

4. LAND USE PLAN

4.1 Introduction

This Land Use Plan designates appropriate development types for the planning area based on a variety of factors. The pattern of development identified herein is designed to allow for a balance among the following: protection of critical environmental areas, reduction of conflicting land uses, minimization of the costs for providing public services, and assurance of meeting essential development needs.

Much of the Manchester planning area currently remains physically undeveloped. However, significant portions of these undeveloped lands are undergoing subdivision design and site planning review in accordance with the Comprehensive Plan for Manchester and Environs. In these areas, development activity is imminent.

The Land Use Plan is graphically shown on the Comprehensive Plan Map located in the back pocket of this book. The map does not distinguish between existing and future development.

While the Land Use Plan map will establish the basis for zoning, it cannot be used to determine precise dimensions, location of physical features, acreages, or precise zoning district boundaries. The Land Use Plan, together with the Major Street Plan and Community Facilities Plan are the key elements of the Comprehensive Plan.

4.2 Land Use Designations

The following are brief descriptions of the land use designations depicted on the Land Use Plan map. The densities referenced below are considered maximums. Actual development will typically not reach the maximum due to requirements of land for roads, stormwater management, and desired lot configuration. The hydrology, slope of the land, topography, soils, presence of wetlands or flood plains and other site development constraints tend to reduce actual density from the projected maximum limit for any particular land use designation.

Agriculture

The “Agriculture” designation delineates areas where the preferred land uses are farming and agribusiness. Agricultural lands, by virtue of their rolling hills and natural beauty, are the essence of Carroll County's farming heritage and character. Land designated for agricultural use is intended for only very limited residential development consistent with its primary use. No public water or sewer service is planned for areas designated “Agriculture”. **Those lands designated Agriculture at or near the edge of the CPA have long term importance in helping to define the “physical edge” of this community. Their very existence in the form of open country farm fields and woodlands are major assets and of major importance to retaining the “rural feel” that Manchester plans to retain.**

Business

Local Business

The “Local Business” designation delineates locations for convenience-type neighborhood retail establishments as are typically found on Main Street. Ideally, these designations are strategically located in the community. Areas designated for local business use can be located inside or outside of the planned public water or sewer service areas.

General Business

The “General Business” designation provides for businesses of a more general nature than might be found in a neighborhood. This type of business will generally require a larger market area and can include retail, wholesale, and some light processing operations. These uses are generally located along major transportation corridors and near population concentrations. This designation can be located inside or outside of the planned public water or sewer service areas.

Conservation

The “Conservation” designation is utilized to help protect sensitive environmental areas, such as land with severe soil limitations and steep slopes, wetlands, water supply sources, and flood plains. In addition, public lands and facilities such as schools, parks, and other public facilities are generally designated Conservation. Limited low density residential development is permitted. The maximum permitted density is one dwelling unit per three acres. Areas designated “Conservation” are generally not planned to be served with public water or sewer; however, such areas can sometimes be located within public water and sewer service areas as in the case of schools. As a general rule, this Plan imposes the “Conservation” designation 200 feet from the centerline of streams, except where otherwise expanded or reduced as shown on the Comprehensive Plan.

Office Park

The “Office Park” designation is a new designation to the Manchester Plan as part of the 1997 Amendment. It essentially replaces the former industrial designation, which is being eliminated by the 1997 Amendment. The Office Park designation provides for business office buildings and office uses of all types, preferably in an office park or campus setting. The application of high standard site planning, building, and landscape design is expected. The range of uses provided are expected to be compatible with other adjoining designations and especially appropriate for the Manchester community. The designation is intended to foster economic and job opportunities, as well as contribute toward the economic vitality of Manchester.

Residential

Urban Residential

The “Urban Residential” designation is intended to permit a higher density of residential development to occur in the urban areas of the Town, where public water and sewerage facilities are already in place. This high density classification allows up to 5 dwelling units per acre

although the average is about 4.2 dwelling units per acre. This designation is also intended to permit multi-family dwellings in addition to single-family dwellings, two-family dwellings, retirement and/or nursing homes.

