Finksburg Corridor Plan

Adopted by Carroll County Board of Commissioners

August 29, 2013

Copies of the adopted Finksburg Corridor Plan are available…….

In hardcopy or on CD at:

Carroll County Department of Land Use, Planning & Development
225 N. Center Street, Suite 204
Westminster, MD 21157

Online (text and maps) at:

http://ccgovernment.carr.org/ccg/compplan/finksburg/default.asp

For additional information, contact the Carroll County Department of Land Use, Planning & Development:

By phone: 410-386-2145
By e-mail: ccplanning@ccg.carr.org

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Resolution No. 01 – 13

A RESOLUTION APPROVING REVISIONS TO THE FINKSBURG CORRIDOR PLAN AND RECOMMENDING ADOPTION

WHEREAS, Carroll County developed a Comprehensive Plan titled "Master Plan of Carroll County" which was Approved and Adopted in 1964;

WHEREAS, this Plan was the focus of a review and revision process that resulted in a modified Plan being Approved and Adopted in 1981.

WHEREAS, the Land Use Article §3-203 of the Annotated Code of Maryland, provides for the Adoption, periodic review, and revisions of a comprehensive plan by jurisdictions in the State of Maryland; and

WHEREAS, the Carroll County Planning and Zoning Commission has thoroughly reviewed and evaluated the contents of the Finksburg Area and Environs Comprehensive Plan and has developed certain revisions, changes, and updates thereof which have been compiled into a document titled *Finksburg Corridor Plan* (hereinafter the "Corridor Plan") which is comprised of all text, maps, and illustrations included in the document, and

WHEREAS, after several public meetings and a comprehensive review process the Planning and Zoning Commission unanimously Accepted the final draft version of the Plan and initiated the formal outreach and interjurisdictional coordination process through the state Clearinghouse Process; and

WHEREAS, the Carroll County Planning and Zoning Commission has followed requirements set forth in the Land Use Article §3-203 of the Annotated Code of Maryland for a 60-day public review and comment period and held a public hearing on July 1, 2013, which was duly advertised as required by law and was attended by interested citizens; and

WHEREAS, the Carroll County Planning and Zoning Commission, following consideration of the scope and content of all revisions and all comments, testimony and discussions of the Corridor Plan, do conclude that the Adoption of this Corridor Plan by the County Commissioners of Carroll County, in the form attached hereto, is in the best interest of the County; and

WHEREAS, the Carroll County Planning and Zoning Commission has certified the Corridor Plan to the Commissioners for Carroll County and hereby provides copies of comments received during the public review and comment period and

the public hearing as required by the Land Use Article §3-203 of the Annotated Code of Maryland;

NOW, THEREFORE BE IT RESOLVED, this ____ day of _____, 2013, that the Carroll County Planning and Zoning Commission, in consideration of the aforementioned recitals and in accordance to the Land Use Article §3-203 of the Annotated Code of Maryland, do Approve, certify, and recommend to the County Commissioners of Carroll County, Maryland the Adoption of the Corridor Plan contained in a document titled *Finksburg Corridor Plan* in the form attached hereto.

THE CARROLL COUNTY PLANNING
AND ZONING COMMISSION

Alec Yeo, Chairman

Charles M. Chadwick, Vice Chair

Richard J. Soisson

Eugene A. Canale

Matthew S. Helminiak

Jeffrey A. Wothers

Cynthia L. Cheatwood, Alternate

Richard S. Rothschild, Ex-officio

Philip R. Hager, Secretary

Gail D. Kessler, Esq. Deputy County Attorney

Resolution No. 891 – 2013

A RESOLUTION ADOPTING THE 2013 FINKSBURG CORRIDOR PLAN

WHEREAS, Carroll County developed a Comprehensive Plan titled "Master Plan of Carroll County" which was Approved and Adopted in 1964;

WHEREAS, this Plan was the focus of a review and revision process that resulted in a modified Plan being Approved and Adopted in 1981.

WHEREAS, the Land Use Article §3-203 of the Annotated Code of Maryland, provides for the Adoption, periodic review, and revisions of a comprehensive plan by jurisdictions in the State of Maryland; and

WHEREAS, the Carroll County Planning and Zoning Commission has thoroughly reviewed and evaluated the contents of the Finksburg Area and Environs Comprehensive Plan and has developed certain revisions, changes, and updates thereof which have been compiled into a document titled *Finksburg Corridor Plan* (hereinafter the "Corridor Plan") which is comprised of all text, maps, and illustrations included in the document, and

WHEREAS, after several public meetings and a comprehensive review process the Planning and Zoning Commission unanimously Accepted the final draft version of the Plan and initiated the formal outreach and interjurisdictional coordination process through the state Clearinghouse Process; and

WHEREAS, the Carroll County Planning and Zoning Commission has followed requirements set forth in the Land Use Article §3-203of the Annotated Code of Maryland for a 60-day public review and comment period and held a public hearing on July 1, 2013, which was duly advertised as required by law and was attended by interested citizens; and

WHEREAS, the Carroll County Planning and Zoning Commission, following consideration of the scope and content of all revisions and all comments, testimony and discussions of the Corridor Plan, Approved this Corridor Plan in the form attached hereto; and

WHEREAS, the Carroll County Planning and Zoning Commission, by a unanimous vote, forwarded this Corridor Plan to the Board of County Commissioners of Carroll County with a recommendation for Adoption;

NOW, THEREFORE BE IT RESOLVED, this 16th day of Sept., 2013, that the Board of County Commissioners of Carroll County following a comprehensive review and, in consideration of the aforementioned recitals do hereby formally Adopt the *Finksburg Corridor Plan* in the form attached hereto.

THE BOARD OF COUNTY COMMISSIONERS OF CARROLL COUNTY

J. Douglas Howard
President

David H. Roush
Vice President

Haven N. Shoemaker, Jr.
Secretary

Robin Bartlett-Frazier

Richard S. Rothschild

Approved for legal sufficiency

Timothy C. Burke, County Attorney

This plan was developed, Accepted, Approved and Adopted in accordance with, and pursuant to, the policies, procedures and statutes of Carroll County and the state of Maryland. In Adopting this plan, the Planning and Zoning Commission and the local elected officials do not knowingly deviate from any legal requirement or standard and have made all reasonable efforts to ensure that it is consistent with both the letter and spirit of the United States Constitution, including the Bill of Rights, as well as the Constitution of Maryland and the attendant Declaration of Rights.

The plan, its recommendations, and each of its associated implementation activities is assumed to be in accordance with all of the aforementioned documents and guarantees in effect at the time of its preparation. Adoption of this plan should not be interpreted as giving rise to any future action or initiative which is in contravention to any of the enumerated mandates cited herein and, in the event that any of the provisions of this plan shall be found to be unlawful and/or unconstitutional, such provision or portion of the plan or any implementation mechanism shall also be considered unlawful and/or unconstitutional; as such, it shall be null and void and in all manner of interpretation held to be unenforceable without affecting the remaining portion of the plan.

NOTE TO THE READER

Based upon additional feedback from the Planning Commission, comments from the Board of County Commissioners and supplemental staff reviews, this iteration of the Finksburg Corridor Plan differs from the Plan that was Approved by the Planning Commission in October of 2010. These modifications take one of four forms:

(1) Technical/grammatical;
(2) Stylistic re-wording;
(3) The Design Guidelines have been eliminated from the Plan and will take the form of a stand-alone document; and
(4) The Boulevard District Addendum has been removed and, where possible, the recommendations have been incorporated into the text portion of the Plan.

FOREWORD:

Land Use Plans are not inherently regulatory instruments. The most important portion of most Plans is the recommended implementation measures. The legislative or regulatory enactments necessary to implement the Plans will come about as a result of the language within the Plan AFTER the Adoption of the Plan. The need for "regulatory-style" language within the Plan is, therefore, eliminated. A number of competing concerns associated with the idea of keeping the Design Guidelines and the Boulevard District within the Plan focused on concerns related to the appropriateness of regulatory language, such as this, within the Plan. It is important, therefore, to promote greater understanding and awareness of the public's impressions and expectations with regard to this process. Adoption of a Plan is arguably the first step in the comprehensive planning process – not the last step. The Plan implementation processes will continue over the next several years as the Finksburg Corridor Plan's recommendations are brought to fruition.

