorations of feasible relocation sites. In addition, the Town may conduct a flow monitoring program to determine peak hourly flows and the amount of inflow to the sewer main along Little Pipe Creek. The Town is also reviewing the feasibility of and need to replace and enlarge this sewer main to serve new development. The cost of these improvements will be borne primarily by developers. The timetable for executing a final design for an expansion of the treatment plant to 0.800 mgd has yet to be determined and there may be other alternatives relevant for consideration at the time funding is available

B MAINTAINING DEVELOPMENT DENSITY

The planned sewer service area for Union Bridge and its environs is comprised predominately of higher density residential, commercial, and industrial land use designations and zoning classifications. The Union Bridge community planning area also contains nearly 420 acres of Conservation zoning, located in the vicinity of Little Pipe Creek. Although planned to be served by both community water supply and sewerage systems, the Town has been successful in securing portions of the Conservation zone for public use. As areas are annexed or developed, the Town has acquired environmentally sensitive areas including wetlands, floodplains, streams, and forests. Union Bridge has promulgated a policy to create greenways surrounding the Town. These greenways will be protected and used for recreational enjoyment of the public. However,



the Town may allow underground public water lines, sewer lines, and other public transmission lines, to be placed within the greenway areas.

The Conservation zoning classification permits a lower density of residential development (i.e., minimum three-acre lot size for conventional residential development) than is generally found in areas planned for community services. The Union Bridge Zoning Ordinance contains a provision for cluster subdivisions whereby conservation zoned land which is planned for both community water and sewer service may be subdivided into smaller lots. In order to cluster the lots, the number of proposed lots may not exceed the number that would be permitted with a conventional development, and the unlotted portion of the development, derived from the reduction of lot size, must be provided and maintained as “common open space.” The Town of Union Bridge anticipates that these conservation zoned areas will develop as cluster subdivisions so that small lots that will be served by community water and sewerage may be concentrated on the most developable land and the remaining land, comprising steep slopes, floodplains, and streams, may serve as open space. However, the Town will continue to call for the protection of sensitive areas and the preservation of open space and parkland, including the formation of municipal greenways and linear park systems along Little Pipe Creek and Cherry Branch.

C ALLOCATION PROCEDURE

The allocation policy for available sewer service capacity in Union Bridge is similar to the allocation policy practiced for water service provision, i.e., first come, first serve. Costs for expansion of sewer capacity due to new development are the responsibility of the developer. The Town also charges a sewer benefit-assessment fee for every new unit.

The Town of Union Bridge will only approve sewer service up to .020 mgd less than what is allowed under the National Pollutant Discharge Elimination System (NPDES) permit. The purpose for this policy is to avoid planning to the limit of capacity. Improvements to the system’s capacity are required within .020 mgd of the NPDES permit. If system use reaches within .020 mgd of the capacity limit specified on the NPDES permit, developers of additional land will be responsible for providing and/or paying for the needed system improvements resulting from that development. No reservations or set-aside policies for businesses or residential developers are currently provided. However, such a policy may be considered by the Town.

ANALYSIS OF COMMUNITY NEEDS

1 Public Schools

The planning process for public schools is a function of the Board of Education, which has its own Facilities Master Plan. As a result, this comprehensive plan does not address specific facility needs.

State and local rated capacity projections for the public schools through the 2015 school year indicate that the schools in the Union Bridge area will be adequate. However, the analysis provided in the Municipal Growth chapter regarding the impact of planned growth on school facilities indicates that school capacity probably will need to be expanded at one or more of the schools at some point in the next 10-20 years. In addition to population growth, a policy shift to smaller class sizes could impact the overall facility



requirements in the future, necessitating more square footage for the same number of students.

Of all the schools that would be impacted by the build out of the Union Bridge growth area, Elmer Wolfe Elementary is the closest to being at capacity. However, the “accelerated growth” scenario would necessitate additional capacity at all of the schools that serve the town within the next 20 years. Securing additional land in the near future onto which the elementary school might expand or a new school might be constructed would make enlargement of an existing school or construction of a new facility easier if and when it is needed. This land could be obtained at the time of annexation, or could be purchased by the Board of Education separately.

2 Public Library

The Westminster Branch of the Carroll County Public Library is heavily used and considered overcrowded. Using a service ratio of 1.65 persons per square foot, the 22,000 square foot library should serve about 36,300 people. However, its current service area already has a population of over 40,000 and is projected to have a population of close to 47,000 by 2010. Site conditions place some constraints on the potential for expansion but several options for increasing stack space still exist. The planned renovation of the basement would have increased stack space but this project was put on hold in favor of pursuing the construction of a branch library in Finksburg. It is believed that construction of the Finksburg branch will relieve some of the pressures on the Westminster branch. Renovation of the Westminster branch basement could still be pursued at a later date, as could a more ambitious expansion that might include adding a second story to the single-story building or expanding the existing building.

The Taneytown branch library is preparing for expansion by roughly one third of its original floor area in the fall of 2007 and should be capable of serving the projected population into the near future.

3 Senior Center

The Taneytown Senior Center has ample capacity to serve the senior population in the near future, including that which it serves from the Union Bridge area. However, projections for the senior population over the next 25+ years show a dramatic increase in numbers for Carroll County. If a close watch on the programmatic needs of the senior population in the northwestern part of the county is not kept, there could be a risk that facilities and program offerings will become inadequate in the face of a growing senior population.

4 Parks and Recreation

The Town’s inventory of parks and recreational facilities has been greatly enhanced by the addition of the Little Pipe Creek Park. Additional opportunities exist to protect the tributary corridors along Cherry Branch and Sam’s Creek to create a greenway network through and around the Town. Proposed residential developments on the Phillips and Bowman properties will provide additional opportunities for creating passive and active recreational opportunities. A trail connection between Union Bridge and New Windsor has been envisioned for many years as well.



5 Public Safety: Police Services

The Sheriff's Office and Detention Center share a facility and accommodations for both are overcrowded. Due to a number of factors, including better policing, longer pretrial times, longer sentences, and sentencing to the County Detention Center rather than the State Division of Correction, the Detention Center has expanded twice since its opening in 1971 and is in need of another expansion to meet the projected demand for beds in the next few years. A work group of County staff and Sheriff's Office representatives has been convened to begin identifying the need for and possible locations of a new detention center.

6 Public Safety: Fire and EMS

Although no plans are being considered for fire station facility improvements, it remains crucial to regularly examine response data in order to monitor any population changes that may affect adequate service provision.

7 Public Water and Sewer Service

The specific needs and planning issues related to the provision of public water and sewer service in the Union Bridge area are discussed in detail in the Carroll County Master Plan for Water and Sewerage.

A lack of new subdivision activity in Union Bridge has resulted in a "first come, first serve" allocation policy for Town water and sewer services. Any new development activity that necessitates an expansion of the existing water or sewer systems will be required to provide the additional facilities or capacity at the sole financial responsibility of the developer; no burden for the expansion will be borne by the existing residents of Union Bridge. However, the Town reserves the right to adopt a policy to reserve a portion of its water and sewerage capacity for commercial, industrial, and institutional uses. A water benefit-assessment fee and a sewer benefit-assessment fee is charged for all new residential and commercial uses.

The Maryland Department of the Environment and the Town of Union Bridge are considering a program involving the acquisition of property and/or transference of water recharge easements as a means to increase the land area within the Union Bridge watershed surrounding certain wells. The Town and MDE are working to approve deed restriction language to achieve the goal of allocability transference. MDE is also reviewing this proposal with the Maryland Department of Agriculture to determine what degree groundwater allocability is eligible for transference from lands in agricultural preservation.

Union Bridge may require additional water allocation based on an estimated average of 320 gallons per day (gpd) per residential dwelling unit, in order to provide sufficient public drinking water to service new development and growth.

The sewage treatment plant will not handle projected growth in the planned service area. The WWTP will need to be expanded after 100 additional dwelling units are hooked up to the public system. A preliminary engineering expansion study was completed in February 2005. The study recommends that a new WWTP be constructed at a different location in order to locate the plant out of the floodplain. After reviewing four biological treatment processes, the Town will consider the Orbal System for final design consideration. In addition, the Town may conduct a flow monitoring program to determine peak hourly flows and the amount



of inflow to the sewer main along Little Pipe Creek. The Town is also reviewing the feasibility of and need to replace and enlarge this sewer main to serve new development. The cost of these improvements will be borne primarily by developers. More detailed information on the public water and sewer systems in Union Bridge can be found in the Carroll County Master Plan for Water & Sewerage. The Existing and Future Water Service Areas map (map number 9) and the Existing and Future Sewer Service Areas map (map number 10) at the back of this plan illustrate the areas served or planned to be served with public water and sewer.

This comprehensive plan recommends several adjustments to the priority as well as future water and sewer service areas. These adjustments are designated as “Proposed Expansion” areas to each service ranking category on both the water and sewer service area maps. These modifications attempt to correct inconsistencies in these services areas and aligning them more closely with the municipal growth area boundaries and land use designations and appropriate adjustments to the Union Bridge Priority Funding Area. These adjustments will be incorporated into a future amendment to the Carroll County Master Plan for Water & Sewerage following the adoption of this comprehensive plan.

8 *Solid Waste*

Currently, the landfill is considered adequate for projected needs. The County is meeting and/or exceeding its goals for recycling.

RECOMMENDED ACTIONS

- 1 *Identify and acquire suitable land for community facilities, namely schools, during the annexation and development processes or through the land acquisition process*

There is an identified need for future school expansions and/or new facilities, based on the projected school population increases. Obtaining land from developers for these facilities in exchange for additional density (for example) can be a beneficial and cost-effective option. The County Board of Education also should consider acquiring land through its facilities planning process if population increases begin to indicate the need for additional capacity in area schools. This plan identifies a general area within which the Town and County might pursue land for school expansion and construction.

- 2 *Continue Joint Use Agreement with the Board of Education for School Facilities*

The Town currently enters into a Joint Use Agreement with the Board of Education each year to allow the local recreation organizations to use the school’s sports fields when they are not in use by the school. This agreement should be continued, since it provides the Town with additional recreation facilities that the Town might otherwise need to construct itself.



3 Tie the CIP to Planned Public Facilities Projects and a Development Phasing Plan

To really manage growth effectively and efficiently, development must not be allowed to occur before adequate public facilities are available. The Town must also have plans to improve public facilities where future growth is planned if development is delayed or halted as a result of the lack of adequate facilities. In other words, public facilities must be made available concurrent to the occurrence of new development. Improvements to public facilities should be planned to occur when growth is projected to occur, within the limits of what the Town can afford and the revenues and improvements that can be expected from impact fees and other developer requirements. The CIP should also reflect efforts that will be made to correct any current deficiencies that may exist prior to the onset of new development, especially where the adequacy of a given public facility will be used as a basis for disapproving a development plan. Revenue projections related to funds that can be set aside for CIP items should be compared with when improvements to facilities will be needed based on population growth. CIP items should be planned for the later of either when the Town can provide the improvement or when it will be needed by new or existing development.

4 Evaluate and Update the Town/County Agreement to Ensure It Still Meets the Needs of Both Jurisdictions

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

However, this agreement has become less effective in many areas over recent years, for both the Town and the County. Evaluation should include a look at the issue of funds, whether the current amount is still necessary, and if so, whether the amount is still appropriate. The degree to which certain services are specified should also be examined. Other pieces of the agreement should be reviewed as well to determine whether the agreement as it currently is written is meeting the needs of both jurisdictions.

A specific element which may be appropriate to add to the Town/County Agreement relates to school facilities. The Town should consider working with the County to disapprove or phase new development when and if school facilities in the area become or approach inadequacy. This situation may be addressed through the Town's current process with Public Works Agreements and monitoring of building permits provided that there is a close coordination with the County. Although adequacy based on capacity has not been a major issue in this area of the County, adequacy based on condition of facilities has been an issue. In addition, it is conceivable that capacity may be an issue in the future. Therefore, the Town will put the



County into a difficult situation if, at that point, the Planning Commission approves development, because school facilities are beyond the control of the Town, when a school facility is certified as inadequate.

5 Support the development of the Little Pipe Creek Trail and other trails, greenways and parks

Little Pipe Creek Trail is a proposed County project that would link Union Bridge and New Windsor along a 3.5 mile trail. The 8 to 10 foot wide trail would follow existing road rights of way and would provide a non-motorized transportation alternative for area residents.

Additionally, the Town should continue to work with developers to protect, where possible, a 500-1000 foot buffer along Cherry Branch, Sam's Creek, and Little Pipe Creek to create a greenway system. This greenway not only would protect riparian habitat and drainage functions of these waterways, but also could include public access as appropriate that would link into the Little Pipe Creek Wetlands Park and the proposed Little Pipe Creek Trail.

Dedicated parks and open spaces should continue to be sought during the subdivision process. These areas should be accessible to all members of the Town and designed in such a way as to be both functional and attractive features of the communities in which they are located.

6 Maintain the Westminster branch library's planned basement renovation project and/or an alternative enlargement option in the CIP to continue quality service and access for residents of the communities surrounding Westminster.

The main branch of the library in downtown Westminster serves an important role in the greater Westminster community, including Union Bridge. However, the site on which it is situated is somewhat constrained for much needed improvements. The recommendation to encourage the library to remain in downtown Westminster and expand on its existing site will benefit Westminster's Central Business District while continuing to provide county residents with a valuable resource.

7 Amend the Carroll County Master Plan for Water & Sewerage to reflect the proposed areas of change following the adoption of the Union Bridge & Environs Community Comprehensive Plan

The mapped "Proposed Expansion" regions for the water and sewer service areas were designated to reduce confusion and correct inconsistencies that have developed at the edges of the utility service areas. While these revisions are more in the nature of housekeeping, they are functionally important to clarify the Town's intentions as to where they are and are not willing to supply public utilities. Further, these "Proposed Expansion" locations align with the Community Planning Area Boundary and land use designations with the intent to facilitate the future vision of the community developed by this document. With the completion of this step, the Town may also move forward to request the corresponding modifications to their State-designated Priority Funding Area boundary.



FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

- 1 Identify and acquire suitable land for community facilities, namely schools, during the annexation and development processes or through the land acquisition process*

Undetermined Impact: It is uncertain at this time what type of capacity improvements would be needed (i.e., additional capacity at an existing school, or a whole new school entirely), or what type of school facility might be needed and how much acreage would be necessary.

- 2 Continue Joint Use Agreement with the Board of Education for School Facilities*

No Fiscal Impact

- 3 Tie the CIP to Planned Public Facilities Projects and a Development Phasing Plan*

No Fiscal Impact

- 4 Evaluate and Update the Town/County Agreement to Ensure It Still Meets the Needs of Both Jurisdictions*

No Fiscal Impact

- 5 Support the development of the Little Pipe Creek Trail and other trails, greenways and parks*

Undetermined Impact: The cost to construct trails ranges from \$100,000 per mile for a 6 foot-wide trail located on parkland to \$500,000 per mile (including acquisition, construction, and shoulder widening) for an 8 to 10 foot-wide trail located alongside a road. Because the trails in this plan could be constructed in whole or in part by developers, the State Highway Administration and/or the County, it is difficult to determine the direct fiscal impact that implementing this recommendation would have on the Town and/or the County.

