

## Chapter 2: Past, Present, & Future Trends

From the time of its founding in 1837 until the late 1950s, Carroll County was basically a rural farming community interspersed with small towns and villages where trade, civic, and cultural activities took place. In 1959, realizing that growth was inevitable given the county's geographic location, the County Commissioners appointed the County's first Planning Commission. By 1964, the first master plan had been formulated and adopted for Carroll County.

In addition, each of the municipalities has since adopted a community comprehensive plan, as has the County for the Freedom area. These community comprehensive plans address issues and future land use patterns at the smaller community level. They cover the municipalities and the identified annexation areas surrounding them. These areas as a whole, including the Freedom area, are the county's Designated Growth Areas (DGAs).

During the past 45 years, small area amendments to the original plan have been made, and new elements have been added. However, the basic premises and visions of the original plan have not changed. A periodic assessment needs to be made of the Master Plan to determine how well it is working. Considerable changes have taken place since the first plan was adopted in 1964.

### ■ Population

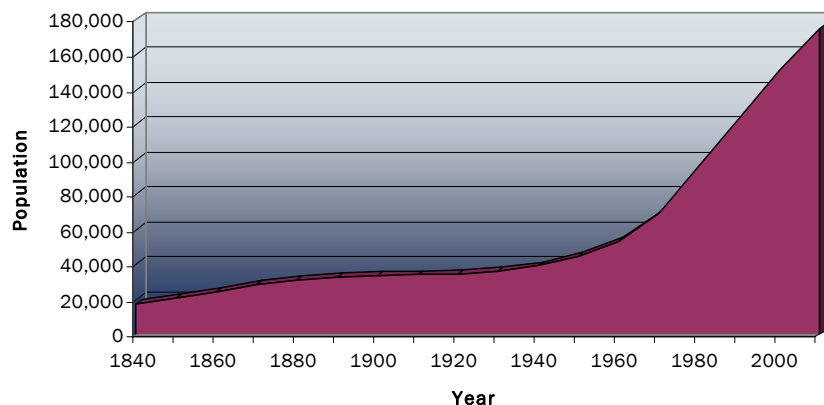
Changes in population result from two factors. The first is natural change, which is caused by births and deaths of the existing population. The second factor is migration of people to and from an area.

Carroll County was created in 1837. The 1840 Census was the first official tabulation of the county's

population, which was set at that time at 17,241. The county has experienced growth during every decade since then. However, the rate of growth was very slow in the early years. Beginning in 1940, the rate of growth in Carroll County increased to parallel the rate of growth experienced by the State of Maryland and the United States as a whole.

By 1960, when the first County Master Plan was being developed, the county had grown to a population of 52,785. Since then, the county has grown at a faster rate than both the State of Maryland and the United States.

Carroll County Population  
1840 to 2008

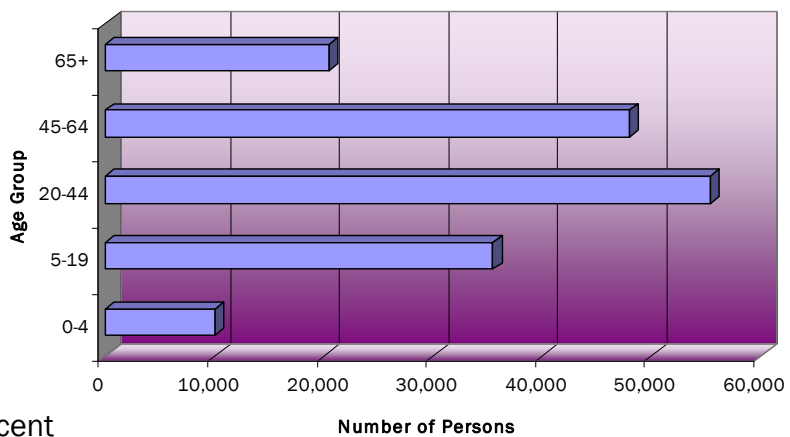


Source: 2000 U.S. Census

From 1840, it took 80 years for the county's population to double to 34,245 people in 1920. From 1920, it took nearly another 50 years for the population to double again. Since 1970, the population doubled in only 25 years. The greatest amount of growth occurred from 1970 to 1980, during which time the population grew by 27,350, a 40 percent increase. Since 1980, the growth rate has remained steady at an annual average rate of 2.9 percent. The population at the end of 2008 was estimated to be 174,650 (Bureau of Comprehensive Planning Monthly Population estimates).