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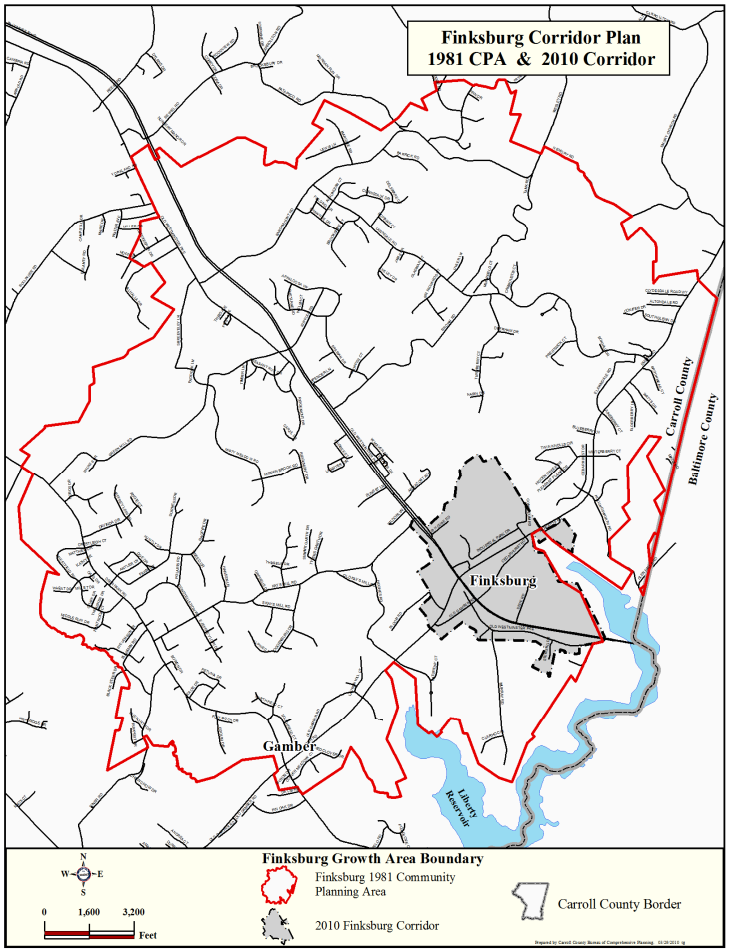
Chapter 1: Introduction

❖ What is the Finksburg Corridor Plan?

The Finksburg Corridor Plan is a long-range planning document that will guide the growth and development of the Finksburg corridor, roughly defined as the area along the MD 140 corridor from the County line in the east to Kays Mill Road in the west. The effort began as a comprehensive update to the 1981 *Finksburg Area and Environs Comprehensive Plan*, a plan that covered almost the entire 4th election district. The area covered by the 1981 plan formed the "study area" for this plan, allowing for a survey and analysis of the area that would indicate the most appropriate extent for a new corridor. It was recognized by the staff and the Carroll County Planning Commission early in the development process of this plan that the new corridor, the area immediately adjacent to MD 140 and MD 91, was different than the rest of the 4th election district. The future land use of the Finksburg Corridor focuses more on redevelopment and retrofits opposed to raw land and subdivision development. The policies and recommended actions within the Finksburg Corridor Plan are the culmination of staff research, various community participation opportunities, and direction from the Carroll County Planning and Zoning Commission and Board of County Commissioners. The shaded area depicted below is

Map 1



the geographical area to which this Plan's recommendations apply. With its Adoption, this Plan will replace the 1981 Plan, with the exception of those areas lying outside of the shaded area which will be covered by the County Master Plan.

❖ Plan Development and Community Input

In preparation for the update of the *Finksburg Area and Environs Comprehensive Plan*, several opportunities were taken to gather input from resident, business owners, and community leaders on the important issues facing the Finksburg area. Interviews were conducted with community stakeholders to help identify critical planning issues relating to growth management, transportation, community facilities, economic development, and natural resource protection, among others. A community survey was mailed to all property owners in the 4th (Woolerys) election district to gather additional input on similar topics. The survey received a 32 percent response rate from the 5,300 that were mailed out. Four workshops also were held to define vision and goals for the Finksburg comprehensive plan, and to provide input on proposed text and map recommendations. Finally, a follow-up survey was conducted to gauge support for the text and map recommendations. Of the 5,300 surveys mailed out, approximately 10 percent were returned. The results of the input received from the interviews, surveys, and community workshops were incorporated into a draft document that was circulated for public review in May 2009.

During the public review period, several community meetings were held and a public hearing took place on July 28, 2009. Approximately 100 written and oral comments were received on the plan. Those comments were incorporated into a revised draft of the plan that was presented to the Planning Commission for review in November 2009. Work sessions on the revised draft were held on January 19, 2010 and June 15, 2010. On July 20, 2010, the Planning Commission approved the plan for 60-day review. A public information meeting was held during this review period on September 16, 2010. A public hearing was held by the Planning Commission on October 12, 2010. Approximately eight sets of written and oral comments were received during the 60-day review period and public hearing. The Planning Commission discussed the comments during their October 19, 2010 meeting. Immediately following this discussion, the Planning Commission approved the plan and referred it to the Board of County Commissioners for adoption. Initially, the Board rejected the plan over concerns about timing with respect to the updating of the Master Plan. In October 2012, the Board reconsidered this vote and decided to remand the plan with comments to the Planning Commission for further review.

Throughout the development, preparation and review phases of this Plan, one concept has consistently echoed through the public review process: concern about the appearance and function of the Gateway Corridor and its associated land uses. In response to these expressions of concern, the staff and Planning Commission have examined strategies to bring about the desired improvements. Two enhancement concepts were identified as potential means by which concerns might be addressed: The Boulevard District and the Design Guidelines Appendix.
Both of these concepts were incorporated into the 2010 version of the Plan which was "Approved" by the Planning Commission, but Denied by the Board of County Commissioners. After the Board approved a motion to reconsider the Plan's denial in October of 2012, the Commissioners met with the Planning Commission and Staff to discuss issues of concern. These concerns were noted and the resurrected Plan was remanded to the Planning Commission "with comments".

Those comments were incorporated into a new version of the Plan and were the topic of a Planning Commission Work Session in November of 2012. A few minor modifications were suggested by the Planning Commission; these modifications were integrated by staff, and a public meeting was scheduled for January of 2013 within the community. The most noteworthy Plan modifications (ie., the differences between the new iteration and the 2010 version) dealt with the elimination of the Boulevard District as a major Plan recommendation and removal of the Design Guidelines as an appendix. Some of the provisions associated with the Boulevard District were integrated into the text of the Plan and the Design Guidelines were referenced in the Plan but the guidelines themselves were incorporated into a stand-alone document.

Attendees of the January 2013 public meeting expressed reservations about some aspects of the modified Plan and staff and the Planning Commission agreed to produce some compromise language modifications for further consideration. It is significant to note that the vast majority of the comments received focused upon the appearance and function of the Gateway Corridor and its associated land uses. The majority of the speakers' comments centered on the removal of the Boulevard District and was perceived to weaken the Design Guidelines. There was considerable discussion about those points at the public meeting and also at a subsequent Planning Commission Work Session (6 February).

❖ Maryland's Twelve Visions

The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 (the Planning Act) was based on eight "Visions," which were revised and expanded in 2009 as part of the Smart, Green, and Growing legislation. County and municipal plans are required to implement and establish a set of policies based on the Visions.

Making the Visions part of Maryland's planning and zoning enabling legislation gives local jurisdictions a concise statement of Maryland's priorities for their plans. The twelve visions are as follows:

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

(2) Public participation: citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

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

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

(5) Infrastructure: growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;

(6) Transportation: a well–maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

(7) Housing: a range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

(8) Economic development: economic development and natural resource–based businesses that promote employment opportunities for all income levels within the capacity of the state's natural resources, public services, and public facilities are encouraged;

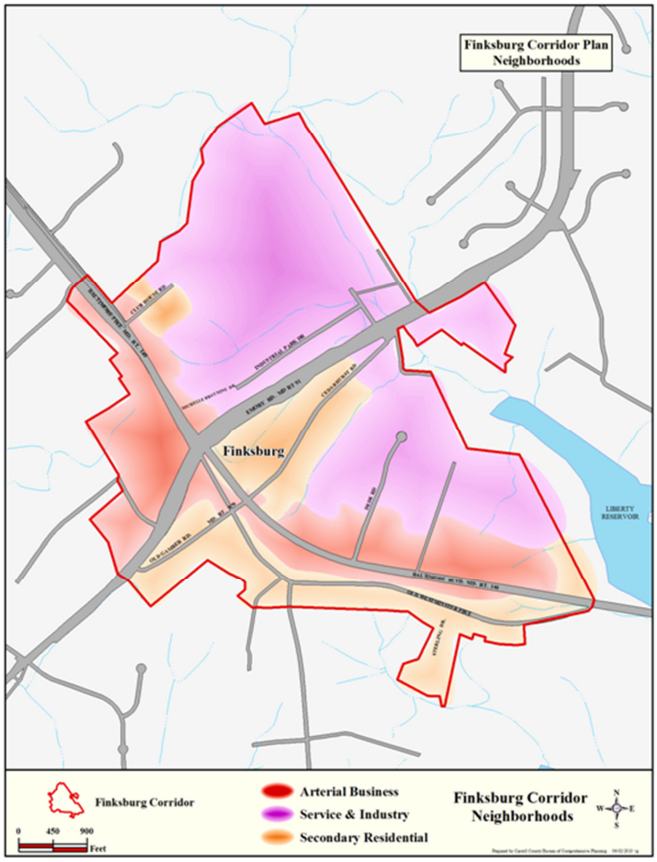
(9) Environmental protection: land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources;