Fiscal Note: The Little Pipe Creek Trail is estimated to cost \$2,194,000, including acquisition, design and engineering, and construction.



- 6 *Maintain the Westminster branch library's planned basement renovation project and/or an alternative enlargement option in the CIP to continue quality service and access for residents of the communities surrounding Westminster.*

Fiscal Note: In the Fiscal Year 2001 CIP, the expansion of the Westminster Branch of the Carroll County Public Library was proposed for construction in Fiscal Year 2004 at a cost of \$1,440,440.

- 7 *Amend the Carroll County Master Plan for Water & Sewerage to reflect the proposed areas of change following the adoption of the Union Bridge & Environs Community Comprehensive Plan*

No Fiscal Impact



CHAPTER 9: NATURAL & AGRICULTURAL RESOURCES

GOALS

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

- To mitigate the impacts of flooding on community residents and businesses
- To mitigate the impact of mineral resource mining on community residents and businesses
- To support farmland preservation as a means of preserving community heritage and small-town atmosphere

CURRENT CONDITIONS

In 1997, the Town of Union Bridge adopted the "Environmental Resources Element" as an amendment to their comprehensive plan. The information, analysis and recommendations contained in this chapter incorporate what was contained in that amendment and satisfy the state requirements for a "sensitive areas element."

1 Environmental Resources

A ENVIRONMENTAL RESOURCES DESCRIPTION

The environmental resources which are required to be protected under the Planning Act are streams, stream buffers, steep slopes, 100-year floodplains, and habitats of threatened and endangered species, wetlands, and agricultural and forested lands intended for resource protection or conservation. The areas are shown on the "Environmental Resources" map (map number 11). The Planning Act of 1992 does not specify the extent or degree of protection to be accorded to each environmental resource. Therefore, the definitions developed for each environmental resource identify this level of protection. To adequately provide consistent protection, the best course of action suggests adoption of uniform definitions among the County and the municipalities. Definitions are included for both the sensitive areas required to be protected under the Planning Act as well as the additional environmental resources the jurisdictions are addressing. They are defined as follows:

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

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



STEEP SLOPES are defined as areas with slopes greater than 25 percent.

ONE HUNDRED-YEAR FLOODPLAINS are those areas which, after ultimate development of their watershed based on current zoning, would be inundated by water runoff from the 100-year storm.

HABITATS OF THREATENED AND ENDANGERED SPECIES are areas which, due to their physical or biological features, provide important elements for the maintenance, expansion, and long-term survival of threatened and endangered species listed in COMAR 08.03.08. This area may include breeding, feeding, resting, migratory, or over wintering areas. Physical or biological features include, but are not limited to, structure and composition of the vegetation; faunal community; soils, water chemistry and quality; and geologic, hydrologic, and microclimatic factors.

WETLANDS (defined under COMAR, Title 08.05.04.01) are generally areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly know as hydrophytic vegetation.

AGRICULTURAL LAND is land used for all methods of production and management of livestock, crops, trees and other vegetation, as well as aquiculture. This includes the related activities of tillage, fertilization, pest control, and harvesting as well as the feeding, housing, training and maintaining of animals such as cows, sheep, goats, hogs, horses, and poultry. (Source: <http://www.dnr.state.md.us/met/model.html>)

FOREST LAND is a biological community dominated by trees and other woody plants covering a land area of 10,000 square feet or greater. Including: areas that have at least 100 trees per acre with at least 50 percent of those trees having a 2-inch or greater diameter at 4.5 feet above the ground and larger. A forest may include duff, leaf litter, understory, and forest areas that have been cut but not cleared. Forest does not include orchards or Christmas tree plantations. (Source: Carroll County Maryland Code of Public Local Laws and Ordinances, 115-1 Definitions)

The County and towns have identified additional environmental resource areas which they feel are worthy of protection under the Environmental Resources Element as well. These resources include wetlands, wellhead buffers, carbonate rock areas, reservoir watersheds, and Use III waters.

WELLHEAD BUFFERS are areas which extend a minimum of 100 feet around any existing or proposed community water supply well or well site, unless modified by the Planning Commission, as may be designated on the adopted Water and Sewer Master Plan or the County Comprehensive Plan, or identified during the development process.

CARBONATE ROCK AREAS are areas which are currently known or suspected to be underlain by carbonate rock. This includes the Wakefield Marble and Silver Run Limestone geologic units, as well as unnamed calcareous zones within schist and phyllite areas.

RESERVOIR WATERSHEDS are areas which drain into an existing or proposed water supply reservoir.

USE III WATERS (defined under COMAR, Title 26.08.02) are protected for the propagation of natural



trout populations. These waters are governed by more stringent dissolved oxygen, chlorine, and temperature standards than other waters.

TIER II WATERS (defined under COMAR 26.08.02.04-1) are high quality waters. Where water quality is better than the minimum requirements specified by the water quality standards in the Clean Water Act, these waters are listed by the Maryland Department of Environment as Tier II waters. Based on Maryland's antidegradation policy, that water quality shall be maintained. An antidegradation review of new or proposed amendments to water and sewer plans (county plans) and discharge permits is required to assure consistency with antidegradation requirements.

The Union Bridge Community Planning Area is located within the fertile Piedmont Plateau, which extends between southeastern Pennsylvania and northeastern Alabama. The rolling, undulating topography of the Union Bridge GA is present throughout the Piedmont region. While the average elevation is approximately 440 feet, the topography ranges between 400 and 600 feet.

The Union Bridge community is located in the Potomac River drainage basin and is drained by Sam's Creek and Little Pipe Creek, major tributaries of the Monocacy River to the west. Little Pipe Creek runs through the current corporate limits, while Sam's Creek and a portion of the Cherry Branch of Little Pipe Creek run through the GA but do not currently go within corporate limits. Due to annexations, another section of Cherry Branch is within the corporate limits and is dedicated to conservation uses. Little Pipe Creek's broad, flat floodplain is zoned Conservation, and the portion located in the town is mostly owned by the Town. The planning area is subject to periodic flooding, particularly along the Little Pipe Creek. The existing design of the MD 75 bridge appears to aggravate flooding of Little Pipe Creek. This may be addressed after modifications to the bridge and culvert system are completed in conjunction with the Jackson Ridge project. Little Pipe Creek and its tributaries are the principal surface waters receiving treated wastewater. All of the streams are Use IV streams, which means they are of a sufficient quality to support put-and-take trout fishing but not of a suitable quality to support trout reproduction. Non-tidal wetlands and hydric soils occur in the floodplain areas.

Union Bridge GA is located on the northwestern edge on the Piedmont Upland portion of Carroll County. The geology of the GA is the most complex in Carroll County. The geological make-up consists of bands of phyllite and metavolcanic bands underlying the saprolite aquifer. Below these bands are numerous bands and lenses of carbonate rocks sandwiched between schist and phyllite rocks.

The aquifers in the area are the saprolite, triassic, and carbonate rock types with the carbonate rock being the most prolific source of water. According to the R. E. Wright report on countywide water resources, the drought recharge in this 2-square-mile area is approximately 520,000 gpd, mostly due to the elevated recharge rates of the dominant aquifers beneath the GA. Groundwater available within 2,000 feet of the Union Bridge GA is approximately 14,000,000 gpd. The wellhead for the Town's water supply is located in a well house on the property where the new town hall is now located.

The Community Planning Area does not contain many large tracts of forested land. Some forested area can be found on gently rolling land northeast of Phillips Lane and in the area around Main Road. Wooded areas also exist on some of the steep slopes located within the corporate limits on the south side of Little Pipe Creek. In recent years the Town has begun to seek opportunities to accept reforestation areas and conservation buffer planting areas along its watercourses.



The community is not currently located within a reservoir watershed and contains no Use III waters. Any potential identified habitats of threatened and endangered species in the Union Bridge GA will be included on the Sensitive Species Project Review Area Map.

B CURRENT ENVIRONMENTAL RESOURCES PROTECTION MEASURES

Carroll County currently provides a great deal of protection to the area's environmental resources. Substantial revisions and additions to existing regulations were not needed to meet the requirements of the 1992 Planning Act, since environmental resources are already being afforded significant protection under existing ordinances. The Planning Commissions have also been given the ability to require further protection measures where appropriate. However, to address any inconsistencies of protection and lack of protection in some areas, some revisions and text amendments may be necessary.

Environmental resources in Carroll County currently are protected during the development process through several different regulations, ordinances, and authorities. The Code of Public Local Laws and Ordinances of Carroll County contains the following chapters that relate to or have an impact on environmental resources:

- Chapter 97 – Construction Codes
- Chapter 103 – Subdivision of Land
- Chapter 105 – Environmental Management of Storm Sewer Systems
- Chapter 114 – Floodplain Management
- Chapter 115 – Forest Conservation
- Chapter 121 – Grading, Erosion and Sediment Control
- Chapter 134 – Landscape Enhancement of Development
- Chapter 191 – Stormwater Management
- Chapter 218 – Water Resource Management
- Chapter 223 – Zoning

Additionally, the County Landscape Manual, Water Resource Management Manual, and the Design Manual for Roads and Storm Drains contain additional guidance on and provisions for the protection of environmental resources.

The Town of Union Bridge has adopted or follows many of the County's ordinances or regulations. For those County ordinances made applicable in the Town, the County administers and enforces the law the same as in the County. They include the Grading and Sediment Control Ordinance, the Construction Codes, Livability Code, Cable Television Law, and the Forest Conservation Ordinance. The County's road and storm drain construction standards have been adopted by reference. The Town has adopted its own Animal Control, Stormwater Management, Floodplain Management, Storm Sewer Systems, Water Resources and Landscaping Ordinances using language nearly identical to the corresponding County laws as amended from time to time, except that these ordinances are administered and enforced by the Town, and the County provides advisory comments in these areas.

The Town has adopted its own subdivision regulations and zoning ordinance. Provisions are made in the Zoning Ordinance of Union Bridge for a Conservation Zoning District. The purpose of the zone is to regulate development in areas where it is desirable to conserve certain natural resources. There is a limited



amount of land in this district and much of it is in floodplain where it is subject to additional restriction under the Town's Floodplain and Stormwater Management Ordinances. It has limited permitted and conditional uses. Single family dwellings are principal permitted uses and must have a minimum lot size of 3 acres. Clustering to provide open space and protect natural resources is not required in the Conservation zone; however, it is required as part of the Subdivision and Development Controls and Priorities (Sect. 13-5.0) in the R-6,000, R-10,000, and R-20,000 districts.

2 Mineral Resources

The Land Use section (Article 66B) of the Annotated Code of Maryland calls for the identification of mineral resources within a given study area in order to: identify undeveloped land that should remain undeveloped until the land can be used to provide or assist in providing a continuous supply of minerals; identify appropriate post-excitation uses for the land that are consistent with the county's land planning process; and incorporate land use policies and recommendations for regulations to balance mineral resource extraction with other land uses and to prevent the preemption of mineral resources extraction by other uses.

When developing the Mineral Resource Element of the Carroll County Master Plan (originally adopted February 27, 1992), mineral resources in the entire county were studied to determine what areas might be viable for future extraction. As a result, a Mineral Resources Overlay Zone was created (see "Mineral Resource Overlay Areas" map). Areas currently owned by a mineral extraction company or already in use for that purpose were zoned Mineral Resource Recovery Area (MR). Areas for which the underlying mineral was economically viable for recovery, but not necessarily owned by a quarry company were zoned Viable Resource Areas (VRA). Both of these zones were meant to prohibit any preemptive development.

The Union Bridge Community Planning Area is underlain by a complex variety of rock types. The valleys in the area are generally located over carbonate rocks, which include the Silver Run limestone east of town and lenses of Wakefield Marble in the central and eastern portions of the planning area. The Wakefield Marble bands trend in a north-south direction from Cherry Branch to just west of Shepherd's Mill Road and is the western extension of a relatively large area of carbonate rock which reaches to Westminster. Hills are generally underlain by metavolcanic and phyllite in all locations, which may form boundaries to groundwater flow.

Although Lehigh Portland Cement Company is located partially within the Town, no actual quarrying takes place within the corporate limits. Therefore, a plan is not required to address this activity in the Town. Those areas of the Community Planning Area which fall under County jurisdiction which have current or future potential mining operations are addressed by the Carroll County Comprehensive Mineral Resources Plan and Implementation Mechanisms. This document may be referenced under separate cover.

3 Agricultural Resources

Although the Union Bridge Community Planning Area as a whole remains primarily rural in character, the overall landscape of the farming community has continued to evolve over time. In recent years, the County has seen a significant decline in dairy operations. Although some dairy operations are becoming larger in size, their overall numbers are decreasing. Today, small grains and vegetables seem to be more marketable for both corporate and independent farmers in the area. The most common crops produced throughout the



area are corn, soybeans, wheat, green beans, peas, and barley. Hay production, particularly alfalfa, is also on the rise due to better profit margins and the increasing number of horse farms and horse boarding facilities throughout the County and surrounding areas.

In order to retain the overall character of the region, both the State and the County have taken significant steps toward the permanent preservation of farmland. In the past, Carroll County has had remarkable success in attracting landowners to participate in the Agricultural Land Preservation Program. As of FY 2006, a total of 43,654 acres of farmland throughout the County have been permanently preserved through the Maryland Agricultural Land Preservation Foundation (MALPF) and the Rural Legacy Program. An additional 52,716 acres are currently in MALPF agricultural districts, while 5,678 acres of farmland have permanent easements held by either the Maryland Environmental Trust or the Carroll County Land Trust. The majority of easements and districts are located in the northern half of the County, more specifically in the northwestern sector. The participation rate within the Union Bridge area is high (see “Land Preservation” map).

As stated previously, the Union Bridge Growth Area (GA) consists of approximately 1737 acres in total; with roughly 116 acres actually zoned Agricultural. However, about 1073 acres are currently being used for agricultural or resource purposes. There are 3 partial agricultural easements and 1 partial Rural Legacy easement in the GA totaling approximately 97 acres.

It is difficult to assess the worth of agricultural products in a specific area such as the GA due to the fact that statistics for individual farms or blocks of farms are not available through the Agricultural Census. However, it is possible to interpolate the relative worth of agriculture in the GA based on the total worth of agriculture countywide. The 2002 Agriculture Census estimated the total worth of agricultural products sold by farmers in Carroll County to be around \$68,956,000 per year. With 147,252 acres in farmland at that time, this equated to an approximate worth of \$468 per acre for agricultural products. When applied to the acreage currently in agricultural use in the GA, this would estimate the value of all agricultural products there to be approximately \$502,164 per year.

However, the worth of agricultural products does not reflect some of the public benefit that can be derived from the agricultural industry. Soil and water quality can be profoundly affected by agricultural practices. Farmers throughout Carroll County have made significant contributions to maintaining a high quality of soil and water through participation in state and federal cost-share programs that encourage the implementation of soil and water conservation practices. Up to 87.5 percent of these cost-share expenses can be covered by the state and federal government, with the remaining difference being paid by the farmers themselves. Clearly, protecting land in the watershed will not only protect the economic returns that can be realized from the land, but will also protect the tremendous investment that has already been made in maintaining the viability of farming here for future generations.