Between 1964, when the first plan was adopted, and 2009, Carroll County added about 118,650 people, a 219 percent increase. Despite this immense growth, some of the demographic characteristics have remained the same. In 1960, the population was 95.8 percent white and 4.2 percent non-white. In 2008, the MDP reported the county's population was 93.2 percent white and 6.8 percent non-white. According to the 2000 Census, the

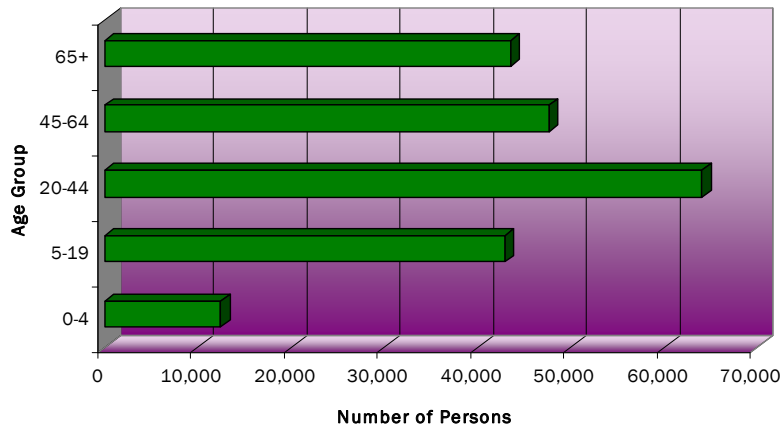
Carroll County Estimated Age Distribution  
2008



Source: 2000 U.S. Census

gender of the population has also remained the same at 49 percent male and 51 percent female. The percentage of the population that is of school age remained relatively constant at 20 percent between 1960 and 2008. However, the actual number has grown from 10,000 in 1960 to 27,702 in 2008. The median age increased from 32.2 in 1960 to 30.7 in 1980 to 36.9 in 2000. The percentage of people falling

Carroll County Projected Age Distribution  
2030



Source: 2000 U.S. Census

within the primary income earning years has increased since 1960. In 2008, roughly 61 percent (103,342) of the county's population was between 20 and 64 years of age, compared to 53 percent in 1960. The percentage of the population 65 and over increased slightly from 11.5 percent in 1960 to 12.2 percent in 2008; however, the actual number more than tripled from 6,071 to 20,520.

Finally, the population density of Carroll County in 1960 was 116 persons per square mile. As of 2008, that figure increased to 381 per square mile.

Population growth is expected into the future. Natural increase is expected to continue at a fairly steady rate, although growth resulting from net immigration is more difficult to project. Based on the growth trend experienced since 2000, it is estimated that the projected build out population of 218,677 would be reached the 2035 (which is the forecast horizon for the BMC Round 7C projections). During the latter part of the decade, new housing starts have slowed. Population growth will more likely reach the 200,000 mark around the year 2025 (BMC Round 7C Population Projections). By 2030, the characteristics of the population will have changed. It is estimated that 21 percent of the population in 2030, or 43,500 people, will be 65 years of age and over (MDP). There will be approximately 42,940 school-age children comprising 20 percent of the population (MDP). While Carroll County will continue to be an attractive area for young families in the near future, in the long range there will be an aging of the population.

### Cooperative Forecasting Group Round 7C Summary of Carroll County

	2000	2005	2010	2015	2020	2025	2030	2035
Total Household Population	147,316	165,650	171,739	179,625	188,178	195,782	203,036	208,851
Average Household Size	2.81	2.79	2.79	2.74	2.70	2.67	2.67	2.65
Total Households	52,503	59,401	61,594	65,658	69,647	73,436	76,148	78,731
Group Quarters Population	3,581	3,581	3,781	3,981	4,081	4,181	4,281	4,381
<b>Grand Total</b>	<b>150,897</b>	<b>169,231</b>	<b>175,520</b>	<b>183,606</b>	<b>192,259</b>	<b>199,963</b>	<b>207,317</b>	<b>213,232</b>