(10) Resource conservation: waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;

(11) Stewardship: government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection; and

(12) Implementation: strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

Map 2



❖ Finksburg Community's Vision

The following vision statement represents the preferred future for the community, as expressed by participants in the various community input opportunities. 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 entrance to the Finksburg community provides a welcoming Gateway to Carroll County. The core of the community is a hub for local commercial and social activities. Traffic flows through the community safely and efficiently, integrating the characteristics of the activity center. The Liberty Reservoir watershed is a recreational and functional asset to the community that provides a clean water supply to the region. New residential development respects the heritage of the community and its conservation ideals. The Finksburg corridor is surrounded by open space and agricultural and resource lands. Preservation and protection of these areas is important for the Finksburg corridor and showcases the finer qualities of the County.*

Additionally, individual vision statements were crafted for each of the three "neighborhoods" identified within the corridor area. These vision statements reflect the differing characters of each neighborhood and the unique future each has in the context of this plan.
Arterial Business Neighborhood

The Arterial Business area serves as the backbone of the Finksburg Corridor and an attractive Gateway into Carroll County. It contains a variety of small-scale business, light industrial, office and retail uses that meet the daily needs of the surrounding community while at the same time offering travel-related services to highway users. A sophisticated level of landscaping and site and building design create a welcoming Gateway to the community and the County. Visual clutter is minimized and site lighting is subdued. The area provides opportunities for community events and social encounters at established gathering spaces. Many properties have been redeveloped, utilizing a variety of financial incentives and infrastructure improvements created to fulfill the vision for the area. Minimal access points along MD 140 and controlled turning movements allow for safe highway travel. Pedestrian and bicycle activity is directed away from the highway to the secondary roadways, where lower vehicle speeds and volumes provide a safe and pleasant environment. Care for the quality of the nearby Liberty Reservoir and surrounding natural features is reflected in priority being placed on low-impact site design, effective state-of-the-art stormwater and wastewater management, green building technologies and a net improvement in the quality of natural features throughout the area.

Secondary Residential Neighborhood

The Secondary Residential areas balance the commercial and industrial components of the Finksburg Corridor with convenient, attractive residential neighborhoods. Community heritage preservation is a common goal. Respect for the historical buildings and community heritage is demonstrated through well-maintained older buildings, new buildings that respond to neighborhood patterns and building styles, and renovations or additions that are compatible

with original structures. Community water and wastewater systems address existing or potential failure of private wells and septic systems. In the part of the neighborhood along Old Westminster Pike, the community systems support redevelopment efforts through the creation of a limited number of new residences that are compatible in scale with the surrounding historic neighborhood. This allows for a transition between the Arterial Business part of the corridor and the established residences on the old road. Residents are able to safely move through their neighborhoods on foot and bicycle through a network of sidewalks and paths. The roadways in the area are an integral part of an interconnected network of streets throughout the corridor. Concerns about "cut-through" traffic are minimized because visual and functional improvements to MD 140 and MD 91 have been made to make those roadways the preferred travel routes for non-local traffic. Water quality and environmental protection are supported through the retention of existing forest land, reforestation and planting of native species, low-impact site design, and green building technologies. A shared ethic of natural resource protection is found throughout the area.

Service and Industry Neighborhood

The Service and Industry area provides local and regional employment opportunities and convenient, yet buffered, locations for heavy service, manufacturing and processing operations. Commercial and retail establishments exist only to the extent they serve and are subordinate to the service and industrial uses in the area. This area is set back from the main arterial roadways. Structures and landscaping along MD 140, MD 91, and the secondary residential streets screen the Service and Industry area uses from general view and help to mitigate the impact of noise, fumes, and traffic, thereby supporting the vision for an attractive Gateway to the County. Traffic generated by services and industries in the area can move freely and safely to and from their destinations because of circulation improvements made to MD 140 and MD 91. Similarly, circulation improvements eliminate the potential conflicts between service and industrial traffic, and traffic generated locally or by through traffic on the highway. The quality of water in Liberty Reservoir and its tributaries is protected from contamination through vegetative buffers on properties in the area, state-of-the-art stormwater and wastewater management systems, low-impact site design, and green building technologies.

❖ Finksburg Community's Goals

In addition to developing a distinct set of vision statements within the community, a set of goals are also developed that are unique to the needs of the community and that are more specific than the County-wide goals. The participants in this planning process identified the following priorities for the Finksburg community.

Land Use

- To encourage redevelopment as a way to promote new small-scale business, office and retail activity within the corridor
- To provide opportunities for residential uses along secondary roadways that are compatible in design and density with historic structures and the existing community character
- To strengthen the boundaries of the corridor by supporting resource protection and land preservation on lands adjacent to the corridor

Transportation

- To move traffic through the MD 140 corridor without disrupting the community's economic and social activities
- To spur transportation and design improvements in the MD 140 corridor to promote the Gateway concept
- To maintain the functionality of MD 140 as a major arterial and MD 91 as a minor arterial
- To promote the safe and efficient movement of traffic through the corridor
- To create opportunities for non-motorized travel in the community and to provide additional recreational opportunities for all age levels

Environmental Sensitivity

- To recognize and respond to the essential need to protect water quality in Liberty Reservoir and its tributaries
- To create development that limits adverse environmental impact

Gateway and Design

- To establish a visually appealing Gateway that welcomes residents and visitors to Carroll County
- To provide incentives for redevelopment within the Finksburg corridor that create community assets
- To provide flexibility in regulations and design standards to allow for the creation of the concepts desired in the community's core
- To create usable and friendly public spaces and community gathering spots
- To locate the appropriate needed public facilities in the corridor
- To enhance the feeling of public and personal safety

❖ Major Concepts & Intended Accomplishments

In examining the study area for this update (the 1981 planning area), a clear contrast was observed between higher intensity uses focused on the Gateway area and historic Finksburg community, and the lower intensity uses and associated zoning just beyond this area. Within the Gateway area is found a concentration and intensity of transportation issues, aesthetic concerns, and environmental considerations related to the reservoir and its headwaters not found elsewhere in the study area. Much of the land covered by the 1981 plan that lies outside of the Gateway area already has been developed as low-density residential subdivisions, though some concentrations of agricultural and resource lands also remain, particularly adjacent to the reservoir. Outside the Gateway, transportation concerns and aesthetic issues related to commercial and industrial uses are more isolated. Additionally, environmental concerns here are mitigated somewhat by the much lower intensities of land uses and zoning. Because of the highly differentiated character of these two areas, the *Finksburg Corridor Plan* culminates in the creation of a much smaller plan area that is focused on urban development and redevelopment issues. Lower density areas of the 1981 planning area are now proposed to be addressed in the Countywide Master Plan.

The *Finksburg Corridor Plan* represents changes in the policy of land use development that have taken place in the Finksburg area since the 1970's. The elimination of the Community Planning Area (now referred to as "Designated Growth Area") designation for the land outside of the Corridor boundaries affirms the concept that this portion of the County is best suited for lower intensity land use. The Finksburg Corridor area that remains is a mix of historic residential areas, contemporary retail uses, light and heavy industrial development, and scattered community institutions and uses. The urban nature of this corridor area and the need to focus redevelopment and revitalization efforts within it make the characterization of the corridor appropriate for continued identification as a Designated Growth Area.

This plan focuses on balancing the mix of planned land uses within the corridor to promote the plan's vision.

- The Commercial land use designation promotes retention and creation of small-scale business, office and retail uses that will support the service and retail needs of the surrounding community and provide for the basic needs of the regional traveler. Limited opportunities for residential development are also envisioned for the Commercial area, particularly on land that lies between MD 140 and Old Westminster Pike. In this vicinity, opportunities are envisioned for highway-oriented business uses along MD 140 and residential or mixed uses along Old Westminster Pike, to create a more compatible character of development within the historic Finksburg area. Development of properties within the Commercial area will strive to incorporate creative design elements, consistent architectural and signage themes, and improved access to adjacent commercial properties. Realizing this type of development, however, may require that community water and sewer service be made available given the relatively small lot sizes.
- Existing Industrial areas are retained, with the exception of areas immediately adjacent to MD 140, where the Commercial designation replaces Industrial in recognition of the plan's vision for the Gateway and the predominantly commercial nature of the area

currently in existence. No expansion to the Industrial areas is anticipated, in response to the plan's emphasis on environmentally sensitive development and the need to protect water quality and improve the appearance of the Gateway area.