ANALYSIS OF COMMUNITY NEEDS

The loss of remaining productive agricultural land as well as open space is a concern countywide. There are many permanent agricultural easements and agricultural districts, essentially temporary preservation agreements, surrounding the town and environs. However, a large amount of unprotected land still remains. As land values continue to increase, it will become increasingly difficult to permanently preserve farmland and environmentally sensitive areas.



Low-density residential development has also been prevalent throughout the unincorporated areas of the county and sometimes even within the municipalities themselves. Maximizing lot sizes accounts for more grading and other resulting disturbances, such as runoff, to the natural environment. Developers are still not required to cluster or minimize disturbance in many instances, nor are they required to adhere to a set of design standards.

The Little Pipe Creek watershed contains most of the county's carbonate rock formations. The watershed is underlain by 6,579 acres of carbonate rock. Carbonate rock produces high-yield aquifers, but is also extremely environmentally sensitive. The carbonate rock is characterized by high solubility, transmissivity and storativity, which makes it an excellent source of water but also makes it prone to subsidence (sinkholes) and the rapid contamination of groundwater by pollutants. As human activity increasingly impacts the sensitive characteristics of these areas, the occurrence or probability of contamination increases as well.

The area is not only rich in ground water, but also contains a number of surface water streams and creeks. The abundance of streams in the watershed has a significant impact on the nature of the area. Because Union Bridge lies at the foot of the Little Pipe Creek watershed, it receives floodwaters from Westminster, New Windsor, and beyond. Flooding is a regular occurrence, particularly along Little Pipe Creek itself and specifically at the MD 75 bridge over the creek. This affects the amount of land in floodplains and wetlands, and consequently, the amount of land available for other uses. Among the many challenges this causes for the community temporary routing and marking of alternate routes remains a community-wide problem.

RECOMMENDED ACTIONS

1 Continue to Support Little Pipe Creek Rural Legacy Area applications.

The Town of Union Bridge and the Union Bridge environs are surrounded by the Little Pipe Creek Rural Legacy area. This area contributes to the character of the environs by setting its context within the rest of the county. Preserving land within this area will accomplish several things to the benefit of the environs as well: help preserve the watershed, its headwaters, and other resources and culture of the area; enforce the Growth Area Boundary; and provide a buffer between New Windsor, Westminster, and Union Bridge.

*2 Work with the County to draft, ~~and~~ adopt **and implement** a Water Resources Element.*

HB 1141 requires that all county and municipal governments in the State adopt a Water Resources Element as part of their comprehensive plan by October 1, 2009 **or in accordance with agreed on extensions**. This element is designed to express the relationship between planned growth, as identified in the plan, and the water resources that will serve and be affected by it. The Water Resources Element will: 1) ~~Identify~~ **Identifies** drinking water and other water resources adequate for the needs of existing and future development proposed in the land use element of the comprehensive plan; and, 2) ~~Identify~~ **Identifies** suitable receiving waters for both wastewater and stormwater management to meet the needs of existing and



projected development proposed in the land use element of the comprehensive plan.

Because of the scope of this element's components and the interjurisdictional nature of watersheds and aquifers, the County and its municipalities ~~have~~ ~~are working~~ jointly ~~drafted~~ ~~to draft~~ the element and incorporated **it by reference** into the County and **all** municipal comprehensive plans to meet the requirements of the law. The County and its towns, including Union Bridge, ~~are partnering~~ **partnered** with the State to develop a Water Resources Element (WRE) as a pilot project example for the State. The Town ~~intends to adopt~~ **adopted** the WRE as an amendment to the comprehensive plan **in accordance with the state-authorized** ~~by the October 2009~~ deadline. **As a result, the 2009 Carroll County Water Resources Element is hereby incorporated by reference into this plan.** It is recognized that other aspects of the plan may need to be amended **in the future given** ~~depending upon~~ the results of the analysis and recommendations contained in the WRE.

3 Identify any agricultural or forest lands intended for resource protection or conservation.

Although the very nature of a growth area contradicts the idea of identifying agricultural lands within it that are intended for conservation, there may be forest lands within the growth area worthy of protection and conservation. Likewise, the town may wish to identify agricultural or forest lands outside of the growth area that are important for implementation of other aspects of the plan, such as water resource protection of the creation of a greenbelt. HB 1141 requires local governments to identify these areas, but as of the writing of this plan, no guidelines were available to assist in the process. Therefore, the town should identify these areas when guidelines are available.

4 Protect wellheads, especially those in the vicinity of known carbonate rock areas

Aquifers that are made up of carbonate rock have a relatively high capacity to move and store groundwater. These areas form some of the most productive land in Carroll County from a water supply perspective, but they are also highly susceptible to environmental contamination. Due to the nature of the aquifer materials, sinkholes are a common feature of this terrain. It is critical, due to the nature and extent of carbonate rock formations in the Union Bridge community, that particular care is taken to protect an adequate buffer area surrounding all sources of groundwater supply.

5 Implement the redesign of the MD 75 bridge per the Jackson Ridge subdivision approval

As part of the plan development for the Jackson Ridge subdivision, extensive studies were undertaken to determine the source of floodwaters along Little Pipe Creek and various ways in which the flooding at the MD 75 bridge over the creek could be lessened. It was determined that adding twin box culverts to the existing structure would facilitate the flow of water under the bridge substantially enough to make flooding a much less frequent occurrence. This work was a condition of subdivision approval and, should the development of the subdivision not proceed for any reason, should be a condition of any other approvals. If the subdivision does not proceed, the Town may wish to explore with the State Highway Administration options for undertaking the bridge work independently. Another pressing issue is the clear marking of temporary alternate routes during flood situations, which must be addressed with the State separate from any



discussions of infrastructure improvements.

6 Implement proposed greenways along the GA's streams to mitigate runoff and reduce impacts from flooding

Due to the location of Union Bridge, flooding is a frequent and inevitable occurrence. One of the most effective ways to limit the amount of problems that occur with flooding is not to try to contain the water, it is to get out of the way. By setting strict building standards and anticipating flood conditions, much has been accomplished to prevent property loss during high water events. Measures can also be taken to create additional capacity through the maintenance and enhancement of stream corridors and buffers that allow the environment to absorb additional flood waters.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

1 Continue to Support Little Pipe Creek Rural Legacy Area applications

Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the scope would need to be further developed before a reasonable cost estimate could be determined

*2 Work with the County to draft, ~~and~~ adopt **and implement** a Water Resources Element.*

No Fiscal Impact

3 Identify any agricultural or forest lands intended for resource protection or conservation.

No Fiscal Impact

4 Protect wellheads, especially those in the vicinity of known carbonate rock areas



Undetermined Impact: Sufficient data may be available by the completion of the Water Resources Element to indicate key parcels that may be desirable to protect. Costs may be involved if acquisitions of easements or fee-simple purchases are required to protect highly sensitive areas. The Town also has worked with developers of certain parcels to receive needed environmental resource protection areas through donations.

5 Implement the redesign of the MD 75 bridge per the Jackson Ridge subdivision approval

Undetermined Impact: If the improvements are not realized with the Jackson Ridge project, there may be a cost-sharing discussion required to realize the needed improvements. Possible funding partners may involve the County, SHA, the Town or even Federal-level offices.

Fiscal Note: Approximately \$100,000 in design and engineering services already have been expended on this project, and permits and approvals from the Army Corps of Engineers have been obtained. The remaining construction costs for the box culverts and all associated improvements are estimated at \$300,000. As part of the current preliminary plan approval, all costs are to be borne by the developer of Jackson Ridge.

6 Implement proposed greenways along the GA's streams to mitigate runoff and reduce impacts from flooding

Undetermined Impact: Thus far, needed buffers and greenways have been able to be acquired via donations in conjunction with the subdivision and site development process. Future areas may also be acquired in the same manner or may require funding to complete easement or fee simple purchase of needed areas.



CHAPTER 10: ECONOMIC DEVELOPMENT & ACTIVITY

GOALS

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

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

CURRENT CONDITIONS

1 *Inventory of Major Industries*

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

Source: Town of Union Bridge, 2002



**Industrial Employment
Union Bridge Election District**

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

Source: Town of Union Bridge, 2002.

2 Inventory and Assessment of Industrial Areas

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

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

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

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

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

3 Inventory of Major Commercial Centers

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



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

4 Employment/Number of Jobs

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

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

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

Source: US Census

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



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

Source: US Census

5 Acreage of Industrial and Commercial Use and Zoning

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

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

6 Industrial and Commercial Tax Base

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



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

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

Source: Carroll County Department of Management and Budget, 2007

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

7 Transportation Infrastructure

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

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

ANALYSIS OF COMMUNITY NEEDS

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



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

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

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

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

At roughly 28 percent, the assessable commercial/industrial tax base within the GA is relatively high when compared to the county and surrounding region. However, as of 2006, commercial and industrial development accounted for only 12.10 percent of the assessable base countywide. This falls far short of neighboring counties, whose commercial and industrial development accounts for upwards of 20 percent of their assessable base. It also falls short of what the Town and County need to maintain their level of services in the face of increasing residential growth without substantially increasing taxes. Depending upon the rate and value of residential growth, the rate and value of commercial and industrial growth will need to keep pace with that residential development just to remain at the 12 percent level. To increase to a higher percentage of the total assessable base, the rate and value of commercial and industrial development would need to outpace that of residential development.



RECOMMENDED ACTIONS

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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



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

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

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

No Fiscal Impact

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

No Fiscal Impact

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

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

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

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



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

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

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

No Fiscal Impact

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

No Fiscal Impact



CHAPTER 11: HISTORIC/CULTURAL RESOURCES

GOALS

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

- To work with property owners to preserve and/or restore as many historic structures and sites as possible
- To protect the historic character of the community through the use of historically consistent architectural styles in new and infill development
- To continue and broaden the process of community renewal begun by the Main Street Revitalization project through heritage tourism and related preservation or development efforts

CURRENT CONDITIONS

1 Historic Context

The following historical account of the Union Bridge area was compiled from information supplied by the Town of Union Bridge publications "Stories of Union Bridge Yesterday –Today," 1974; "Historical Sketch of Union Bridge, Maryland (Read on the Occasion of the Celebration of the Centennial Fourth of July, 1876)," 1890; Kenneth M. Short, "National Register of Historic Places Registration Form," Description of the Union Bridge Historic District, 1992; the Maryland Midland Railroad; Lehigh Portland Cement Company; and Amos White, a local historian.

Located in the heart of the fertile Piedmont Plateau, the Town of Union Bridge was first settled as a farming community prior to the Revolutionary War. The first land patent in what was to become Union Bridge was granted in 1731 to John Tredane. The 200-acre tract was called "Kilfadda" and included land that is now part of the southwestern section of town. The land north of Elgar Street, and to the west, was part of the patent called "Rockland" that was granted to a Pennsylvania resident named Allen Farquhar in 1734. That same year Tredane sold "Kilfadda" to Allen Farquhar. In 1735, Allen Farquhar granted to his son, William, 200 acres of land that was part of "Kilfadda" and part of "Rockland" with the stipulation that he move from Pennsylvania to Maryland. William and Ann Farquhar obliged, making their home where the Clemson farm is located just west of town. William Farquhar went on to purchase over 2,000 acres between 1742 and 1768. Within those 2,000 acres was included all the ground upon which the town now exists.

A daughter of William Farquhar, Susanna, was married to Solomon Shepherd on October 27, 1779. Since William wanted his children near him, the new couple settled on a part of the Farquhar Estate three quarters of a mile east of Union Bridge. Later, in 1790, Solomon built a fine brick house, which was considered very extravagant for the times. Today, the homestead is called "Hard Lodging." Solomon's neighbors called the



home "Solomon's Folly" because of its extravagance.

Constructed on land donated by William Farquhar, the first house of worship erected in the community was the Friends Meeting House. Built in 1772, The Religious Society of Friends (Quakers) has conducted monthly meetings for worship at the Meeting House since that time. The first wedding occurred there in 1773, and a school building was constructed near the Meeting House which students from across the country attended. Joel Wright served as schoolmaster until 1802. In 1934, a fire at the Meeting House gutted the structure but the exterior walls remained intact. A new floor was constructed in 1935 and remains there today. Recently, an expert in 18th century architecture declared the structure as authentic 18th century construction.

Around the end of the eighteenth or beginning of the nineteenth century, William Farquhar's grandson, Benjamin, built a sawmill and oil mill at a site along Main Street just north of the railroad tracks. At the same time, Joseph Elgar opened a general store at about 28 North Main Street and a wrought-nail manufactory located at about 32 North Main Street, on the southeast corner of Elgar Street. He is credited with building the first brick house in Union Bridge, which was approximately where 26 North Main currently is located.

In 1811, Jacob R. Thomas, a resident of Union Bridge at the time, designed and assembled the world's first reaping machine. The first reaping machine was utilized on a farm that originally belonged to Moses Farquhar. Later, the farm became the property of Sarah D. Clemson, and through various transactions within the family, the farm is now owned by Mary Clemson Wilson, great granddaughter to Sarah D. Clemson.

For a time, the Town of Union Bridge was known as 'Buttersburg.' This is explained by the practice of accepting butter, eggs, etc. for goods at the local store. The quantity and quality of the butter, subsequently sold by Huckster Wagon, was enough to earn the town the name of Buttersburg, which it retained for several years. The name Union Bridge was actually the name given to the bridge built across Little Pipe Creek to acknowledge the united personal labor efforts of those living on either side of the creek. The name Buttersburg was later replaced with Union Bridge in 1820, when postal service was established and a post office created.

During the Maryland General Assembly session in Annapolis between January 3, 1872 and April 1, 1872, two acts of significance to Union Bridge were passed. First, an Act was passed to create the Union Bridge Election District No. 12 from parts of the Uniontown, Middleburg, and New Windsor election districts. The first voting to occur in town was for the Presidential Election on November 5, 1872. The second Act passed during that session was to incorporate the Town of Union Bridge in Carroll County. After receiving municipal authority, the Mayor and Council passed a resolution naming the streets in the town on March 31, 1874.

The town took action to supply drinking water to its residents as well as fire protection on July 21, 1886. The first water was supplied on November 27, 1886, at a total cost to the town of \$15,000. After a few years the supply became inadequate and a plot of land in the western limits of town was purchased for well drilling. The well was drilled in 1913 and has adequately served the town's needs to this day. A large steel reservoir tank was constructed in 1927 at a cost of \$10,000.

One of the greatest events in the history of Union Bridge was the coming of the Western Maryland Railroad.



After years of anticipation, the railroad finally reached the town in May of 1862. The railroad’s importance in Union Bridge was realized with the construction of the Western Maryland Railroad depot in 1902.