*Date: December 2009, prepared by CC Bureau of Comprehensive Planning for Baltimore Metropolitan Council Round 7C Forecasts*

## ■ Housing

In 1960, there were 14,957 dwelling units in Carroll, of which 14,186 were occupied. Each dwelling unit represents a household. Of the occupied units, 9,702 (68%) were owner-occupied, and 4,484 (32%) were renter-occupied. The vacancy rate was 5 percent. By 2000, the number of occupied units had increased to 52,503, of which 81.9 percent were owner-occupied. In 2000, only 3.2 percent of the housing stock was vacant. In 1960, 76.9 percent of all units were single-family detached (11,491 units). By 2000, the number of single-family detached units had increased to 42,272, representing 77.9 percent of all units. The number of county households paying more than 30 percent of their gross income for housing expenses (contract rent and utilities for tenants; principal, interest, taxes, insurance and utilities for owners) is estimated to have grown from 2,787 in 1990 to 3,200 in 2000, a 3.1 percent increase given the number of available rental units. About 16 percent of these households are paying more than 50 percent of their income for housing. The median value of owner-occupied units in 1960 was \$11,100. By 2000, the median value of owner-occupied units in the county was \$162,500. The condition of the housing stock is generally very good.

Seven of the incorporated towns have established a Growth Area Boundary (GAB). The town and surrounding annexation areas are considered to be a Designated Growth Area, or DGA. The Finksburg area has a small area plan, but is not associated with any incorporated town. The eighth town, Sykesville, resides within the Freedom Growth Area, which is an unincorporated DGA within the county. Presently, there are 38,661 households in the DGAs, or 63 percent of all households. For the period 2000 through 2008, 72 percent of new residential units added were located in the nine DGAs.

In 1960, the number of persons per household in Carroll County was 3.32. This figure declined steadily to 2.81 in 2000. This declining trend is expected to continue, which will result in a greater growth in units than in population. In 1960, 4,444 units, or 30 percent of all units, were located in an incorporated town. By 2000, 14,366 households, or 27 percent of all households, were located in an incorporated town. Presently, 17,715 households (29%) are within a municipality.

New residential units are planned to be constructed in the future and will add significantly to population growth in the county, even though the average household size is expected to continue to decline. During the period 2000 through 2008, an average of 973 dwelling units were completed every year. An average of 388 units were constructed in the towns each year during this period, while an average of 585 units per year were constructed in the unincorporated county, which includes the Freedom Growth Area. Based on 2009 county and municipal land use designations, it has been estimated that an additional 34,411 potential residential units can be created countywide. As was mentioned in the Population section, past growth trends (1970 to 2000) are not expected to continue. It will more likely take 30 years to add approximately 20,000 units, or an average of 660 units per year. Based on land use designations and the slower growth rate, by the year 2030, the southeast section of the county (Election Districts 4, 5, and 14) will contain 24,991 units, or 33 percent of all units in the county. The second largest area will be Westminster (Election District 7) with 17,261 units. The northeast (Election Districts 6 and 8) and northwest (Election Districts 1, 2, 3, 10, 11, and 12) will be close in size with 13,004 and 13,279 units, respectively. The smallest area in terms of units will be the southwest (Election Districts 9 and 13) with 7,615 units.

## ■ Agriculture

Historically, agriculture has been the largest industry in Carroll County. However, the acreage devoted to farming has steadily declined. In 1960, 244,805 acres were in farms. By 2007, this acreage had decreased to 141,934 acres. The number of farms in Carroll County has been declining since 1910 when there were 3,884 farms. The 2,035 farms in 1960 declined to 1,148 in 2007, a 44 percent decrease in 47 years. One noted increase is the average size of farms going from 110.5 acres in 1960 to 124 acres in 2007.

While the nature of farming may change in the future, the industry will not survive if land is developed for other uses. Recognizing the importance of land for agriculture to remain a viable industry, Carroll County began participating in an agricultural land preservation program in 1980. Through 2009, 54,858 acres of agricultural land have been preserved

through a deed of permanent easement, 2,023 acres of which were donated through land trusts and 2,937 of which were preserved through the Carroll County Rural Legacy Program. By the end of 2010, 60,000+ acres will be under easement. The remaining 40,000 acres needed to reach the 100,000-acre goal can be protected in annual increments of 4,500 acres, assuming commitments to MALPF, Rural Legacy, and local program funding continue.