- Residential land use designations respond to the historic community of Finksburg and the neighborhoods along Cedarhurst and Club House roads, providing opportunities for residential uses along secondary roads to blend more seamlessly with the existing community character.,

The importance of the MD 140 corridor to the vitality of Carroll County is clearly recognized within this plan through efforts to improve the functionality and appearance of the roadway. This can be accomplished best by allowing fewer vehicular access points along the highway and encouraging development that is in keeping with the nature of high volume traffic close to the corridor. In cooperation with the State Highway Administration, recommended improvements to the MD 140 corridor within the Gateway area have been developed as part of this long-range plan.

In addition to being a main thoroughfare for Carroll County, the MD 140 corridor within the Gateway area serves as the focal point for many community activities. Balancing both the needs of the Finksburg community and the region as a whole is vital in developing an effective plan. As a result, continuing to build upon and improve the character of the Finksburg community is a primary goal of this plan.

This plan also recognizes the sensitivity of the adjacent Liberty Reservoir and the need to protect this valuable drinking water resource from the detrimental effects of unmanaged high impact land uses, poor stormwater management, and less efficient wastewater disposal systems, among other things. At the same time, it recognizes that much of the existing development has occurred without the benefit of current technology to reduce pollutants carried in wastewater and stormwater runoff. The best way to correct this situation, as well as to address other Plan objectives, will be to promote the redevelopment of the corridor, thus triggering the review of development proposals utilizing current water resource technologies and management practices. One of the best incentives to redevelop would be the provision of a community wastewater system, which not only would provide the needed redevelopment incentive but also would address existing and potential environmental hazards posed by the preponderance of individual septic systems.

❖ Demographic Characteristics

1 Woolery's (4th) Election District

The Woolerys election district has experienced steady growth since 1930. The greatest increases have occurred since 1960, when the study area had a population of 4,368. While Carroll County as a whole has also been experiencing significant growth since 1960, the election district has grown faster than the County as a whole. Both Carroll County and the election district have been growing at a faster rate than the State of Maryland since 1960.

During the decade 1970 - 1980, the Woolerys election district grew by 73 percent from 6,532 people in 1970 to 11,296 people in 1980, as shown in the *Population Trends* table. The election district grew at a faster rate than the County between 1930 and 2000. In 2000, the election district contained approximately 10.8 percent of the entire Carroll County population. By 2010, the population for the Woolerys election district was 17,487 – an increase of 1,158 or 7.1 percent since 2000.

Population Trends
1930 – 2010

Year	Woolerys Election District		Carroll County		Maryland	
	Population	% Change	Population	% Change	Population	% Change
1930	2,629	N/A	35,978	N/A	1,631,526	N/A
1940	3,072	17	39,054	9	1,821,244	12
1950	3,757	22	44,907	15	2,343,001	29
1960	4,368	16	52,785	18	3,100,689	32
1970	6,532	50	69,006	31	3,923,897	27
1980	11,296	73	96,356	40	4,216,933	7
1990	13,992	24	123,372	28	4,780,753	13
2000	16,329	17	150,897	22	5,296,486	11
2010	17,487	7	167,134	11	5,773,552	9

Source: U. S. Census

According to the 2000 Census, the Woolerys Election District had 16,329 people residing in 5,654 households. The average number of persons per household was 2.89. By 2010, there were a total of 6,229 households for the Woolerys election district – an increase of 575 since 2000.

The next table shows types of households for 2000 and 2010 for the Woolerys Election District, Carroll County, and Maryland. Family households consist 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 increased by 10.2 percent from 2000 to 2010. The number of persons per household is slightly higher for the election district than that of the County or state. Household Type data was not available during the 2010 Census for the Woolerys Election District. Five year data (2006-2010) from the US Census Bureau's American Community Survey was used.

Households by Type
2000 and 2010

	Woolerys Election District	Carroll County	Maryland

Household Type	2000	2010	2000	2010	2000	2010
Family Households	4,735	5,012	41,094	45,163	1,359,318	1,447,002
Married-couple families	4,189	4,374	34,936	37,588	994,549	1,026,739
Other family, male householder	190	237	1,808	2,479	84,893	104,375
Other family, female householder	356	401	4,350	5,132	279,876	315,888
Non-family households	919	1,217	11,409	14,623	621,541	709,409
Total Households	***5,654***	***6,229***	***52,503***	***59,786***	***1,980,859***	***2,156,411***
Persons per household	2.89	2.81	2.81	2.74	2.61	2.61
Group Quarters Population	8	12	3,581	3,319	134,056	138,375

Source: U. S. Census

In 2010, family households (2 or more related people living in one unit) represented approximately 84 percent of the total community. Approximately 88 percent of the family households were married-couple families, which accounted for 74 percent of the Woolerys Election District's total households. Non-family households (people unrelated to the householder, or those living alone) accounted for approximately 16 percent of the households in the community. The majority of all non-family households (86%) were persons who lived alone.

The 2006-2010 American Community Survey shows that the majority of households had an income ranging between $50,000 and $149,999. As shown in the following table, the median household income for the election district was slightly higher than the median household income countywide and significantly higher than the state as a whole.

Household and Family Income
2010

Income Range	Woolerys ED # of Households	Carroll County # of Households	State of Maryland # of Households
Less than $10,000	149	2,109	105,359
$10,000 - $14,999	105	1,624	70,756
$15,000 - $24,999	336	3,988	145,954
$25,000 - $34,999	279	3,499	164,080
$35,000 - $49,999	449	5,677	249,521
$50,000 - $74,999	1,264	10,069	386,304
$75,000 - $99,999	875	9,406	299,813
$100,000 - $149,999	1,344	13,819	375,928
$150,000 or more	1,353	9,221	323,332
Median Household Income	$89,068	$81,621	$70,647
Median Family Income	n/a	$95,825	$85,098
Per Capita Income	n/a	$33,938	$34,849

Source: U. S. Census

2 *Finksburg Corridor Area*

Within the Finksburg Corridor area itself, there are approximately 113 residences. Using the 2010 Census average household size for the Woolerys election district of 2.81 people, it is estimated that 318 people live within the Corridor area. The County's Buildable Land Inventory,

which estimates potential lot yield based on zoning or land use designations and parcel acreage, indicates that approximately 152 additional residential units could be constructed in the corridor based on existing land use designations. This would equate to an additional 439 people. However, it should be noted that the densities typically associated with the Suburban Residential land use designation, which is the one indicated for many properties in the corridor area, likely could not be realized today without public water and sewer. The Suburban Residential designation typically is associated with R-10,000 zoning, which allows for approximately 4 units per acre. The minimum acreage required for a private well and septic system is at least one acre (Health Department). As a result, a more realistic number of potential future residential units in the Corridor area probably is around 38, or about 110 additional people, absent an expansion of water and sewerage infrastructure.

Residences within the Corridor area have a total assessed value of $24,044,318, for an average value of $212,782. The 72 properties in the Corridor classified as commercial in use have a total assessed value of $45,420,184. The 24 properties in the Corridor classified as industrial in use have a total assessed value of $28,622,820.

Chapter 2: Corridor Plan

❖ Goals

Land Use

- To encourage redevelopment as a way to promote new small-scale business, office and retail activity within the corridor
- To provide opportunities for residential uses along secondary roadways that are compatible in design and density with historic structures and the existing community character
- To strengthen the boundaries of the corridor by supporting resource protection and land preservation on lands adjacent to the corridor

Transportation

- To move traffic through the MD 140 corridor without disrupting the community's economic and social activities
- To spur transportation and design improvements in the MD 140 corridor to promote the Gateway concept
- To maintain the functionality of MD 140 as a major arterial and MD 91 and a minor arterial
- To promote the safe and efficient movement of traffic through the corridor

- To create opportunities for non-motorized travel in the community and to provide additional recreational opportunities for all age levels

Environmental Sensitivity

- To recognize and respond to the essential need to protect water quality in Liberty Reservoir and its tributaries
- To create development that limits adverse environmental impact

Gateway and Design

- To establish a visually appealing Gateway that welcomes residents and visitors to Carroll County
- To provide incentives for redevelopment within the Finksburg core that creates community assets
- To provide flexibility in regulations and design standards to allow for the creation of the concepts desired in the community's core
- To create usable and friendly public spaces and community gathering spots
- To locate the appropriate needed public facilities in the corridor
- To enhance the feeling of public and personal safety

The Finksburg corridor is situated along MD 140 and includes adjacent lands that have the greatest potential to be affected by any new development and activity related to the corridor. The Current Conditions and Needs Analysis sections of this chapter provide background information about the entire study area, as well as more detailed analysis of the Finksburg

community core. The Recommended Actions and Fiscal Implications sections focus primarily on the corridor area only, and provide steps that can be taken to achieve the community vision.