An important shift took place in Union Bridge a decade later when the Tidewater Portland Cement Company moved into town and, as a result, the Maryland Collegiate Institute moved to New Windsor. The Portland Cement plant was constructed in 1910 by the Republic Finance Company and then sold to the Tidewater Portland Cement Company who began operations in August 1911. The railroad was obviously instrumental in drawing the cement company and securing Union Bridge’s industrial base. The opening of the plant was considered an economic boost to the town. In 1925, Lehigh Portland Cement Company purchased the plant. Several large plant modernizations were completed in 1939, 1957, 1970, and 2002.

Expansion continued as a result of the industry. There was a greater move toward national building trends such as bungalows and four-squares, yet many structures still retain local idiosyncrasies. This process continued through World War II. While most of the railroad structures have been demolished and college buildings did not survive, most everything else in the Town of Union Bridge remains, helping to create a good portrait of a piedmont Maryland village. The town is still surrounded by farms, wooded parcels, and Little Pipe Creek, as it has always been.

2 Inventory of Identified Historic Districts, Structures and Sites

The Town of Union Bridge and the surrounding community are rich in heritage sites and historic landmarks, as illustrated on the “Historic & Cultural Resources” map. In August 1994, a portion of the Town was designated as a Historic District (CARR-1317) and was listed on the National Register of Historic Places. The National Register lists properties acknowledged by the federal government as worthy of recognition and preservation for their significance in American history and culture. Additionally, this status can be a powerful economic development tool for the Town. The buildings that are contributing structures to the National Register District are eligible for state and federal investment tax credits as well as other incentive programs to support their preservation, rehabilitation and adaptive reuse. A number of additional sites are listed on the Maryland Inventory of Historic Properties (MIHP). All of these historic resources are listed in the table below.

MIHP ID Number	Site	MIHP ID Number	Site
CARR – 10	First Reaping Machine Test Site	CARR - 13	Union Bridge Station Western Maryland Railroad Company
CARR – 14	Pipe Creek Friends Meeting House	CARR – 15	William H. Reinhart Birthplace
CARR – 75	Samuel McKinstry’s Mill House	CARR – 90	Hard Lodging
CARR – 150	Sam’s Creek Farm (Hopewell)	CARR – 156	Warren Truss Bridge
CARR – 206	Emil White House (Wilson’s Inheritance)	CARR – 257	Forest House
CARR – 324	Carballo House	CARR – 846	Lantz Hyde Log House

UNION BRIDGE COMMUNITY COMPREHENSIVE PLAN



MIHP ID Number	Site	MIHP ID Number	Site
CARR – 853	Jonas Englar House	CARR – 854	Nathan Englar House
CARR – 855	Joseph Englar House	CARR – 856	D. F. Albaugh Store
CARR – 857	Binkley House	CARR – 858	Ice Cream Factory
CARR – 944	Marble Hall Site (early Rinehart Farm)	CARR – 945	Mount Pleasant (Clemson Family Farm)
CARR – 946	Messler Log House Site	CARR – 947	Ulrich Messler House Site
CARR - 948	Kilfadda	CARR – 949	Wolfe’s Cemetary
CARR – 950	Stoner Mill Site	CARR – 954	Priestland School House Site
CARR – 955	Shriner-Norris House Site	CARR – 956	William Poultney Farquhar Farm (Locust Grove Farm)
CARR – 1104	Union Bridge Methodist Protestant Church	CARR – 1317	Union Bridge Historic District
CARR – 1411	Hiltabridle-Stultz Farm	CARR – 1435	Stoner-Saum Farm

3 Description of Historic Preservation Resources

Many tools exist for the property owners of historic buildings or sites. Organizations and programs dedicated to providing technical and financial assistance for historic preservation exist at both the state and local level, in the both public and private sectors. Organizations and programs that can assist property owners in Carroll County are listed below.

Historic Preservation Resources		
Resource Type	Name	Description
Organizations	National Park Service	Chief administrator of the National Historic Preservation Act of 1966 in concert with the states. Keeper of the National Register of Historic Places and lead agency for Section 106 review. Oversees National Historic Landmark program. Provides some funding to state preservation offices for operating expenses, some of which is passed on to local governments through the Certified Local Government program.
	National Trust for Historic Preservation	National, private non-profit organization. Sponsors the National Main Street Center and a Heritage Tourism program, provides loan and grant programs for historic preservation efforts, and co-sponsors the Barn Again! program to encourage the preservation of barns.
	Advisory Council on Historic Preservation	Independent Federal agency that advises the President and Congress on historic preservation matters, particularly Federal or Federally-assisted projects that impact National Register properties.
	Maryland Historical Trust	The Division of Historical and Cultural Programs in the Maryland State Department of Planning acts as the State Historic Preservation Office by conducting historic and archaeological resource surveys and is the central repository for these records for all counties in the state; nominating properties to the National Register; carrying out Section 106 reviews administering Federal and State preservation grants; reviewing Federal and State tax incentive projects; and assisting with preservation planning statewide.
	Maryland Environmental Trust	Organization created by the Maryland General Assembly to conserve and protect the state’s open space and natural environment. Core program is the conservation easement program. Also administers the Local Land Trust Assistance Program, the “Keep Maryland Beautiful” program, and Rural Historic Village Protection Program.
	Preservation Maryland	Private, non-profit preservation organization that works statewide to preserve historic buildings, districts, and archaeological sites. Provides grants for preservation projects.



Historic Preservation Resources

Resource Type	Name	Description
	Maryland Historical Society	Private, non-profit organization dedicated to collecting, preserving, and interpreting the state's history. Houses a library and research center as well as permanent and rotating exhibits.
	Historical Society of Carroll County	Private, non-profit organization dedicated to preserving and interpreting the county's past. They maintain a variety of collections, as well as an extensive archive and research library
	Union Bridge Area Heritage Committee	Private, non-profit organization dedicated to preserving and interpreting Union Bridge's past. They maintain a collection of photographs, documents and other materials relevant to the area. They also can facilitate connections to private collections available for research.
Programs	National Register of Historic Places	A listing of properties and districts significant in American history and culture. Significance is determined by a set of eligibility criteria. Nominations are made through the completion of a standard form submitted to MHT then NPS. Listing is voluntary and non-regulatory, and enables property owners to apply for Federal and State tax benefits, loans and grants for certain preservation work.
	National Historic Landmarks	Program administered by the National Park Service that designates structures of national historical significance. Landmarks are subject to Section 106 Review and may be preserved through Congressional legislation if threatened. Landmarks are automatically entered on the National Register as well.
	Local Historic Districts	Three local historic districts exist in Carroll County: Uniontown, Sykesville and Westminster. The Carroll County Preservation Commission has been authorized by the County government to establish and enforce design guidelines for Uniontown and any future local historic districts in the County so that the historical and architectural qualities of the district are preserved. Municipal historic district commissions were created to monitor the Sykesville and Westminster districts. Standards apply to alterations or demolitions that affect the exterior of the property as well as the landscape and streetscape for each district.
	Section 106 Federal Review and Article 83B Section 5-617 & 5-618 Maryland Code Review	Section of the National Historic Preservation Act that requires Federal and State agencies to take into consideration the impact of Federally or State funded or permitted projects on historic properties and allows the Advisory Council on Historic Preservation the opportunity to review the projects as well. These tasks are carried out by Maryland Historical Trust, Office of Preservation Services
	Federal Rehabilitation Tax Credit	Allows owners of income-producing property to receive a Federal investment tax credit for income taxes equal to 20% of the costs of rehabilitation if it is certified as complying with the Secretary of the Interior's <i>Standards for Rehabilitation</i> . Administered by MHT and NPS.
	Maryland Rehabilitation Tax Credit	Provides investment tax credits for income taxes equal to 20% of capital costs for the rehabilitation of owner-occupied or income-producing properties. Work must conform to the Secretary of the Interior's <i>Standards for Rehabilitation</i> and must be certified by MHT, which administers the program.
	Easements	A mechanism by which limitations are placed on development potential or structural alterations through a legal document that remains with the property regardless of ownership. Easements can be held by Federal, state, and local government agencies and private organizations that are tax-exempt, charitable, educational non-profits. The value of the donated easement is tax deductible and some tax benefits also may be realized through a reduced property value due to development restrictions.
	Transfer of Development Rights	A mechanism by which the right to develop a property is separated from the sending historic site and exchanged at an agreed market value to allow the development to occur at another location. Legal agreements document the transfer of the right from the original historic location and permanently protect it from alterations, development or demolition.
	Rural Historic Village Protection Program	A program of the Maryland Environmental Trust. Seeks to protect the historic context of rural villages through the preservation of surrounding landscapes. Utilizes a combination of conservation easement, historic preservation easements, state agricultural easements, and county agricultural districts.
	Certified Local Government	Provides competitive grants for historic sites survey, preservation planning, and heritage education to local governments that have legislation in place to designate and protect historic properties. Certified Local Governments also must have a qualified historic preservation review commission, must create and update an inventory of historic properties, and must allow public participation in local preservation programs.
	Maryland Heritage Preservation and Tourism Areas Program	Provides matching grants and loans and tax credits to historic or contributing non-historic properties within a Certified Heritage Area. Certification is obtained through MHT and the Maryland Heritage Areas Authority. Maryland's "Heart of the Civil War Heritage Area" includes parts of Carroll County.



Historic Preservation Resources

Resource Type	Name	Description
	Rural Legacy	Land preservation program administered by the Maryland Department of Natural Resources that seeks to preserve areas rich in agricultural, natural, and cultural resources that will promote resource-based economies, protect green belts and greenways, and maintain the fabric of rural life.
	Main Street Program	Downtown revitalization program administered by the Maryland Department of Housing and Community Development. Competitively selected communities receive assistance in improving the economy, appearance and image of their traditional downtown business districts. The program is based upon the National Trust for Historic Preservation's Main Street Approach, which applies a four-point approach to revitalization: organization, promotion, design, and economic restructuring.

4 Heritage Tourism

The term heritage tourism refers to tourist activity that is oriented around the visitation of historic and cultural attractions, natural resources, and local dining and lodging establishments that impart a unique, regional experience not duplicated anywhere else. Heritage tourists are in search of the “real” and “authentic” qualities of a place. The heritage tourism market is a lucrative one to pursue since studies have shown that tourists who fit the heritage tourist profile often are more highly educated, older, and wealthier and, as a result, tend to spend more per trip than the average tourist. However, to attract the heritage tourist, a locality must be able to offer them the type of unique and authentic experience they seek. Carroll County is fortunate to have many of the requisite qualities for heritage tourism – quaint and attractive downtowns

that have been preserved to a large extent, an array of unique local dining and shopping opportunities, a calendar of events that reflect the region, and beautiful rural scenery.

Union Bridge is fortunate to have active institutions, businesses and partner organizations to help draw heritage tourists and create a unique community identity. Sites such as the Western Maryland Railroad Museum have several relevant stories and offer a regularly available resource. Groups such as the Union Bridge Business Association, which hosts the annual “Depot Days,” or the Union Bridge Area Heritage Committee, which has recently produced an exemplary walking tour brochure listing nearly 50 area sites, provide opportunities appealing to a diverse range of cultural and historical interests. Through the efforts of the Main Street Revitalization Committee, in 2007 the Town of Union Bridge dedicated a casting of a 19th century statue by the Union Bridge native sculptor William Henry Rinehart. However, in order to more fully capitalize upon the potential that exists, a conscious effort must be put forth to retain and attract unique businesses and cultural facilities by building upon the State Highway-funded infrastructure improvements while preserving the historic fabric of the town, and protecting the rural countryside and way of life. Additionally, while individual projects can have notable effects, without coordinated efforts the potential economic benefit to the community will never be realized.

One major boost to local efforts is the recent designation of Maryland’s “Heart of the Civil War Heritage Area.” The “Heart of the Civil War Heritage Area” (HCWHA), along with its management plan, was certified by the Maryland Heritage Areas Authority in July 2006 as the eleventh heritage area in the state certified through Maryland's Heritage Preservation and Tourism Areas Program. The heritage area includes significant portions of Carroll, Frederick, and Washington counties that contain Civil War battlefields and other sites related to the conflict. In Carroll County, these sites primarily relate to supply efforts and troop movements through the area prior to and after the Battle of Gettysburg. In Union Bridge, the Western Maryland Railroad Museum is the destination point for visitors following the Civil War Trails tour. The County’s portion of the heritage area includes the corridors (defined as 500 feet from the centerline) of most



of the major roadways. All of the incorporated municipalities contain at least one of these routes and, therefore, lie partially within the heritage area.

Certification enables Carroll County businesses and organizations to use State grants, loans, and tax incentives to undertake projects that support the heritage area's goals and capitalize on the area's significant Civil War-related history. Additionally, Target Investment Zones (TIZs) have been identified as part of this process. TIZs are areas towards which substantial amounts of funding are to be directed as a result of their having concentrations of heritage resources and visitor services. In Carroll County, three activated and/or potential TIZs have been identified: Taneytown, Westminster, and Sykesville. Properties within activated TIZs are eligible for additional grants and loans for capital projects and economic development projects, as well as state income tax credits for the rehabilitation of certified heritage structures. Other jurisdictions may be deemed eligible if they choose to apply for TIZ certification.

Nearly all of the jurisdictions in the county have completed the needed documentation that will make them eligible to apply for funding or other program designations. On August 28, 2006, the Mayor and Council of Union Bridge passed a resolution (#07-06) amending the comprehensive plan to incorporate those portions of the Heart of the Civil War Heritage Area Management Plan that apply to the Town of Union Bridge. That plan is incorporated by reference into this update of the comprehensive plan as well.

A similar national effort, underway beginning in the fall of 2006, may designate portions of Carroll County as part of the "Journey Through Hallowed Ground National Heritage Area." In its initial proposal this effort will tie broader themes including historical, cultural, social and political events that are core to our national identity into a geographically connected corridor. While the effort is in its relatively early stages, it will undoubtedly offer similar and perhaps more significant benefits to areas included within its jurisdiction.

ANALYSIS OF COMMUNITY NEEDS

The Town's Main Street Revitalization Plan has preservation goals and preservation-oriented visions, but the plan's implementation focused primarily on the Main Street corridor. Within the community, historic homes, buildings, and areas have no protection or encouragement of preservation of the history and heritage they represent. Many of these structures will continue to deteriorate and disappear without preservation activities within the community. Additionally, not all members of the community are aware of the importance of preserving historic resources or the availability of funds and programs to assist with these efforts. The establishment of the Heart of the Civil War Heritage Area represents an opportunity to bring a greater awareness about local history to the Town and enhance its local economy through heritage tourism, community events and through continuing early efforts at developing a distinct community identity or brand.

1 Awareness of and active stewardship with community history, heritage and culture

The lifeblood of any community is the enthusiastic support and participation of its members. A number of local historians have identified past uses of properties and various historic structures. The general consensus from the community is to preserve these structures through appropriate reuse and preservation. The community also stated the need for a centralized location for the storage and display of historic artifacts relevant to the heritage of the Town and its surrounding areas. By engaging all portions of the community



as partners and stewards of this rich heritage to rehabilitate the historic structures and sites, not only will the physical presence of the town be improved but the sense of pride in place will be continually improved as well. Between 1995 and 2000 many of these issues were considered during the Main Street discussions held in the community. While many of the desired physical changes have been implemented, many community-based objectives detailed in those plans continue to present opportunities to the Town.