## ■ Schools

Growth in the number of students enrolled in Carroll County Public Schools reflects the overall growth in population in the County. In 1883, there were 113 schools in Carroll County (mostly one-room schoolhouses) with an enrollment of 6,150 pupils. By 1960, the public school system had grown to 10,661 students housed in 18 buildings. In September 2009, Carroll County Public Schools had an enrollment of 27,665 students in 42 facilities. The 42 facilities consisted of 23 elementary schools, 9 middle schools, 8 high schools, and 2 schools that provide specialized services.

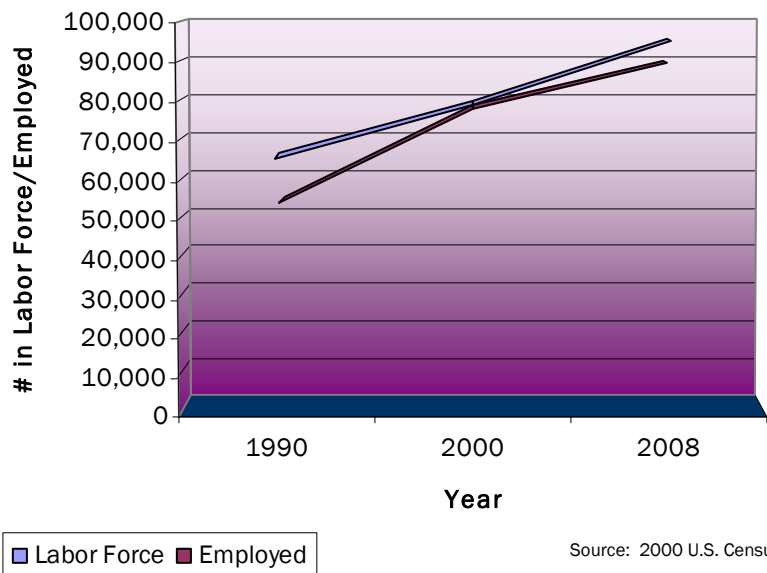
Current enrollment projections are available in the Carroll County Public Schools Educational Facilities Master Plan, prepared and approved annually by the Carroll County Board of Education.

## ■ Employment

In 1960, Carroll's labor force was 20,300. With population growth, the labor force has also grown, reaching 95,650 in 2008. The 2008 labor force included 3,881 unemployed persons. Carroll's 2008 average unemployment rate was 4.1 percent, one of the lowest in the state.

In 1960, almost 30 percent of the labor force was employed in manufacturing. By 2000, manufacturing employed only 10 percent of the labor force. The primary industry of employed persons in 2000 was educational, health, and social services.

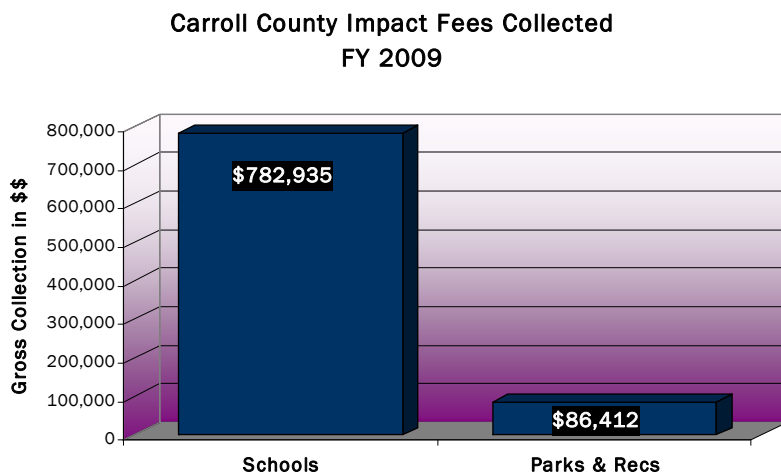
Carroll County Labor Force vs. Jobs  
1990 to 2008



In 2000, an estimated 34,804 county residents in the workforce worked in the county, while 42,788 (MDP) Carroll residents left the county for employment elsewhere, including those who worked out of state.