The Carroll County comprehensive plan covers many issues- such as schools, environment, heritage, community facilities, and employment - that also affect the Finksburg corridor. This chapter explores characteristics that are unique to the corridor and deserve special attention within this plan.

❖ Current Conditions

1 Historic Development and Cultural Resources

Carroll County was created in January, 1837 out of parts of Baltimore and Frederick counties. Prior to this, the lands in and around Finksburg lay at the western edge of Baltimore County. While substantial colonial land grants and patents were recorded throughout the area, they were often speculative holdings that remained undeveloped until well into the 18th century. At the turn of the 19th century, the vast majority of the occupied parcels in the Finksburg area ranged between 50 and 200 acres. The relatively small size of the area's farmsteads reflected the constraints on available capital and labor typical of the time. It also reflected the preference for cultivating food crops such as wheat, rye and corn, which required less land and labor than the tobacco crops of the colonial tidewater estates.

The preference for food crops also reflected the growing existence of water-powered mills that used the many strong-flowing streams and creeks of the Piedmont to process grains and other products. It is estimated that by 1794 at least thirty-one mills were operating in what is now eastern Carroll County. Thus, the rural landscape around Finksburg evolved into a pattern of relatively small farmsteads and rural communities organized around an expanding network of water-powered mills and transportation corridors for moving products to market.

In an effort to improve travel conditions and commerce in the state, an 1804 state law was passed providing for the incorporation of three private entities that would be responsible for the construction of three turnpikes radiating outwards from Baltimore. One of these was to follow a route from Baltimore through Reisterstown to the Pennsylvania line towards Hanover, and through Westminster to the Pennsylvania line towards Petersburgh. The latter of these routes became the Westminster Turnpike. As the turnpike was established, clustered settlements grew up along the route at crossroads or other geographically convenient points. These settlements provided goods or services for travelers and a centralized point for mail service. They also served as hubs for getting local products to market. The village of Finksburg and the settlements of Sandymount and Carrollton (Reese) are among such transportation nodes.

Finksburg had its origins in the establishment of a tavern by Adam Fink in 1810 on 15 acres of land located along the turnpike. Development of the village followed soon after and consisted of residences and shops such as a blacksmith, a wheelwright, and other businesses that supported the local agricultural economy and the needs of residents in the area,[1] as well as those of travelers and commuters. The map of Finksburg contained in the 1877 *An Illustrated Atlas of Carroll County Maryland* shows a tollhouse at the eastern end of the village, as well as a hotel, a tavern, a schoolhouse, two Methodist churches, the Mechanics Hall lodge and store, and approximately thirteen residences. About a dozen other residences and a copper and iron mine were located in the balance of the area defined in this plan as the Finksburg corridor.[2]

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[1] Finksburg Survey District (CARR-987) Maryland Historical Trust State Historic Sites Inventory Form; Joe Getty, 1985.

[2] An Illustrated Atlas of Carroll County, Maryland; Historical Society of Carroll County, 1993 reprint.

With the introduction of rail to the area in the mid-19th century, development patterns again began to shift. The Western Maryland Railroad originated in Owings Mills, reached Westminster in June, 1861, and later was completed to Cumberland, Maryland. Its route followed the course of the North Branch of the Patapsco River, entering Carroll County from the east at a point just north of Westminster Pike and the village of Finksburg. The line continued to follow the river to Westminster, where it continued west following tributaries of Double Pipe Creek. This entirely new transportation corridor prompted additional new settlements along its length. Among the villages that sprang up along the rail line were Patapsco and other nodes such as Gorsuch Station, Shamberger's Mill Station, Tank Station and a station that lay north of the village of Finksburg. The transportation advantages of the railroad encouraged commercial and industrial growth closer to the rail lines, as is still evident in the industries located along the line north of Finksburg.

Despite advances in transportation and industry, growth in the area was comparatively slow until the latter part of the 20th century. By 1940, just over 3,000 people lived in the Woolery's (4th) election district, an area just slightly larger than this plan's study area. The population at that time exceeded the 1870 population for the election district (2,448 people) by only about 500 people. But while the 70 years between 1870 and 1940 yielded only about a 25 percent increase in population, the 70 years between 1940 and 2010 have yielded a 500 percent increase in population. Most of this growth occurred after 1960, at which time the election district still had not yet doubled in population from 1870.

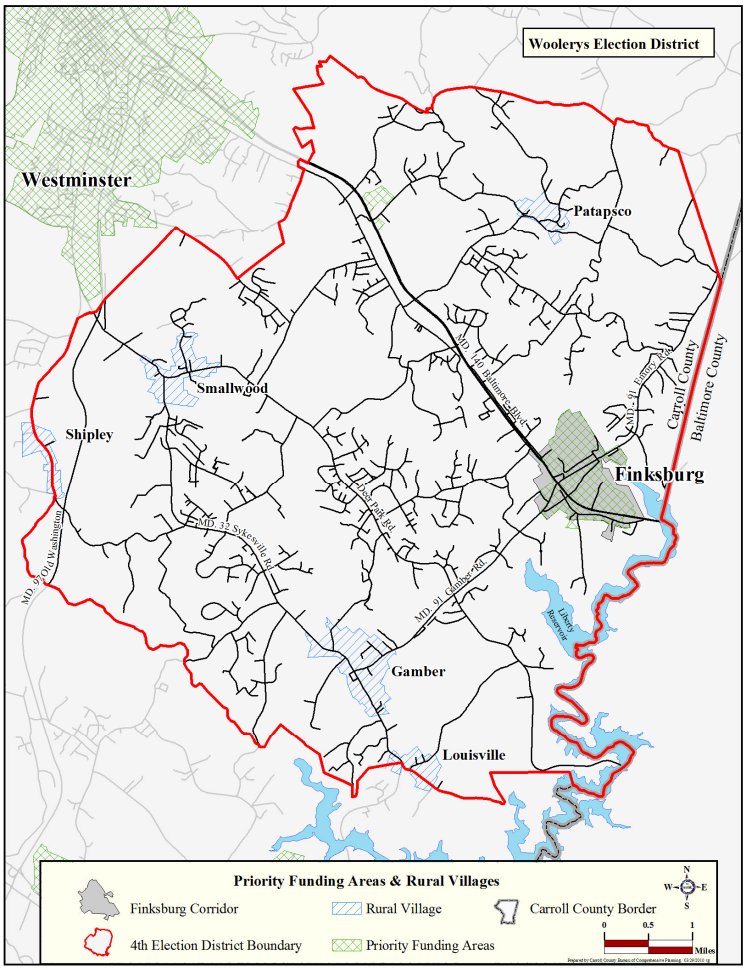
A big contributor to the population growth in the study area after 1940 was another transportation improvement: the construction of MD 140. MD 140 (Baltimore Boulevard) was constructed roughly parallel to Westminster Pike, cutting off through movement along various sections of the road as the new highway intersected the old road's alignment. The more direct route of MD 140 and its bypassing of the more congested, urban environments of the Pike's villages, has redirected the vast majority of traffic to the highway. As a result, many of the historic villages and settlements have been eclipsed by late 20th century development patterns that favor low-density, highway-oriented uses. Likewise, the diminishing use of rail to transport passengers and freight has left many of the area's 19th century rail settlements to stand solely as reminders of a bygone era.

An influx of new residents have been drawn to the area over the last several decades by the appeal of the low-density countryside and easy automobile access to metropolitan Baltimore and its burgeoning northern and western suburbs. The rapidly changing cultural, social, and economic structure created by this suburbanization has reshaped the landscape of Finksburg and its surrounding area. However, vestiges of the old turnpike and many of the crossroads communities and rural agricultural patterns can still be found.

2 *Current Development Patterns*

The residential portion of the Finksburg community is characterized by small lot sizes, a result of being developed prior to zoning and under health regulations that were much less restrictive than those of today. These lots may be less than ideal by current standards to handle private septic systems due to limited land area for replacement systems. A significant amount of industry, as well as retail establishments, nearly surround this community. A historic church, sports park, and community shopping center provide many services to the immediate and surrounding neighborhoods. MD 140, which is a main traffic artery in the County, has a tremendous influence on this community. This neighborhood, as well as the surrounding business district, is located entirely within a state Priority Funding Area (PFA).