2 Tools to protect and promote the community character as it has developed over the past two centuries

Union Bridge is in the very fortunate position of having had a well documented and comprehensive survey of its historic resources that ultimately led to its inclusion on the National Register of Historic Places in 1994. With this vital tool in place, much of the town core as well as those areas that were part of the historic growth of the town spanning from the late 18th through the early 20th centuries, are eligible to apply for various funding programs to support the physical rehabilitation as well as the economic revitalization that the community wishes to see. Program resources may include tax credits, heritage area funding, community development grants, homeowner loan programs, and more.

3 Methods to capitalize on the unique community character and resources of Union Bridge to provide for a continually vital community

Quality of life and sense of place are communicated by all of the elements of a community. The impression created by not only residential development but by landscaping, signs, commercial and retail buildings as well as industrial development all combine to paint an ever-changing image of a community. The most effective way to protect and preserve community character is to develop a toolkit of many strategies that will ensure that the best elements of the community are understood and reinforced through the form and type of new growth.

The community desires to retain a small town feel by monitoring development design to ensure it fits into the existing character of the community. Town officials are interested in developing design guidelines and/or a pattern book. This pattern book would serve as a guide for town officials, policy makers, and developers to the shared and agreed upon feel and character of the community.

RECOMMENDED ACTIONS

1 Encourage Local Groups to Develop Programs and Activities to Promote Awareness of the Town's History, the Importance of Preservation, and Ways Residents Can Participate

The Union Bridge Area Heritage Committee has worked diligently to promote and preserve the heritage of the Town. The Heritage Committee, although not affiliated with the Town government, has successfully partnered with the Town on several initiatives. The committee is concerned with activities that promote the heritage and history of the town as well as engaging in efforts to preserve that history and the places which



demonstrate that history. Among their most recent activities has been the development of a self-guided walking tour brochure for residents and tourists to the area.

However, due to a variety of factors, active membership has dropped in recent years. The current members have maintained the group's important 501 C (3) non-profit status and are in the process of reinvigorating the Committee. In November of 2007, a new slate of officers and a new board of directors were elected. They are re-establishing regularly scheduled meetings to be held on the first Thursday of odd-numbered months beginning in January 2008. To more fully engage the community, an active membership outreach campaign should be considered. This perhaps will involve refocusing the efforts of the group to either specific project(s) or an education effort to help existing property owners and residents become more active as community heritage stewards. By revisiting results and recommendations of both the 1995 "Union Bridge Main Street Revitalization Plan" and the "2000 Union Bridge Main Street Plan" each developed with extensive community involvement, the committee may find several relevant, targeted projects that they can undertake to leverage support and funding. For example, a program to develop heritage markers for individual structures was suggested at one time. The Heritage Committee, in addition to other interested partners and stakeholders, should continue to identify and promote activities which encourage town residents to take an active role in preserving the history and historical character of the town.

- 2 *Encourage the redevelopment of tax-credit eligible historic properties in Town to improve the overall condition of Union Bridge's income-producing and residential properties.*

With the listing of the town's historic district on the National Register of Historic Places in 1994, 251 buildings, sites and structures in the historic district became eligible through both state and federal programs to receive investment tax credits against income taxes. Other eligible properties, including the threatened Locust Grove Farm, exist outside of the central historic district. For income-producing properties, including residential rentals, professional offices, and commercial uses, the federal tax credit of 20% of the cost of renovations may be combined with the state tax credit of 20% to help promote better renovation and stewardship of the structure. The state program also enables the portion of the tax credit that exceeds income taxes due to be refunded directly to the applicant. Residential properties in the district are eligible to use the state tax credit program to offset costs involved with renovations. A recent addition to the Maryland Historical Trust grant and loan program permits homeowners applying for tax credits to apply for special low interest loans to support exterior rehabilitation work.

- 3 *Consider developing a municipal Main Street effort*

With a track record of more than 20 years of successful community rebuilding, the National Main Street Center's four-part program (developed by the National Trust for Historic Preservation) provides a very workable model for jurisdictions to begin to model their community revitalization efforts. Experience from the program has shown that a gradual, incremental approach is the most sustainable. Further, Union Bridge has been the beneficiary of two detailed plans developed in 1995 and 2000 in advance of the State Highway Main Street revitalization and reconstruction work. As Union Bridge and its adjacent communities continue to grow, market opportunities for appropriately-scaled businesses and commercial redevelopment along Main Street as well as the adjacent portions of Town will grow as well. As the town begins to fulfill its residential density goals found in this and previous comprehensive plans, even further market opportunities



will be created.

Relevant recommendations remain to be implemented from both the 1995 and 2000 Main Street plan documents. Once the individual recommendations are matched up with the four-part Main Street strategy and ranked by priority, the Town can begin efforts to move forward on those recommendations as well recruit targeted businesses or commercial partners. The Town may also develop some additional benefits such as a façade improvement grant program, an assessment freeze or abatement of town property taxes for a specified period of time as an additional support to attract these Main Street partners. Funding to support such efforts may be found through Maryland Department of Housing and Community Development's Neighborhood Revitalization programs or through programs associated with heritage area grant funding.

4 Create Design Guidelines and/or a Pattern Book to Help Retain Small Town Character

Union Bridge has a rich architectural heritage that has created a community fabric that is remarkable for its uniqueness in character. The architectural style of the houses varies, especially in the traditional neighborhoods. In recent years, many other communities have been challenged to maintain the distinct quality of their traditional architectural styles by the mass production of houses that seem the same wherever they are located. Also, homeowners often have a difficult time finding builders, architects or materials and components that are in keeping with the period and detailing of their original house.

Developing design guidelines or a pattern book would assist the Town officials, developers/builders, and homeowners as they repair, rebuild and expand their houses and neighborhoods. In collaboration, the Town of Union Bridge and the County should publish a Pattern Book for the community that identifies the various styles found in different neighborhoods and then illustrates key components such as the shape of windows and doors, roof pitches, eave details and types of porches that are appropriate for the character of the community. To varying degrees, the 1995 and 2000 Main Street plans touched on these needs for the blocks fronting on Main Street within the boundaries of the study areas. Design guidelines and/or a pattern book would ensure that remaining developable areas within or adjacent to Town, as well as parcels that may see redevelopment or infill construction, are compatible with the desired traditional patterns and building types found in the Town. They will also help connect the supporting community and residential portions of Town to the Main Street corridor. Often these documents can be most effectively developed and implemented with professional assistance and support.

From remodeling a front door or redevelopment of existing structures, to building a new house or a whole new housing development, the pattern book will provide examples of the appropriate design and use of materials to ensure a result that is compatible with the character of the community.

5 Review Town codes for elements that may contradict efforts to preserve adapt and re-use existing historic structures in Town.

Zoning and other ordinances can have the unintended consequence of allowing or even encouraging changes to standing structures, landscapes, streetscapes or other features that contradict efforts to retain those elements of town that communicate its heritage, culture and history. From time to time, even with the most carefully considered regulations, it is only after actual implementation that these contradictions of purposes



become apparent. In an effort to continue to improve the town, pressure for change and redevelopment can cause a short term project to override long term policies, goals and visions. To prevent those circumstances, a system of regular review to ensure that the code is continuing to meet and anticipate the balance of needs for the community is advised. This process also can involve the community into a more active and regular dialogue about their vision and preferences for their community. Changing perspectives and preferences can also be incorporated into regular periodic reviews and may come to include larger aesthetic issues that support and further enhance the significant infrastructure investment that the Town received from the State Highway Main Street Rehabilitation Project.

- 6 Seek to ensure that development at the perimeter of the Union Bridge GA maintains consistency with community character and reinforces a distinct town edge or boundary.*

As growth occurs at the edges of Union Bridge and its community planning area, it becomes increasingly important to consider how these gateways to town create that all important first impression. While areas outside the town core are often appropriate for non-residential development, it is critical that this type of development maintains compatibility with and connected to the heart of Union Bridge. Landscape controls, design expectations or guidelines, and similar review processes and ordinances, can be used to manage not only where needed development happens but how it looks and how it blends with the existing community. Tandem to this effort is establishing and maintaining a definable edge to Town as it expands. A variety of tools including easements, annexation plans and limitations of infrastructure and geographic boundaries may all be utilized to determine the ultimate boundaries of the Town's growth and ensure its separation from adjoining communities.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

- 1 Encourage Local Groups to Develop Programs and Activities to Promote Awareness of the Town's History, the Importance of Preservation, and Ways Residents Can Participate*

Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the scope would need to be further developed before a reasonable cost estimate could be determined.



- 2 Encourage the redevelopment of tax-credit eligible historic properties in Town to improve the overall condition of Union Bridge's income-producing and residential properties*

No Fiscal Impact

- 3 Consider developing a municipal Main Street effort*

Undetermined Impact: The fiscal impacts of implementing this recommendation relate primarily to required salary for the Main Street Manager/ Economic Development Coordinator. Depending on duties, this position could range from a limited part-time position to a full-time position.

- 4 Create Design Guidelines and/or a Pattern Book to Help Retain Small Town Character*

Undetermined Impact: The Town could choose to undertake this project on their own or they could choose to hire an historic preservation consultant to develop the document for them. Depending on the extent of services requested, this project might cost between \$15,000 to \$30,000.

- 5 Review Town codes for elements that may contradict efforts to preserve adapt and re-use existing historic structures in Town.*

No Fiscal Impact

- 6 Seek to ensure that development at the perimeter of the Union Bridge GA maintains consistency with community character and reinforces a distinct town edge or boundary.*

No Fiscal Impact



CHAPTER 12: COMMUNITY INVOLVEMENT

GOALS

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

- To improve resident awareness of the comprehensive plans, community decisions, and the impacts of each
- To continue to provide, and increase where possible, public participation in community issues and decisions

CURRENT CONDITIONS

The citizens of the Union Bridge community are provided with many opportunities to participate in and have influence over both the Town's and the County's decision-making processes concerning their area. Along with conventional activities, such as voting and attending council meetings, committees, and workshops, other types of opportunities are also available as means for citizen involvement and participation.

1 Government Structure

A MAYOR

Both the Mayor and the five Town Council positions are voted on at-large by the citizens of the Town of Union Bridge. The Mayor is elected to serve a four-year term as the primary executive officer of the Town. Those seeking the office must be a qualified registered voter of the Town and have resided within the town limits for a least one year.

B TOWN COUNCIL

Members of the Town Council, with whom all legislative powers of the Town are vested, also serve four-year terms. These terms are staggered so that elections for town officials in Union Bridge are actually held every other year. Two Town Council positions coincide with the election of the Mayor, with the remaining three positions being elected in between. Those seeking election to the Town Council must also meet the same demographic qualifications as the Mayor. Vacancies in either the Mayor's office or on the Town Council are filled by a qualified person selected and approved by a majority of the remaining Town Council members.



C BOARD OF COUNTY COMMISSIONERS

The unincorporated areas with Carroll County, including the Union Bridge environs, are governed by the three-member Board of County Commissioners. The Board has both executive and legislative authority for the jurisdiction and holds many final-decision making powers to address issues with the community. Currently, the Commissioners are elected at large and serve for a four-year term. The Board is required by law to hold public hearings on changes to a diversity of regulations and plans such as zoning maps, the zoning ordinance, subdivision regulations and the Water and Sewer Master Plan, prior to any final action. These hearing are required to be publicly advertised and are open to all citizens for their input and comments.

D LEGISLATIVE PROCESS

The Mayor retains passage and/or veto power of any ordinance approved by the Town Council. The Mayor has six days (excluding Sunday) from the time of Council approval to either sign or veto an ordinance. If no action is taken within that time period, the ordinance automatically becomes law. In the case of a veto, members of the Town Council have thirty-five calendar days to override a veto with a four-fifths majority.

With the successful passage of an ordinance, citizens of the town may call for a referendum by filing a petition containing the signatures of no less than twenty percent of the town's qualified voters. These petitions must arrive at the Town Hall no later than twenty calendar days after the passage of an ordinance. This referendum can occur at either the next general election or, at the Council's discretion, during a special election. No ordinance, upon receipt of such a petition, shall take effect until such matters are resolved through either the general or special election. A simple majority of voters may carry a referendum.

The three-member Board of Carroll County Commissioners serves as both the executive and legislative body for the jurisdiction. Their powers are derived from the state's governing body through enabling legislation. Because Carroll County is neither a code nor a charter governed-county, the Maryland Legislature must adopt many of the laws that govern the County.

E TOWN PLANNING COMMISSION

The Town Planning Commission is a five-member commission created with powers and duties as set out in Article 66B, Land Use, of the Annotated Code of Maryland. Four commission members are appointed by the Mayor and Council for staggered terms of five years each and one alternate may be appointed also for a five year term. The fifth voting member is a council member who serves in an ex officio capacity during their four year elected term. The Commission meets on the third Thursday of every month in the Town Hall.

F CARROLL COUNTY PLANNING AND ZONING COMMISSION

The seven-member (plus alternate) Planning and Zoning Commission is an appointed body responsible for such planning-related activities as developing and approving comprehensive plans, approving subdivision and site development plans, and recommending a Capital Improvement Program to the County Commissioners. The Planning Commission also recommends to the County Commissioners amendments to planning-related regulations and ordinances such as the subdivision regulations and zoning ordinance



(ordinance text and zoning map). The Planning Commission holds public meetings twice monthly to consider planning-related projects and issues. Citizens are welcome to attend; meetings are held on the third Tuesday of each month and in the evening on the fourth Monday of each month. The Planning Commission is required to hold public hearings to receive input on comprehensive plan elements, updates, or amendments. The Planning Commission considers the comments received before approving the plan and submitting it to the County Commissioners for adoption.

G THE PLANNING PROCESS

The Land Use authorizations found in Article 66B of the Annotated Code of Maryland mandates that the Planning Commission develop and approve a comprehensive plan and recommend it to the local legislative body for adoption. Community meetings and workshops are held to encourage citizen input to help ensure that the vision and goals of the plan reflect the desires of the community.

H TOWN BOARD OF ZONING APPEALS

The Board of Zoning Appeals consists of three members appointed by the mayor for terms of three years each. In general the Board hears and decides on issues pertaining to special exceptions, and variances. The powers of the Board are defined in the Code of the Town of Union Bridge.

I CARROLL COUNTY BOARD OF ZONING APPEALS

The Board of Zoning Appeals (BZA) is a quasi-judicial body comprised of three members. The Board is empowered to hear and decide on requests for conditional uses and authorize appeals for variances to the zoning ordinance. The BZA may also hear and rule on appeals to orders, requirements, decisions, or determinations that are made by an administrative officer in the enforcement of powers granted under the Land use statutes (Article 66B) or any ordinance adopted under the article. These cases may involve, for example, appeals to actions of the planning commission. The BZA conducts public hearings to address all cases that are filed for its review and action. Public hearing notices are published in local newspapers, signs are posted on properties under review, and notices of the public hearings are mailed to adjoining property owners. The public hearings and notification of them provide an important opportunity for citizen input to these cases.