In 1969, there were an estimated 27,414 jobs (full and part-time) in Carroll County. Employment in the county grew to 53,109 jobs in 1990 and an estimated 76,308 jobs in 2005 (U.S. Census, MDP, U.S. Bureau of Economic Analysis (BEA)). Employment in the county is projected to reach 90,300 jobs (BMC Round 7C projections) (full and part-time) by 2030.

## ■ County Services Financing



Source: Carroll County, FY 2009

typical existing house does not provide enough in taxes to cover the associated costs of services. New single-family homes may cover their associated costs, as new construction has trended toward larger, more expensive homes.

County services are financed through the use of property taxes, income taxes, state and federal funds, license and permit fees, and other sources. For every dollar collected from the typical residential development, more than one dollar is expended on services. By contrast, for every dollar collected from commercial/industrial development and agricultural land, less than one dollar is expended on services. The

Carroll County has imposed an impact fee on new development for schools since 1976. Initially, the fee was used to acquire school sites. In 1989, the fee was changed to apply to construction costs as well. The impact fee for schools was last changed in 2003. Since then, school impact fees for new residential units were \$3,599 for mobile homes, \$6,836 for single-family detached units, \$7,610 for single-family attached units, and \$2,787 for each multi-family unit. Impact fees for schools are collected at the building permit stage. An impact fee for parks has been collected since 1989.

According to the 2000 Census, the median value of all owner-occupied units in the county was \$162,500. The trend has been toward tax revenues generated by new construction being well above those generated by the average existing single-family dwelling.

## ■ Transportation

The transportation system serving Carroll County and its residents and businesses consists of a network of trails, roads, railways, private airfields, and a regional public airport. Aside from a few notable exceptions, such as the Hampstead Bypass, the countywide transportation network we know today has remained virtually unchanged since MD 140, the original Westminster Bypass, was built in 1952.

The first major transportation system to serve Carroll Countians was a railway built in 1831 as part of the Baltimore and Ohio (B & O) railroad. The B & O was extended to Sykesville as part of a connection to the Washington, D.C. area. A second railway system, the Western Maryland Railroad, originally chartered in 1852 as the “Baltimore, Carroll, and Frederick Railroad Company,” was built to Westminster in 1861, Union Bridge in 1862, and Detour in 1868. Today, the Maryland Midland Railroad operates a freight service along the original Western Maryland Railroad rights-of-way.

The expansion of the runway at the Carroll County Regional Airport in the 1990s to 5,100 linear feet is among the more notable recent expansions of Carroll’s transportation network. While the expansion allows small planes and corporate jets to utilize this public facility today, it operated as a small private facility with two turf landing strips until 1976, when Carroll County acquired the airport. In the late 1970s, the first paved runway was constructed along with the main hangar/administration building and runway lighting. The “Jack B. Poage Field,” as the airport also is known, is one of eight airports/airfields currently operating in Carroll. In the fall of 2010, expansion is again under consideration as the airport remains an important transportation and economic development tool for Central Maryland.

In 1962, with the adoption of the original countywide Major Street Plan, Carroll County began the process of planning for the long-term traffic needs of its citizens and businesses. A principal focus of the 1962 Major Street Plan was the construction of bypass roads around several of Carroll’s incorporated towns, particularly those whose Main Streets were State highways. These bypasses, in conjunction with local collector road construction, were expected to divert heavy traffic away from the historic towns and create economic development opportunities for the County. The vision set forth by the 1962 Major Street Plan has remained the focus of Carroll’s transportation planning efforts ever since.

Today, as a result of the decentralization of the Baltimore metropolitan area and the construction of the Northwest Expressway (I-795), Carroll County’s traffic volumes continue to escalate. The Northwest Expressway, in particular, has accelerated the need for improvements to the State roadway system. In 2008, the most current traffic data available, the State Highway Administration reports that MD 140 in the Westminster area is accommodating roughly 56,833 vehicles per day. Traffic along MD 140 near the Baltimore County line decreases to approximately 41,056 vehicles per day. Other congested corridors in the county include MD 26 in the Eldersburg area (29,482 vehicles per day), MD 30 in the Hampstead/Manchester area (20,921 vehicles per day), and MD 97 North (27,652 vehicles per day). These steadily increasing traffic volumes continue to indicate a need for capacity improvements along Carroll’s more congested State road corridors.