Map 3

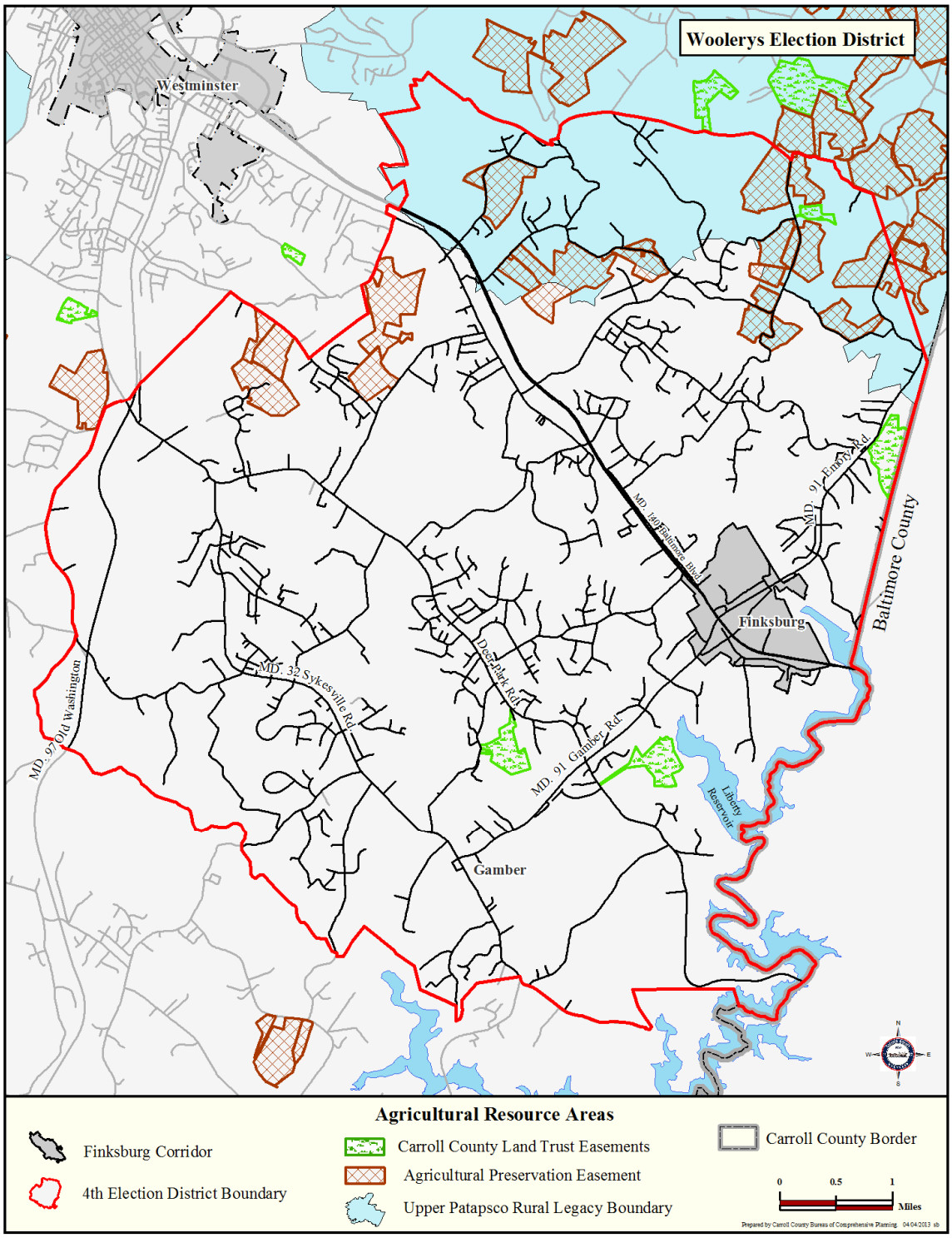


Within the election district as a whole, there are several fairly well-defined nodes of commercial and industrial development. Land surrounding the intersection of MD 140 and MD 91 encompasses the highest concentration of commercial uses in the Finksburg area. Most retail and service-oriented businesses in the study area serve the local community.

Most land that is currently used for industrial purposes within the election district is generally located near the intersection of MD 140 and MD 91. A portion of this land has railroad access. Some light industrial use is also located on Bethel Road, just north of MD 140.

Much of the countryside that surrounds the Finksburg corridor is devoted to new, large-lot residential subdivisions that are an expansion of existing residential districts. At the outer edges of the Woolerys Election District, several large farms have been protected through land preservation programs, including the Maryland Agricultural Land Preservation Foundation, Rural Legacy, and the Carroll County Land Trust. The Upper Patapsco Watershed Rural Legacy Area extends into the northernmost portion of the Woolerys Election District.

Map 4


Woolerys Election District
Westminster
Finksburg
Gamber
Baltimore County
MD. 140 Baltimore Blvd.
MD. 91 Emory Rd.
MD. 32 Sykesville Rd.
Deerpark Rd.
MD. 91 Gamber Rd.
MD. 97 Old Washington
Liberty Reservoir
Agricultural Resource Areas
Finksburg Corridor
4th Election District Boundary
Carroll County Land Trust Easements
Agricultural Preservation Easement
Upper Patapsco Rural Legacy Boundary
Carroll County Border
0
0.5
1
Miles

⇨ *Corridor "Neighborhoods"*

Three distinct "neighborhoods" have been identified within the Finksburg corridor. These neighborhoods are defined by their location and relationship to MD 140, the dominant uses within the neighborhood, as well as the vision for the future of the neighborhood as expressed in Chapter 1 of this plan. (See Map 2)

The *Arterial Business* neighborhood is broadly defined as the area within the corridor that fronts directly onto MD 140 and is dominated by business uses. This area contains a mix of retail and service-oriented uses, including auto-related services such as auto repair shops and gas stations, two retail centers (Walnut Park and Finksburg Plaza), a post office, and several restaurants, among other uses. Most, but not all, uses have direct access onto MD 140 and are not accessible safely by any means other than motor vehicles. The Arterial Business neighborhood is the one most closely associated with the Finksburg Gateway, as it is the area that is most visible from the highway. It is also the area most often referred to with respect to the need to improve aesthetics and site design. Relatively few undisturbed natural resources are found in this area, as it is nearly completely developed. All of the uses in this neighborhood rely upon private wells and waste disposal systems.

The *Secondary Residential* neighborhood encompasses three separate areas adjacent to the Arterial Business neighborhood.

- On the south side of the MD 140 corridor, following Old Westminster Pike, lies the historic Finksburg community and its surrounding area. This neighborhood primarily consists of residential uses, along with community uses that include a church and park. Structures within this neighborhood generally were built in the late-19th century to mid-20th century. Some properties within this neighborhood have frontage on both MD 140 and Old Westminster Pike, and may have commercial uses that lie within the Arterial Business neighborhood. Small areas of trees and isolated areas of steep slopes are the only natural resources that exist in this neighborhood, with the exception of a few more heavily forested parcels that lie close to the reservoir. All of the properties within this neighborhood have private well and septic systems.
- Another community within this neighborhood is situated on the north side of MD 140 along Cedarhurst Road. This community is dominated by residential uses that generally date to the early- to mid-20th century. This neighborhood also contains a cemetery and two business uses with frontage on MD 140. Only the cemetery and a residence at the MD 140/MD 91 intersection have direct access to MD 140; all other properties have access from Cedarhurst Road, which connects to MD 140 and MD 91 at uncontrolled intersections. Lots are typically narrow and deep, varying in size but generally averaging about ½ acre. Several lots are undeveloped. The properties that lie at the far eastern and western edges of this neighborhood contain forested areas, streams and steep slopes. All of the properties within this neighborhood have private well and septic systems.
- The third community within this neighborhood lies on the north side of MD 140 along Clubhouse Road. Six homes are situated in this neighborhood, as are the

residentially-zoned portions of two properties occupied by a church and an industrial use. Access to Clubhouse Road is from Old Westminster Pike, which has direct access onto MD 140 less than 100 feet to the south. Residential lots in this neighborhood are deep and narrow, and are generally between ½ to 1 acre in size. Most of the homes were constructed in the mid-20th century. A large forested area exists on the residentially-zoned portions of the church and industrial properties; otherwise, no significant environmental features exist in this neighborhood. All of the properties within this neighborhood have private well and septic systems.

The *Service and Industry* neighborhood occupies the largest land area within the corridor, comprising almost its entire northern half. It is characterized by service-related businesses and processing and manufacturing operations. With the exception of the Congoleum plant that lies along MD 91 and the West Branch Patapsco River, the uses within this neighborhood are almost entirely screened from view along the major arterials. Access to properties is off of Dede Road, Cedarhurst Road, or Industrial Park Drive, except in the case of the CDJ Distillery property that has direct access onto MD 91 and a few properties in which the frontage lies along MD 140 within the Arterial Business neighborhood. The Service and Industry neighborhood contains a number of significant natural resources, including the West Branch Patapsco River and several of its tributaries, floodplain areas, areas of steep slopes, and wetlands. This neighborhood borders directly on the reservoir and the buffer lands surrounding it. All of the properties within this neighborhood have private well and wastewater disposal systems.