J CARROLL COUNTY TECHNICAL REVIEW COMMITTEE

Citizens have an opportunity for input in the early stages of the review and approval process involved with the development of property. The Technical Review Committee (TRC) is comprised of County and State agencies that review and comment on subdivision and site development plans. TRC meets monthly to publicly review all development plans submitted to the County and to present its recommendations and requirements to the owner/developer of the property and the developer's engineer. When a property owner is contemplating the improvement or subdivision of his or her property, notices of the TRC meeting are mailed to adjoining property owners and signs are posted on the property informing the public of the scheduled TRC meeting. Citizens are invited to attend the TRC meeting to voice their concerns on the proposed development at this early design stage.



K TOWN STAFF

Town office personnel currently consists of a Clerk-Treasurer. The Mayor appoints and Town Council approves a Zoning Administrator to process all zoning applications in accordance with town zoning codes. Other specialized and professional services, including legal, engineering , planning and the like, are provided to the Town on a contractual basis.

2 Current Citizen Participation Opportunities

The most obvious and common way for citizens to participate in the workings of their local government is by voting and attending public meetings. Eligible citizens may also run for public office, be appointed and/or volunteer to serve on committees and commissions. Meetings of the Town Council, Planning and Zoning Commission, among others, are open for general public attendance and participation.

A COMMITTEES

The Main Street Revitalization Committee completed its sanctioned duties in May 2007. Its volunteer members have been called upon by the Mayor and Council for input and special assignments. Likewise, the Union Bridge Area Heritage Committee has also been a resource for the Town. A group of interested citizens continues this 501(c)(3) non-profit organization to preserve and promote the unique history of the Town of Union Bridge. Membership is open to all interested residents of the Town and the larger community.

B PUBLIC MEETINGS

Public community meeting opportunities are present and ongoing within the town as well. The Town Council holds open meetings on the fourth Monday of every month and work sessions on the second Monday of each month. Likewise, the Town Planning and Zoning Commission also meets on a monthly basis, holding their meetings on the third Thursday of each month. The Town's Board of Zoning Appeals convenes on an as-needed basis.

C SURVEYS AND WORKSHOPS

Occasional opportunities for participation also develop as both the Town and County prepare various plans and projects for the Union Bridge area. The County conducted a series of citizen workshops in order to create a vision statement and goals for this Union Bridge Community Comprehensive Plan. For those not able to attend the workshops, detailed surveys were sent to each and every household in the 12th Election District. Community workshops, surveys, and informational newsletters are a standard part of the comprehensive plan process.

D PRIVATE ASSOCIATIONS & COMMUNITY GROUPS

Outside of the governmental realm, other associations and groups existing in the community include the Union Bridge Fire Company, with both a Ladies Auxiliary and Junior Fire Company, a Lions Club, West



Carroll Recreation Council, and the Masonic Lodge, Union Bridge Business Association, a Cub Scout troop, a 4-H club and the newly formed Bridges, a local organization that supports youth in the community. These groups, while pursuing their individual missions, may work cooperatively with each other as well as the Town to meet community goals.

3 Citizen Information Sources

A MEDIA

Residents in the Union Bridge area have a variety of sources of information to keep informed of local events and activities. The Town publishes a bi-monthly newsletter that contains a variety of local meeting notices, community events and articles relevant to area citizens. The Carroll County Times, the Carroll County edition of the Baltimore Examiner, and the Carroll County edition of The Baltimore Sun are general-circulation daily for-purchase newspapers that focus on news in Carroll County, in addition to providing regional, state, national, and world news. Landmark Community Newspapers of Maryland, Inc., publisher of the Carroll County Times, also circulates two free monthly publications, Carroll Families and Carroll Seniors. These periodicals contain feature stories and County activities aimed at families and senior citizens, respectively.

Numerous television and radio stations broadcast regional news and information that may include Carroll County. WTTR (1470 AM), located in Westminster, focuses on Carroll County news and events. In addition to its standard offering of network and cable stations, the county's cable television service provider, Comcast, operates Cablevision Channel 3, a commercial local origination channel that covers local news and events, and Channel 24 (CCG24), a channel devoted to Carroll County Government that broadcasts public meetings, events, and other programs related to local government. Additionally, Comcast broadcasts Carroll Community Television Channel 19, Carroll Community College Television Channel 18, and Carroll Educational Television Channel 21 (sponsored by Carroll County Public Schools), noncommercial local access channels that include information on local news and events as part of their scheduled programming.

Carroll County Government posts its legal ads in the Carroll County Times and provides press releases to the media regarding current events and issues. Additionally, notices of upcoming meetings are provided for inclusion in the community news and events sections of local papers. The County also uses WTTR, Cablevision Channel 3 and Channel 24, and Carroll Community Television Channel 19 to convey public information.

B INTERNET

The Internet is a growing resource of information for citizens. One website that contains information oriented to Carroll County is located at <http://ccgov.carr.org>. This site contains extensive information on the County, County government, information about and links to the municipalities located in the County, the public library system, schools, services and organizations, and businesses. Also available from this web site are either live web-streaming broadcasts of County meetings or archived video of County meetings or hearings for many boards and commissions. This resource is available for meetings dating back to July 2006.



On-line information related to updates of the community comprehensive plans can be found on the county website's page for the Department of Planning within the Bureau of Comprehensive Planning section.

The Town of Union Bridge maintains a website with a variety of useful facts including meeting schedules, contact information, rosters of various committees and boards, and certain needed public information. This website is linked to the Carroll County website or may be reached directly via <http://www.carr.org/~unionbr/>.

C TOWN NEWSLETTER

The citizens of Union Bridge are also kept informed of the happenings of their local government through a bi-monthly newsletter. The newsletter is mailed to each household within the town limits. For members of the community residing outside of the corporate limits, the newsletter is available at the Town Hall and on the internet at the Town's website <http://www.carr.org/~unionbr/>. The publication has articles from the Mayor, Council and Committee updates, special project reports, and important information relevant to the Town's functions

ANALYSIS OF COMMUNITY NEEDS

Multiple opportunities already exist for the community to be involved in government-related issues. Opportunities for improvement, however, do exist. Many of the residents indicated in the community surveys that they receive information regarding public decisions, meetings and community participation opportunities from newspapers and mailed flyers. However, few people indicated they actually attended any public meetings held by County or Town officials. Public meeting agendas are posted and often printed in local newspapers, but these meetings are not broadcast on cable television for public viewing on a regular basis.

Although these conditions may lead to a lack of citizen involvement, the reality is that most people will not participate in meetings or other public participation opportunities unless they feel directly and significantly impacted. This apathy often leaves the community unaware of the plans for the community or the issues within the community which need to be addressed. The effect is that a very small number of people often influence decisions meant to address the good of a much larger community.

Although a need always exists for local governments to find additional ways to solicit input from a greater number of citizens, there also is an element of social and political apathy that must be addressed as well. One major impediment to overcoming the relative public apathy associated with the planning process is the length of time taken to produce the plans. Momentum built up in the initial phase of the public participation quickly is lost when the plans go into the "drafting" stage, where shifting priorities for staff and lengthy writing requirements can create a lag time of at least six months, sometimes much more.



RECOMMENDED ACTIONS

- 1 *Survey the community periodically to measure and understand the needs and desires of the residents*

The success of a comprehensive planning effort is not just measured when the plan is adopted. It is an ongoing challenge to ensure that the plan continues to embody the desires of the community and is being implemented as recommended. Because residents and businesses are continually leaving and new ones taking their place, the population served by the plan is always changing. Periodic surveys of the population about their goals and concerns for the environs will inform planners and others who are implementing the plan as to how well the plan is upholding or changing to meet the needs of the community.

- 2 *Continue to provide updates on projects, events, and the implementation of specific plan recommendations through a community newsletter or website*

Part of making a comprehensive plan a “blue print for guidance and action” is to keep the plan’s relevance in the forefront of people’s minds in both the private and public sectors, since both have a part in actually implementing the plan. Providing the general citizenry with periodic and annually updated information and reports on the progress of implementation will help to foster relevance and understanding of the Plan and the process.

In addition to updates on the comprehensive plan process, it is important that all web-based data is maintained so to be current and effective. Once community members become familiar that current data is easily available, they may also become confident to relying on the data provided. Ultimately, the users of this resource may become more informed and more active citizens thanks to the schedule flexibility afforded by electronic participation.

- 3 *Form citizen committees to implement appropriate strategies from the comprehensive plan as well as other community projects*

Citizens interested and involved in planning and accomplishing key elements of the official plan are assets to the community- Creating citizen committees charged with helping with specific tasks detailed in the plan can be a wise use of human resources, provided both the appointing authorities and those willing to serve clearly understand the time commitment involved, scope of the charge and duration of time to accomplish the mission.

- 4 *Find ways in which the plan update process can be shortened to maintain interest and momentum*

One of the greatest challenges posed by the planning process is finding ways to keep people’s interest and momentum throughout an effort that, by its very nature, is methodical and time-consuming. Great lengths are taken to reach out to as many people as possible and much time is spent gathering the information that will validate the plan’s recommendations. More frequent plan updates could reduce the amount of time



needed to do this work, and concentrated points of public input could be programmed into the process so that momentum is not lost. Other creative ways to achieve these objectives should be sought as well.

A well thought out comprehensive plan will have a much longer life than 6 years. Nothing prohibits it from being amended at any time to keep it current with changes in circumstances, or by reason of actions of the State Legislature, or by the publishing of the latest Census. The required 6 year review may only need to be a fine tuning. A concise plan that stays focused on key and coordinated elements and essential matters of significance will more likely have more meaning and relevance in serving the citizens and community well.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

- 1 Survey the community periodically to measure and understand the needs and desires of the residents*

Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the project would need to be further developed before a reasonable cost estimate could be determined. Fiscal impacts would vary depending on the method used to survey community residents and could be minimized, if not eliminated, if integrated into existing forms of communication such as the Town’s newsletter or website.

- 2 Continue to provide updates on projects, events, and the implementation of specific plan recommendations through a community newsletter or website*

Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the project would need to be further developed before a reasonable cost estimate could be determined. Fiscal impacts would vary depending on the method used to communicate with community residents and could be minimized, if not eliminated, if integrated into expanding the existing forms of communication such as the Town’s newsletter or website.

- 3 Form citizen committees to implement appropriate strategies from the comprehensive plan as well as other community projects*

No Fiscal Impact



- 4 Find ways in which the plan update process can be shortened to maintain interest and momentum*

No Fiscal Impact



CHAPTER 13: INTERJURISDICTIONAL COORDINATION & COMMUNICATION

GOALS

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

- To partner with other government bodies on local community projects
- To improve communication and coordination with Carroll County and neighboring counties as well as the State

Under the Planning Act, local comprehensive plans must include recommendations for improving planning and development processes to encourage economic expansion and to direct future growth to appropriate areas. Such development and economic growth often have interjurisdictional impacts on transportation infrastructure, the environment, and other areas of concern. For this reason, it is necessary for planning, growth strategies, and policies to promote and encourage cooperation among adjacent jurisdictions.

No one will dispute that interjurisdictional coordination is important and valuable. However, when real-world issues are confronted by jurisdictions with conflicting agendas, ideals often fade, and agreement can be difficult to achieve. It will be impossible to achieve the intent of the Planning Act without immediate and effective interjurisdictional coordination. It is necessary to identify potential conflicts, address them as an integral part of comprehensive plan preparation, and include provisions in the plan for continuing coordination and cooperation. As jurisdictions collaborate on issues of mutual interest in their respective comprehensive plans, they generally become more aware of one another's needs and priorities. This contributes to their ability to better anticipate potential problems.

The most important benefit of timely interjurisdictional coordination is that it enables the affected jurisdictions to identify and resolve issues at the earliest possible stage when they are usually easiest to address and manage.

CURRENT CONDITIONS

Carroll County Government has been practicing interjurisdictional coordination and communication with the Town of Union Bridge, as well as the other municipalities in Carroll County, for many years. These activities have produced numerous benefits and provided mutual assistance between jurisdictions.

1 Town/County Agreement

The primary instrument for interjurisdictional coordination and communication between the Town of Union Bridge and Carroll County is the formal document generally known as the Town/County Agreement. Annually signed by both jurisdictions, the agreement enumerates services provided by the County to the



Town and provides for the coordination of planning and other governmental functions. Both jurisdictions participate in coordinated planning efforts and joint review of master (or comprehensive) plans or revisions, draft amendments to development-related ordinances and regulations, rezoning proposals, and annexation petitions. Development plans and other proposals are exchanged between the Town and County for informational purposes and to provide staff and elected officials the opportunity to comment. County projects or proposals relating to land located within one mile of the town are submitted to the Town for review and comment. Town and County staffs also attend the other's Planning and Zoning Commission meetings to keep apprised of planning activities in each jurisdiction.

The Town/County Agreement with the Town of Union Bridge creates a cooperative relationship between the two jurisdictions that fosters open communication and the exchange of information regarding planning and development matters. As a result, a "joint planning approach" is cultivated that promotes consistency within the overall Union Bridge environs. In addition, many planning-related issues can be resolved at the staff level early in the process.

2 Joint Comprehensive Plan

Traditionally, the County and its municipalities prepare, approve, and adopt comprehensive plans jointly. For each plan, a Growth Area (GA) is delineated that includes the entire municipality and an area surrounding the municipality that forms the unincorporated portion of the overall community. In preparing the comprehensive plan jointly, the various elements of the plan (e.g., goals, land use, transportation, public water and sewer service, etc.) are developed so that they are compatible throughout the community planning area. The joint comprehensive planning process involves extensive participation by the County and Town planning staffs. The Union Bridge Planning Commission approves the portion of the Community Planning Area located within the Town's corporate limits, and the Town Mayor and Town Council adopt the same portion of the plan. Correspondingly, the Carroll County Planning Commission approves and the County Commissioners adopt the unincorporated portion of the comprehensive plan. Most recently, the Union Bridge Comprehensive Plan, was jointly adopted in 1990. Subsequently, the Town reviewed and updated their plan for the incorporated areas in 2000.

3 County Provides Staff Assistance

As mentioned above, a provision of the Town/County agreement involves County staff assistance to the towns on planning-related issues. A County planning staff member acts as a liaison to the Town's planning office and planning commission. This arrangement aids in the prevention of planning and development conflicts and the development of compatible plans, goals, and regulations.

4 Mutual Referral of Development Proposals and Other Planning Activities

As provided for in the Town/County Agreement, the County makes its development review staff available to the Town to review and comment on development plans located within the Town. Following submittal of a development plan by the Town, County staff reviews and provides comments on grading and sediment control, forest conservation, and other technical issues. Planning staff reviews for conformance with the comprehensive plan, major street plan, water and sewerage master plan, historic resources, and general design. The County provides inspections for sediment control and forest conservation for the Town. The



County also collects the bonds for forest conservation.