Suburban Residential

This is a medium-high density residential designation that allows up to 4 dwelling units per acre although the average is about 2.8 dwelling units per acre. Single and two-family housing types are provided for under this land use designation, as are retirement and/or nursing homes. Areas designated “Suburban Residential” are located within the planned public water and sewer service areas.

Community Residential

This designation classification developed by the Town of Manchester allows for higher density development than permitted under the “Medium Density Residential” designation, but not quite as high as the “Suburban Residential” designation. This designation allows up to 3 dwelling units per acre, although the average is about 2.1 dwelling units per acre. Areas in this category are located within the Town's corporate limits and are planned for public water and sewer service. Single and two-family housing type are provided for under this designation.

Medium Density Residential

The “Medium Density Residential” designation allows a maximum of 2 dwelling units per acre, although the average is 1.4 dwelling units per acre. Housing types in this designation are limited to single-family, detached units, nursing and/or retirement homes. Areas with this designation may or may not be served by public water or sewer service.

Low Density Residential

Land designated “Low Density Residential” within, as well as outside of the Town's corporate limits, is generally not planned to be served by public water or sewer. Density is limited to a maximum of 1 dwelling unit per acre, although the average is less (.7 dwelling units per acre). The larger lot size serves to reduce the possibility of well contamination and groundwater contamination. It also provides more replacement area for septic systems in the event of failure in the future. New residential development is restricted to single-family, detached housing units. This designation which previously did not exist within the Town has been included for certain areas within the Town as part of the 1997 amendment.

4.3 Rationale for the 1997 Amendments to the Land Use Plan

The Comprehensive Plan for Manchester and Environs adopted April 1991 documents the correlation of the “future corporate limit line” or the planned public water and sewer service area limits, which anticipates where public services may be provided. The limits in the 1991 Plan were predicated on the ultimate expansion of the Manchester Wastewater Treatment Facility capacity from .5 mgd to 1 mgd. Physical and financial constraints have resulted in a determination that the Town will not pursue an expansion of the Wastewater Treatment Facility, but will make do with the .5 mgd plant capacity. As a result, the limits of the planned sewer service area have been

reviewed and revised as detailed on Map S-3 of the County Master Plan for Water and Sewer. Additionally, the Town is undertaking major capital improvements to the Manchester Water System in anticipation of future demands on the system. These improvements are detailed on Map W-3 as are revisions to the water service area limits. Corresponding revisions are also detailed on the Comprehensive Plan Map and in the text of the Plan.

4.4 Planning Considerations

Land Use Changes to the 1991 Plan

The 1997 Plan revision considers the entire Community Planning Area, both inside and outside of the Town's corporate limits as did the 1991 Plan. The Community Planning Area boundary of the 1991 Plan has been adjusted inward primarily on the southeast side of the community, as a result of revised land use designations.

Land Use Designations and the 1997 Amendments

A summary of the acreage for each Land Use Designation in the Town, the unincorporated areas, and the total CPA is presented in Table 2 (Manchester and Environs Comprehensive Plan - 1997 CPA) below, along with the corresponding Zoning Equivalent for each Land Use Designation.

**TABLE 2
MANCHESTER AND ENVIRONS COMPREHENSIVE PLAN
LAND USE DESIGNATIONS - 1997 CPA**

Land Use Category/ Zoning Category	Acres		
	Town of Manchester	Unincorporated Area	Total CPA
Urban Residential/R-7,500	57.57	0.00	57.57
Suburban Residential/R-10,000	248.22	37.95	286.17
Community Residential/R-15,000	231.35	0.00	231.35
Medium Density Residential/R-20,000	233.46	287.72	521.18
Low Density Residential/R-40,000	78.88	1,045.83	1,124.71
Local Business/BL	74.58	8.17	82.75
General Business/BG	13.85	52.59	66.44
Office Park/IR and OP	16.92	32.30	49.22
Conservation	219.98	664.92	884.9
Agriculture	0.00	0.00	0.00
TOTAL	1,174.81	2,129.48	3,304.29
Roads	81.39	93.86	175.25
GRAND TOTAL	1,256.20	2,223.34	3,479.54

Source: Carroll County Department of Planning and Development

Population Projections

Population projections for the Manchester Community Planning Area were performed assuming the ultimate build-out of the planning area based on the Land Use Plan. Due to environmental constraints, land dedicated to roads, and design considerations, full build-out of certain Land Use Designations will yield less than what is allowed by zoning. With this in mind, the densities shown in Table 3 are used for each of the Land Use Designations to project lot yield in terms of dwelling units per acre.