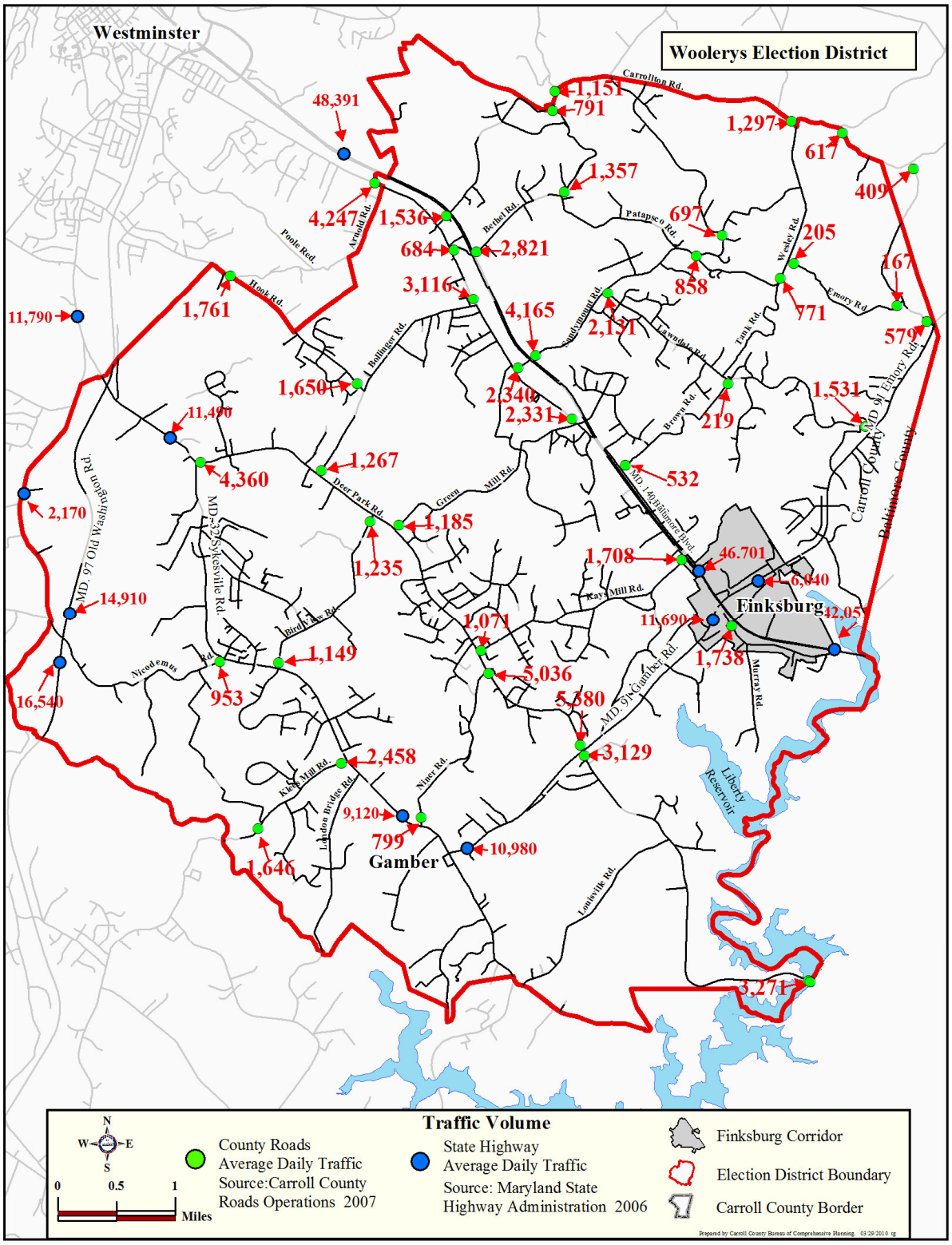
3 Transportation

The 1981 *Finksburg Area and Environs Comprehensive Plan* undertook a reexamination of the planned major streets that had been proposed in the 1970 Major Street Plan. Since 1970, the Agricultural zoning district had been created and there had been a greater recognition of the need to reduce densities and minimize non-point source pollution in the vicinity of Liberty Reservoir. As a result, the 1981 plan reduced the number of planned roads, emphasizing instead a system of local collector streets to move local traffic around the area and decrease congestion in the Finksburg and Gamber areas, in particular. Within the MD 140 corridor itself, the bulk of the planned roadways were proposed to facilitate movement to, and around business locations, once the planned median was constructed and various crossovers were eliminated. The 1981 plan also predicted the need to widen MD 140 to six lanes after 1999 due to increased traffic.

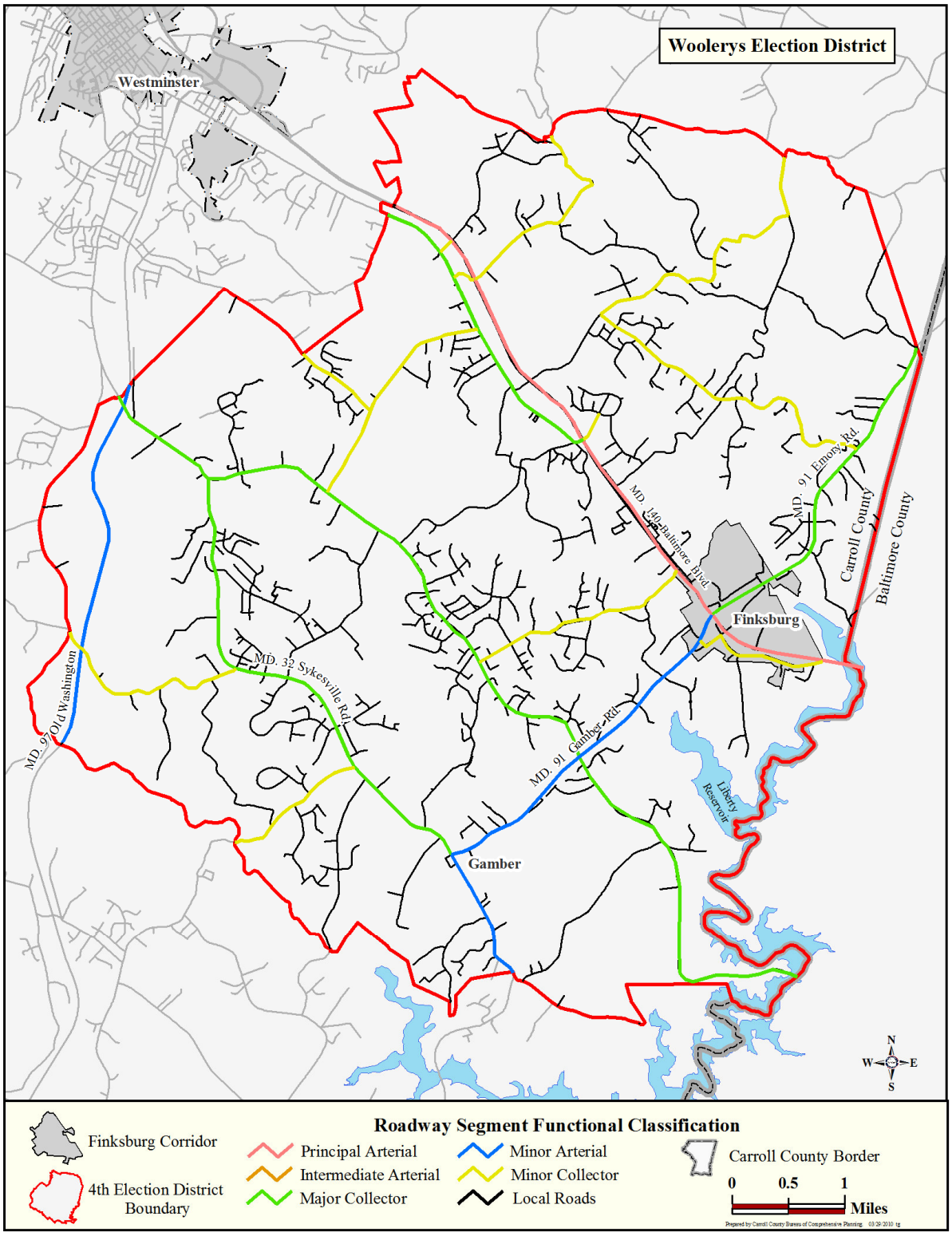
According to 2007 State Highway Administration data, the MD 140 corridor handles approximately 46,700 vehicles per day within the Finksburg area. MD 140, from Westminster to Finksburg, is one of the most heavily traveled state roadway segments in the County.