In addition to the reciprocal review of development plans, both jurisdictions also notify each other of planning-related activities within their respective jurisdictions (within one mile of Union Bridge for County activities). These activities include proposals for rezonings, annexations, plan amendments, and amendments to development-related ordinances and regulations.

In addition to the mutual review of development plans between Union Bridge and the County, proposals for development projects located within the county are also submitted to various State agencies for review and comment, and in some cases, approval. The State Highway Administration and Health Department are the agencies most frequently involved.

5 Council of Governments

The County Commissioners meet on a quarterly basis with the Mayors from all of the towns in an effort to foster interjurisdictional coordination and cooperation. In addition to these meetings, a Council of Governments (COG) group has been formed. Included are representatives from all eight municipalities, the Finksburg Planning and Citizen's Council, the Freedom Area Citizen's Council, the Maryland Municipal League, State and County representatives, the Board of Education, and the Health Department. By state law, voting members are limited to member governments, towns and the County, but everyone is invited to participate. The group exercises no legislative power, however. The purpose of the COG is to bring these diverse groups together to discuss issues of mutual interest, which are decided upon by the members, thereby facilitating information sharing and promoting a new level of cooperation/coordination.

6 Policy Regarding Annexation

The Town/County Agreement between the Town of Union Bridge and Carroll County contains a policy statement and procedure concerning annexation areas. The agreement states that future growth and development in the Union Bridge area that is planned to be served by public facilities should take place within the town's corporate limits. This is because both jurisdictions recognize that the public health, safety, and welfare will be best served through mutual cooperation and the coordination of responsibility for those areas that logically should become part of the Town of Union Bridge. This joint cooperation will serve to ensure the continuity of municipal services and maintain the effectiveness of planning functions.

To achieve this objective, the Town and County have mutually agreed upon and designated a future corporate limit line (Growth Area Boundary). This line serves to guide and anticipate where municipal services (public water and sewer, fire hydrants, police, street lighting, garbage and recyclables collection, etc.) may logically be needed.

7 Membership and Participation in Maryland Municipal League

The Maryland Municipal League is a voluntary, non-profit, nonpartisan association comprised of town and city governments from across the state. The league provides information, research, technical assistance, training, information sharing and functions as a networking clearing house to support the needs of its members. The group was founded in 1936 and represents nearly 160 of Maryland's jurisdictions.



Membership permits the town to utilize many types of needed support or information to assist in both daily operations and governing decisions.

8 Membership and Participation in Maryland Association of Counties

The Maryland Association of Counties, Inc.'s (MACo) members are the elected governing officials of Maryland's twenty-three counties and Baltimore City. MACo's members work in committees to determine policy and positions on executive and legislative proposals. Members also attend annual conferences to obtain timely information concerning the issues that face county government. The Association is an important communication link. It serves as a clearinghouse for information pertaining to county government in Maryland.

The Legislative Committee meets weekly during the Maryland General Assembly Session, reviewing proposed legislation impacting county government. The Legislative Committee and MACo staff sponsor various legislative initiatives affecting local government and disseminate information to the Association's membership on all bills relating to county government. In addition to its efforts during the legislative session, MACo works throughout the year advocating county interests on issues and specific bills.

MACo is an important voice for county government in Maryland. The Association represents the viewpoint of the state's twenty-four subdivisions before the Governor, the General Assembly, administrative officials of the executive branch, and federal decision-makers. MACo strives to ensure that issues important to the counties are heard whenever programs or problems affecting local government are discussed at the state or federal level.

9 Membership and Participation in Baltimore Metropolitan Council

Carroll County is a member jurisdiction of the Baltimore Regional Transportation Board (BRTB). The BRTB, which is the metropolitan planning organization (MPO) for the Baltimore region, is an organization of the region's elected officials that serves as a forum for identifying regional interests and developing collaborative strategies, plans, and programs that will improve the quality of life and economic vitality throughout the region. The Council's Board of Directors consists of the Mayor of Baltimore, the elected executives of Anne Arundel, Baltimore, Carroll, Harford, and Howard Counties, and the City of Annapolis. The Baltimore Metropolitan Council (BMC) provides staff support to the BRTB.

The BRTB's mission is to provide a forum for cooperative regional planning; provide an opportunity to discuss differences among its members in attaining regional goals, collect, analyze, and disseminate regional data; cooperate and communicate with neighboring regions; ensure cost-effective delivery of services through cooperation with all levels of government; and participate with citizens and others interested in solving regional problems.

To achieve these objectives, the Board provides the following activities or programs: long-range regional transportation planning; development of demographic, economic, and geographic data; cooperative purchasing to provide cost-saving opportunities to member jurisdictions; assistance in environmental programs such as air and water quality; computerized mapping services; and acting as a regional information center.



Through its involvement on the Baltimore Regional Transportation Board, the County is able to participate in regional planning efforts and ensure that the other member jurisdictions take into consideration issues that are important to Carroll County, including the towns. The County can also gain important information and services provided by the Council and share more fully in the benefits that accrue to the Baltimore region as a whole.

ANALYSIS OF COMMUNITY NEEDS

Carroll County has a long history of close interjurisdictional coordination between the County and its municipalities. Joint planning has been conducted for decades, voluntarily setting a precedent that only now is being mandated in other jurisdictions across the state. In Union Bridge, the annual renewal of the Town/County agreement, cooperation on development issues, and monthly attendance at meetings by a liaison planner from the county staff all point to ongoing coordination and a close relationship between the Town and County.

The most notable improvement that could be made with respect to interjurisdictional coordination lies with the annexation process. The recent annexation legislation passed in 2006 may address some of these inconsistencies by more clearly defining the annexation process.

RECOMMENDED ACTIONS

- 1 *Continue the close level of coordination between the Town and County regarding development issues*

Through the use of the Town/County agreement and joint planning efforts, the Town and County have been able to work together to address ways to implement the vision and goals of the comprehensive plan. Whether it is working to approve a subdivision plan within established regulations, planning for long-range infrastructure improvements, or draft and adopting a zoning map, the working relationship between the Town and County has benefited both jurisdictions and helped both achieve the vision and goals expressed in each jurisdiction's comprehensive plans. The annually-updated agreement addresses joint review responsibilities for subdivision, master plans and annexations. It also spells out clear process to coordinate the provision of shared services and funding formulas for permit fees, county grant funds, road funds and National Pollution Discharge Elimination System fees.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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



an identified fiscal impact, the cost of implementing that recommendation is estimated to the best degree possible.

- 1 Continue the close level of coordination between the Town and County regarding development issues*

No Fiscal Impact



CHAPTER 14: HOUSING & COMMUNITY DESIGN

GOALS

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

- To make Union Bridge a more attractive place for younger generations to settle and establish families
- To promote housing and business design that is consistent with the historical flavor of the town
- To promote and foster housing opportunities for all income levels and age groups
- To encourage efforts to maintain the quality and appearance of individual properties
- To create usable and friendly public spaces that enhance that small-town atmosphere and foster a neighborly community
- To incorporate traditional, walkable, friendly design into new residential neighborhoods

CURRENT CONDITIONS

1 Housing

A ACREAGE OF LAND IN EACH RESIDENTIAL ZONING DISTRICT

The total land area of the Union Bridge Election District is approximately 4,603 acres. In 2007, slightly more than 12 percent of that total, or 562 acres, was located in residential zoning districts, while just over 71 percent of the total land was zoned Agriculture or Conservation, both of which allow for limited residential development as well. In 1990, the Union Bridge corporate limits contained 355 households with 232 households existing within the election district outside of town. According to the Census 2000, the number of households within the town have basically remained static at 372. Excluding the town, the election district had 195 households, which indicates approximately a 16 percent decline in existing households outside of the town itself.

As of 2000, Carroll County had four categories of residential zoning, only three of which are followed by the Town. R-6,000, or urban residential, requires a minimum lot size of 6,000 square feet. R-10,000, or suburban residential, requires a minimum lot size of 10,000 square feet. R-20,000, or medium-density residential, requires a minimum lot size of 20,000 square feet. R-40,000, or low-density residential, requires a minimum lot size of 40,000 square feet. The table titled “Residential Zoning Acreage” presents a breakdown of the amount of land within each residential zoning category for both the town and the remainder of the election district.



Residential Zoning Acreage Union Bridge Election District 2008				
Zoning Category	Town of Union Bridge	Remainder of Election District	Total Residential Acreage	Percentage of Election District (4,603 acres)
R-6,000	101.98	0.00	101.98	2.22
R-10,000	285.93	174.36	460.29	10.00
R-20,000	0.00	0.00	0.00	0.00
Agriculture	0.00	2,883.16	2,883.16	62.64
Conservation	96.45	306.31	402.76	8.75
Total	484.36	3,363.83	3,848.19	83.61

Source: Carroll County Department of Planning, 2007

B PERCENTAGE OF DIFFERENT HOUSING TYPES

Approximately 80 percent of all units in the election district in 1990 were single-family detached and attached (townhouse) units with multi-family units representing approximately 18 percent. During the period of 1990-2000, the number of units in the election district increased; however, there was little change in the distribution by housing type. The table titled “Housing Type: Union Bridge Election District” shows the percentage of housing types within the election district for 1990 and 2000.

Housing Type Union Bridge Election District 1990 and 2000					
Housing Type	1990		2000		% Change
	Units	%	Units	%	
Single-family detached and attached	474	80.0	486	78.5	2.5
Multi-family	106	17.9	130	21.0	22.6
Mobile Home/Trailer	0	0.0	3	0.5	n/a
Other	13	2.1	0	0	n/a
Total Units	593	100.0	619	100.0	4.4

Source: U.S. Census 1990 and 2000

C CURRENT DENSITY

The 2000 densities for the Town of Union Bridge and the surrounding area were calculated using the complete acreage of the town, election district, county, and state. These acreages include all public and private properties as well as open space, parks, public lands, bodies of water, etc.



Measure	2000 Density				
	Town	Union Bridge Election District	Union Bridge Election District, Less Town	Carroll County	Maryland
Household units	409	619	210	54,260	2,145,283
Acres	482	4,907	4,425	289,568	7,803,501
Square miles	0.75	7.66	6.91	452.45	12,192.97
Units per acre	0.85	0.13	0.05	0.187	0.275
Units per sq. mile	545.3	80.8	30.4	119.9	175.9

Source: U.S. Census 2000

D RENTERS VS. OWNERS

Of the residential structures within the Union Bridge Election District, approximately 59 percent were owner-occupied as of 2000. Approximately 33 percent were renter-occupied, with 8 percent being vacant. The following table exhibits the occupancy status by type of dwelling within the election district in 2000.

Occupancy by Type of Dwelling Union Bridge Election District 2000				
Structure	Owner Occupied	Renter Occupied	Vacant	Total
Single-family detached	340	83	27	450
Single-family attached	13	18	5	36
2 units	6	33	6	45
3-4 units	4	38	2	44
5-9 units	0	29	12	41
10+ units	0	0	0	0
Mobile Home	0	3	0	3
Other	0	0	0	0
Total Units	363	204	52	619

Source: U.S. Census 2000

Census data gathered from 1980 and 1990 showed that the numbers for owner-occupied dwellings had increased within the election district over that time period. However, during the period of 1990 through 2000, owner-occupied dwellings decreased approximately 8 percent. Conversely, rented dwellings decreased 12 percent from 1980 through 1990 and then increased 7 percent from 1990 to 2000. In 2000, 92 percent of all units were occupied versus 8 percent of all units being vacant within the election district. Approximately 50 percent of all renter-occupied units were multi-family units. The following table shows the occupancy trends in the Union Bridge Election District as provided in the 1980, 1990, and 2000 Census.



**Occupancy by Type of Tenant
Union Bridge Election District
1980-2000**

Occupant	Units					
	1980	%	1990	%	2000	%
Owner	382	62.4	397	65.5	366	59.1
Renter	213	34.7	188	30.9	201	32.5
Vacant	18	2.9	22	3.6	52	8.4
Total	613	100.0	607	100.0	619	100.0

Source: U.S. Census 1980, 1990, and 2000

**Specified Owner-Occupied Value
Union Bridge Election District
2000**

Value	# of Units
Less than \$50,000	10
\$50,000 - \$99,999	71
\$100,000 - \$149,999	167
\$150,000 - \$199,999	65
\$200,000 - \$299,999	41
\$300,000 or more	9
Total	363
Median Housing Value	\$121,100

Source: U.S. Census 2000

As of 2000, 46 percent of owner-occupied residential units fell in the \$100,000 - \$149,000 price range with an overall median housing value of \$121,100. The table titled “Specified Owner-Occupied Value” presents the number of residential units falling in each value range in 2000.

**Specified Renter-Occupied Residences Cash Rent
Union Bridge Election District
2000**

Rent	# of Units
Less than \$250	14
\$250 - \$499	97
\$500 - \$749	54
\$750 - \$999	7
\$1000 or more	0
Total	172
Median rent	\$542.00

Source: U.S. Census 2000

Cash rent values were also tabulated for renter-occupied residences in the Union Bridge Election District based on 2000 Census returns. The majority of the units (56.4%) fell into the \$250 - \$499 range. The



median contract rent in 2000 was \$542. The preceding table exhibits the monthly cash rent values for specified renter-occupied units in 2000.

E CURRENT AFFORDABLE HOUSING PROGRAMS

There are currently several housing assistance programs available to the Union Bridge area. They include: Section 8 Housing Choice Program, Rental Assistance Program, Rural Development Program, and the Family Self-Sufficiency Program. Carroll County Section 8 Program is available to eligible families to assure decent, safe, and sanitary housing in communities of their choice based on the family’s income, assets, and deductions. Thirty-one households, making up 9 percent of Carroll County’s total Section 8 participants, are currently receiving assistance in the 12th Election District. The Rental Assistance and the Family Self-Sufficiency Programs offer temporary financial assistance for low-income households. Rural Development assistance can be used by low-income families to purchase, refinance, and rehabilitate a dwelling with no down payment.

F GENERAL ASSESSMENT OF CONDITION OF CURRENT HOUSING STOCK

The majority of existing structures in the Union Bridge Election District (56%) were built prior to 1940. Between 1940 and 1970, 21 percent of the current residential structures were built. Approximately 8 percent of the housing stock was built between 1970 and 1979, with the remaining 13 percent being constructed within the last 20 years. The following table indicates the age of the election district’s housing stock in 2000.

Age of Housing Union Bridge Election District 2000		
Year Built	# of Units	% of Units
1999 – 2000	5	0.81
1995 – 1998	19	3.07
1990 – 1994	13	2.10
1980 – 1989	43	6.95
1970 - 1979	51	8.24
1960 - 1969	48	7.75
1950 - 1959	55	8.89
1940 - 1949	38	6.13
1939 or earlier	347	56.06
Total	619	100.0

Source: U.S. Census 2000



Length of Residency Union Bridge Election District 2000		
Year Household Moved Into Unit	# of Households	% of Households
1999 - March 2000	86	15.2
1995 - 1998	113	19.9
1990 - 1994	83	14.6
1980 - 1989	96	16.9
1970 - 1979	87	15.4
1969 or earlier	102	18.0
Total	567	100.0

Source: U.S. Census 2000

Approximately 33 percent of the population moved into their current housing units prior to 1980. A significant percentage of households (35%) moved into the housing units between 1995 and 2000. While these figures represent newcomers to the area, they also represent households that have moved from one unit to another within the election district.