**TABLE 3
MANCHESTER & ENVIRONS COMPREHENSIVE PLAN
LAND USE DENSITIES**

Land Use Designation (Zoning Equivalent)	Average Yield Dwelling Units Per Acre
Urban Residential(R-7,500)	4.20
Suburban Residential(R-10,000)	2.80
Community Residential(R-15,000)	2.10
Medium Density Residential(R-20,000)	1.40
Low Density Residential(R-40,000)	0.70
Conservation (Conservation)	0.20
Agriculture (Agriculture)	0.05

Source: Carroll County Department of Planning and Development
January 1990

These densities are based on minimum lot sizes specified for each of the zoning classifications and average expected requirements of land for road dedication, storm water management facilities, and desirable lot configuration.

Table 4 shows a projected populations for the Town, the Unincorporated Area of the CPA, and the Total CPA. An average household size of 2.35 persons per dwelling unit was assumed in the Town, and an average of 2.9 persons per dwelling unit was assumed for the Unincorporated Areas. These figures are based on the "Persons Per Household" data reported in the 1980 and 1990 Census. The acreage figures in Table 4 detail land use designations for the CPA as they are currently apportioned to the incorporated Town, and to the unincorporated environs. In order for the higher density residential land use categories of the currently unincorporated environs to be achieved, planned public water and/or sewer service is a pre-requisite. As water and/or sewer service is provided to currently unincorporated land according to plan, the acreage from annexation and the population of the Town will increase while the acreage and population of the remaining unincorporated environs of the CPA will decrease.

**TABLE 4
POPULATION ESTIMATES**

1997 - Manchester and Environs Community Planning Area

Land Use Category/ Zoning Category	Persons/D.U.	D.U./Acre	Acres	Estimated Build-out Population
Incorporated				
Urban Residential/R-7,500	2.35	4.2	58	572
Suburban Residential/R-10,000	2.35	2.8	248	1,632
Community Residential/R-15,000	2.35	2.1	231	1,140
Medium Density Residential/R-20,000	2.35	1.4	233	767
Low Density Residential/R-40,000	2.35	.7	79	130
TOTAL				4,241
Unincorporated				
Suburban Residential/R-10,000	2.9	2.8	38	309
Medium Density Residential/R-20,000	2.9	1.4	288	1,169
Low Density Residential/R-40,000	2.9	.7	1,046	2,123
Conservation /Conservation	2.9	.2	665	386
TOTAL				3,987
GRAND TOTAL				8,228

The population of the Town of Manchester was 2,810 as of the 1990 U.S. Census. As of July 1997, it is currently estimated to be 3,120 and by the end of the decade about 3,300. The projections shown in Table 4 indicate that the Town's future population could at least double or reach 6,000 at the time the Planned Water Service Area is essentially built out and served. Beyond the Planned Water Service Area and within the remaining unincorporated environs of the CPA, an additional 1,000 inhabitants could be expected at build out, resulting in a total for the Community Planning Area of around 7,000. The higher CPA total figure of 8,228 in Table 4 can be adjusted downward by making allowance for the lower persons per dwelling unit multiplier as newer portions of the community age and stabilize approaching build-out.

The 1997 Plan amendment represents a significant and necessary reduction in future population in order to adjust to the physical and financial constraints on Town water and sewerage

facilities while simultaneously pursuing Manchester's historic small-town identity objective at build-out.

The Plan recognizes that development will be near and occasionally have to occur on sensitive areas such as groundwater recharge areas, wetlands, stream valleys, and steep slopes. However, careful and judicious application of innovative land use construction techniques can limit and mitigate the degree of impact on sensitive areas as a matter of practice and in accord with the adopted Environmental Resource Element.