2 Community Design

The Town has an expressed desire to meld new development with the existing character of the town, as indicated in Section 13.5.0 of their Zoning Ordinance. This section requires developers to be creative while at the same time drawing on elements of the Town’s built environment for guidance in the design of new subdivisions. Among the characteristics cited in the code as important are: clustering of housing units, a mix of housing types that reflect local needs and site specific conditions, architecture and its compatibility with/impact on existing and future development, and the creation and location of both active and passive open space. This section also empowers the Planning Commission to use these characteristics as features upon which development proposals can be approved, disapproved, or sent back to the developer for revision.

The Town also is working towards enhancing the overall design of the community through the maintenance and construction of sidewalks that will link all parts of the town together. The *2005 Sidewalk Maintenance Program* report identified where sidewalks exist or are lacking and the condition of any existing sidewalks. This will help the Town assess the most crucial links and improvements that need to be made, as funding becomes available, to create a pedestrian-friendly and interconnected community.

ANALYSIS OF COMMUNITY NEEDS

The desire for affordable apartments and homes by residents often conflict with crime levels and property appearance issues. These issues result from absentee landlords who do not invest in the aesthetic value or maintenance issues of their rental properties. While there are rental properties available in the area at reasonable prices, the variety of styles is limited. The availability of new homes within the town and surrounding community is virtually nonexistent.



In terms of community design, the community lacks convenient pedestrian or bicycle access as part of the community design. Sidewalks are not available in all areas of town to connect residential areas to goods and services. For example, the lack of sidewalks hinders pedestrian access to the Community Center and Elmer Wolfe School, both of which are within easy walking distance from the Town's residential areas. Little, if any, bicycle and pedestrian pathways exist to connect open spaces and parks to downtown Main Street. Parking for residents and patrons is currently limited throughout the Town, and further development will create the need for additional parking options, primarily downtown.

RECOMMENDED ACTIONS

- 1 Pattern new development after desirable qualities of established built environment.*

Smart Growth and the concept of traditional neighborhood design cannot be realized unless Town and County agencies become committed to implementing their defining characteristics. These include providing pedestrian links, creating through streets, adding streetscaping, and supporting the natural extension of development whenever possible. The center of Town should be maintained as the heart of the area, but at the same time as new properties develop, small pockets of civic and commercial activity around which neighborhoods are based could be established. This will begin to create a pattern of development that echoes the traditional pattern and provides opportunities for creating pedestrian-friendly environments and a sense of place.

In order to help preserve the rural atmosphere of the area, the town is encouraged to work with the county in creating design guidelines for both subdivisions and site plans, consider adopting cluster provisions, and provide the option for Planned Unit Development (PUD).

- 2 Allow for diversity of housing types.*

An increased number of housing options for residents has historically been offered in the growth areas of the County. This is due to the availability of services that allow development at greater densities and lower net cost. In order to provide for the housing needs of all Carroll County residents, providing a diverse housing stock must be a priority.

- 3 Seek funding to implement recommendations from Sidewalk Maintenance Program report*

Sidewalks connecting residential areas to commercial areas and downtown are important to the overall connectivity of a community. Areas where sidewalks could be improved or constructed to help provide access for pedestrians to these locations are identified in the *2005 Sidewalk Maintenance Program for the Town of Union Bridge*. This report identifies the overall scope of the program, as well as segments throughout the Town where sidewalks do not exist, where sidewalks are in deteriorating condition and need to be replaced, where slopes or high banks exist, where additional easements may be needed, and where



certain replacement materials (i.e. concrete, brick) should be used. Upgrading of the sidewalk network would provide a more usable alternate means of travel within the downtown area and could also help to reduce traffic congestion.

FISCAL IMPLICATIONS & ANTICIPATED CIP PROJECTS

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

- 1 *Pattern new development after desirable qualities of established built environment.*

No Fiscal Impact

- 2 *Allow for diversity of housing types.*

No Fiscal Impact

- 3 *Seek funding to implement recommendations from Sidewalk Maintenance Program report*

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

Currently, construction costs for priority sections would need to be estimated at approximately \$3 per square foot to remove and dispose of existing sidewalks and \$5 per square foot to construct new sidewalk. In areas where curbing would need to be replaced, current estimates would run \$30 per linear foot to remove existing curbing and replace it with new. The projects may be able to be completed more cost effectively if smaller projects are grouped to create larger sections.



CHAPTER 15: MAIN STREET REVITALIZATION

GOALS

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

- To improve the appearance of the downtown, Main Street businesses and residences
- To promote activities that strengthen the success rate of downtown businesses
- To provide amenities that are pedestrian and user-friendly and that promote community interaction

SUMMARY AND REFERENCE TO MAIN STREET REVITALIZATION ELEMENT

Commercial revitalization of cities and towns is changing the face of the Nation. From the Main Streets of small towns to the central business districts of large cities, communities are spending their money to reinvest in their buildings and to improve their public spaces. These improvements result in creating a more attractive environment, enhancing the function of the business district, and strengthening the economic climate.

In the fall of 1993, Mayor Perry Jones expressed his interest in taking some type of action toward improving the Main Street area. The commercial area of Main Street in the past had been a significant financial and social center; however, many businesses left the area, and a decline in the appearance of the area resulted. A plan was initiated to provide a basis on which to make decisions about revitalization activities and to encourage Town residents to become involved in the process. The Town of Union Bridge used components from two plans to revitalize its Main Street area. The 1995 *Union Bridge Main Street Revitalization Plan*, prepared by Carroll County's Department of Planning, and the 2000 *Union Bridge Main Street Plan*, prepared by Whitney, Bailey, Cox, and Magnani, provided a strategy to guide the physical appearance and functional use of the central business area of the Town. The area covered by these plans is shown on the map entitled, "Main Street Revitalization Area."

The plans to revitalize the Main Street of Union Bridge were a collaborative effort between the Union Bridge Main Street Revitalization Committee, the Mayor and Town Council, Town Planning Commission, local business owners, and local residents. These plans served as a guide for the physical and economic development of Main Street and were developed around the locality's vision for the future.

The Vision Statement for both plans, which was developed as part of the planning process, is as follows:

"The Main Street area of the town of Union Bridge will be the center of the community. The area will be safe and attractive with an emphasis on preservation of historic characteristics and values. Thriving businesses will provide a blend of goods and services to residents as well as visitors. A combination of convenient access and promotional activities will encourage continued patronage and stimulate future



planned economic development. A blend of desirable housing opportunities will be available. A more stable economy will result in a stronger tax base”.

With that vision statement in mind, the revitalization plans focused on land use, streetscape and design, utilities, traffic, and parking as they applied to the Town of Union Bridge. The elements of the plan included research and data collection, setting objectives, creating goals, identifying assets, liabilities, and opportunities, action strategies, and identifying key players, partners, and organizations. The plans presented a series of recommended actions in order to achieve the desired objectives and goals. Please refer to those plans for more detailed information and to view the specific recommendations.

The *Union Bridge Main Street Revitalization Plan* was adopted by the Mayor and Town Council in September 1995, and the *2000 Union Bridge Main Street Plan* was approved by the Mayor and Town Council in August 2000.

The Main Street Revitalization Committee (1998-2007) worked to accomplish the goals of the project. The Committee raised funds within the Town to hire Slater & Associates and applied for grant funds through the Town to hire Whitney, Bailey, Cox & Magnani to perform initial planning and engineering studies. Work on the project continued in subsequent years through the planning and public comment cycle prescribed by the Maryland State Highway Administration (SHA). The SHA performed the streetscape project in 2004, which included replacing water lines, repaving Main Street, and installing patterned concrete sidewalks and historic reproduction lighting fixtures. Upon the completion of the streetscape work, the Main Street Revitalization Committee formed sub-committees that accomplished the following:

- 1) Recommended branding, signage and design guidelines in 2005 to the Mayor and Council to address landscape, minimum livability code, signs, facades, and building demolition or construction. New welcome signs to the Town of Union Bridge were designed using original art by Town resident and Poet Laureate Richard Eichman (1940-2001).
- 2) Promoted communications and tourism with the design and printing of the new Union Bridge Walking Tour Brochure that provides visitors with a self-guided tour to 41 historic sites within the corporate limits of Union Bridge and 4 additional sites on the outskirts of town. The guide contains vibrant histories of the individual sites, a map, and a glossary of architectural terms to enrich the experience for the visitor. The brochure was originally produced in fall 2006 and distributed by the County Tourism Office throughout the state via welcome centers and other outlets. The Union Bridge Area Heritage Committee sponsored the brochure. Local businesses and the Town of Union Bridge funded the design and first printing of the brochure and served as local distribution points. The guide has been successful in bringing visitors to the Town and is popular with area residents who also take the tour. The Town continues to receive requests for more copies and has applied for matching grant funding to replenish the diminishing supply.
- 3) Established the Union Bridge Business Association (UBBA) that was incorporated under the Community Foundation of Carroll County, Inc., established by-laws, and elected officers to begin serving terms of office in calendar year 2006. In the first year, 38 individual and business memberships paid annual dues of \$25; a regular meeting schedule continues to build relationships between these members and the larger community. UBBA organized an annual event, called Depot Day, to promote tourism and invigorate business in the Town of Union Bridge. The UBBA



Economic Development Committee contacted owners of targeted commercial buildings to establish a listing of properties available for sale or rent.

- 4) Installed a recast sculpture by William Henry Rinehart (1825-1874), who was born in Union Bridge and was considered one of the most gifted American sculptors of the nineteenth century. Rinehart's memorial to Mrs. William T. Walters, *Love Reconciled with Death*, located in Green Mount Cemetery in Baltimore, was selected by the Town of Union Bridge to be reproduced and installed at Main Street and Broadway in 2007 as a memorial to the sculptor, their native son.

In response to statements made during the SHA public comment phase and concerns raised by the business community for additional parking, the Mayor and Council applied for grant funding and purchased two properties at the intersection of Main Street and East Broadway in 2005 to establish the Rinehart municipal parking lot and a small park where the Rinehart statue was installed. The Mayor and Town Council celebrated the official conclusion of the Main Street Revitalization project and the dedication of the Rinehart statue on May 24, 2007.

RECOMMENDED ACTIONS

Considering that the Main Street revitalization process spanned a 14 year period from 1993 to 2007, volunteers on the committee learned that a deliberate process of planning, funding, public comment, engineering and construction required both patience and perseverance. At the conclusion of the project, the hard work left a lasting legacy to the Town of Union Bridge through the streetscape project, design guidelines, the Union Bridge Business Association, the Union Bridge Walking Tour Brochure, and the William Henry Rinehart sculpture. Members of the Town Council and volunteers on the Main Street Revitalization Committee received advice and guidance from two consulting firms and the staff of the MD State Highway Administration.

Two reports, in particular, contained many of the recommendations achieved by the Main Street Revitalization Committee as well as many other recommendations developed by experts in the field that deserve review and reconsideration. For this reason, the Mayor and Council and selected individuals should conduct a careful review of both the Union Bridge Main Street Revitalization Plan (1995) and the 2000 Union Bridge Main Street Plan to identify those recommendations that merit further attention and implementation.



CHAPTER 16: 2008 LAND USE DESIGNATIONS

The 2008 Union Bridge Community Comprehensive Plan essentially validates the 1990 Union Bridge & Environs Comprehensive Plan, with some modifications to reflect issues that have emerged over the past ten years. While the plan contains a host of recommendations related to a variety of topics, one of the most important expressions of the plan’s vision, goals, and recommendations is the “2008 Land Use Designations” map. In conjunction with the other maps and text recommendations contained in the plan, the 2008 Land Use Designations map will guide the future use of land both within Town and in the Community Planning Area. The desired land use in any given area is the starting point for nearly all other land development-related actions, including zoning changes, the provision of services, planning for anticipated population growth, and the creation of parks and other public facilities, among other things. For this reason, the plan culminates in the “2008 Land Use Designations” map.

The following table summarizes the type, acreage, and percentage of land use designations shown on the map.

2008 Land Use Designations Acreage Union Bridge GA				
Land Use Category	Existing Town	Percentage of Town	Existing County	Percentage of County
Conservation	101.72	16.56%	291.78	31.53%
Urban Residential	96.18	15.64%	0.00	0.00%
Suburban Residential	294.45	47.93%	171.66	18.55%
General Business	24.49	3.99%	0.00	0.00%
Local Business	9.26	1.51%	0.00	0.00%
Industrial General	0.00	0.00%	150.05	16.21%
Industrial Restricted	88.27	14.37%	311.95	33.71%
Total Acres	614.37	100.00%	925.45	100.00%

Source: Carroll County Planning Department, 2006

Following are brief descriptions of the seven land use designations utilized by the Town of Union Bridge at the time of preparation of this comprehensive plan. The designations are shown on map number 16 “2008 Land Use Designations.” The following descriptions are only brief overviews of the designations; the complete text for each may be found in the Town of Union Bridge’s code documents.

Conservation

The “Conservation” designation is intended to recognize sensitive environmental areas, including, but not limited to, steep slopes, wetlands, water recharge areas or flood plains. While residential development may be allowed, the maximum permitted density is one dwelling unit per three acres, if the parcel is found to contain a buildable lot. Most “Conservation” areas are not planned to be served by either water or sewer facilities.



Urban Residential

The “Urban Residential” designation enables a higher density per acre to occur in the urban areas of Town where both public water and sewer service are available at a density 4.2 dwelling units per acre. This designation also provides for the use of multi-family housing where determined appropriate as part of a Planned Unit Development (PUD) provision of the code. When utilizing this provision, the housing units may be a prescribed mix of differing types with a maximum density of 6 units per acre.

Suburban Residential

The “Suburban Residential” designation is a classification that allows for a density of 2.8 units per acre and are to be serviced by public water and sewer systems. This designation also provides opportunities for PUD projects.

General Business

The “General Business” designation provides for businesses of a more general type than would be found in a neighborhood. This type of business may be described as retail, wholesale and some light processing operations. These uses are generally found along major transportation corridors and near population centers.

Local Business

The purpose of the “Local Business” designation is to provide for logical, easily accessible locations where service or convenience-type retail establishments can be made available. Typically, these designations are near existing and projected population concentrations, such as neighborhood business locations or the downtown business area.

Industrial General

The “Industrial General” designation provides for heavy manufacturing and processing of raw or unprocessed materials. Similar to the other industrial use designation, the “Industrial General” areas are purposely located near major transportation facilities and on relatively flat ground. These areas may or may not be served by public water and sewer services depending on the nature of the uses and its location.

Industrial Restricted

The “Industrial Restricted” designation provides for industrial parks, as well activities involved with light manufacturing, research, processing, warehousing and assembly or other lighter or cleaner uses. In the main, these areas are intended to be served by public water and sewerage facilities but depending on the specific nature of the use and its location, adequate on-site facilities may be allowed.