Local countywide paratransit is the only transit system currently being utilized in the area. Rail and bus transit to downtown Baltimore originate from the Owings Mills and Reisterstown areas, respectively. A large portion of residents who commute to work in other counties travel by automobile, resulting in heavy volumes of peak-hour traffic on MD 91 and MD 140.

Map 5


Westminster
Woolerys Election District
Carrollton Rd.
48,391
1,151
791
1,297
617
409
1,357
4,247
1,536
Bethel Rd.
Patapsco Rd.
697
205
Wesley Rd.
Arnold Rd.
Poole Rd.
684
2,821
858
167
3,116
Hook Rd.
1,761
11,790
4,165
Sandymount Rd.
2,131
Emory Rd.
771
579
Tanx Rd.
Lawndale Rd.
Bollinger Rd.
1,650
2,340
2,331
Brown Rd.
219
1,531
MD 91 Ellicott Rd.
11,490
1,267
4,360
Deer Park Rd.
Green Mill Rd.
532
MD 140 Baltimore Blvd
Carroll County
Baltimore County
2,170
MD 97 Old Westminster Rd.
MD 32 Sykesville Rd.
1,185
1,235
1,708
46,701
6,040
Finksburg
42,05
14,910
Bird Wise Rd.
Ray Mill Rd.
11,690
1,071
1,149
Needmus Rd.
953
1,738
Murray Rd.
5,036
16,540
5,380
MD 91 Gamber Rd.
3,129
2,458
Kate Mill Rd.
Niner Rd.
Liberty Reservoir
9,120
799
Gamber
10,980
Landon Bridge Rd.
1,646
Louisville Rd.
3,271
N
W
E
S
0
0.5
1
Miles
County Roads
Average Daily Traffic
Source:Carroll County
Roads Operations 2007
Traffic Volume
State Highway
Average Daily Traffic
Source: Maryland State
Highway Administration 2006
Finksburg Corridor
Election District Boundary
Carroll County Border
Prepared by Carroll County Bureau of Comprehensive Planning. 03/29/2010 tg

Map 6


Woolerys Election District
Westminster
Finksburg
Gamber
MD. 140 Baltimore Blvd.
MD. 91 Emory Rd.
MD. 32 Sykesville Rd.
MD. 91 Gamber Rd.
MD. 91 Old Washington
Carroll County
Baltimore County
Liberty Reservoir
N
W
E
S
Finksburg Corridor
4th Election District Boundary
Roadway Segment Functional Classification
Principal Arterial
Intermediate Arterial
Major Collector
Minor Arterial
Minor Collector
Local Roads
Carroll County Border
0
0.5
1
Miles

4 *Inventory of Existing Use of Land*

The comprehensive plan designates the land uses intended for properties within the area. These uses are controlled through the zoning of the property. However, not all uses are consistent with the zoning or land use designations because some uses were in existence prior to zoning or changes in zoning. If implemented effectively, the zoning should eventually be consistent with the land use designations.

During spring 2008, planning staff performed a "windshield" survey of actual land uses throughout the corridor. Staff viewed buildings, structures, and vegetation on each property to determine, as much as possible, the existing use of the land at that time. In some cases, residential subdivision plans and site development plans were reviewed to verify the approval status of the development. Property tax map information was also reviewed to determine the location of recorded (or platted) subdivision lots.

Existing use of land was inventoried according to the following categories: Mixed Use, Single-Family Residential, Multi-Family Residential, Commercial, Industrial, Agriculture/Resource, Public Use, Publicly Owned, and Vacant. The following table provides the total acreage of each category as identified in the Finksburg Corridor.

Use of Land by Acreage
April 2013

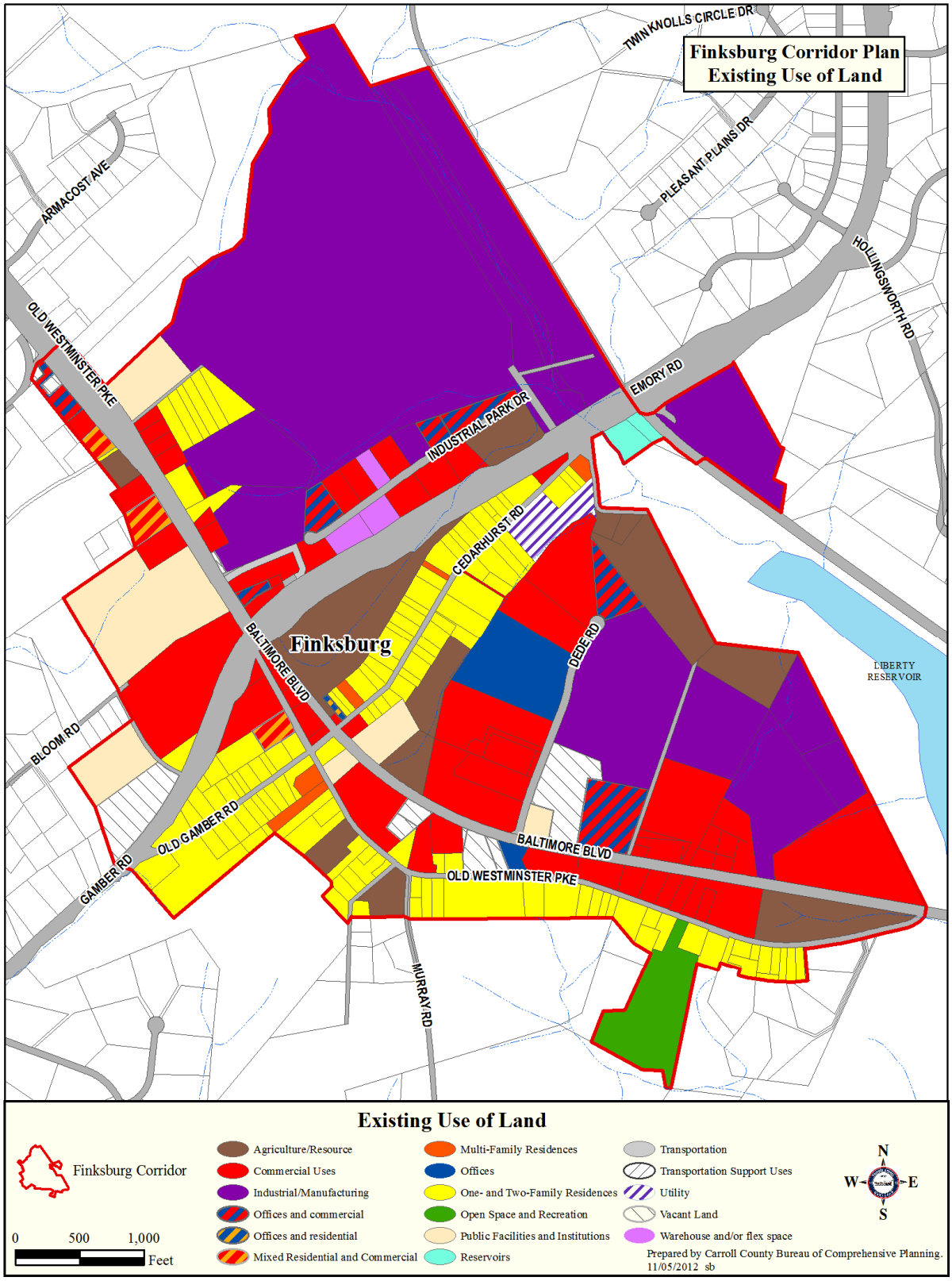
Use of Land	Finksburg Corridor	Percentage of Corridor (%)
1 & 2 Family Residences	45.9	7.17%
Multi-Family Residential	94.8	14.80%
Commercial	190.8	29.78%
Industrial	63.4	9.90%
Agriculture / Resource	0.3	0.05%
Office & Commercial	0.6	0.09%
Residential & Commercial	3.1	0.48%
Office	4.1	0.64%
Public Use	92.9	14.50%
Open Space & Recreation	17.3	2.70%
Reservoirs	33.5	5.23%
Transportation	3.2	0.50%
Utility	72.3	11.29%
Vacant	4.9	0.76%
Total Acres	***640.6***	***100%***

Source: Carroll County Bureau of Comprehensive Planning, 2013

What is included in each category of existing uses of land?

Single-Family Residential ⇨ Land that is primarily developed with single-family housing, including designated open space within a residential subdivision, undeveloped land with platted lots, and unplatted lots that are part of an approved subdivision plan.
Multi-Family Residential ⇨ Any housing/residential area where there are 2 or more units attached or within one building, including duplexes, condos, and apartments.
Commercial ⇨ Land currently used for commercial purposes, including undeveloped lots with an approved site plan.
Industrial ⇨ Land currently used for industrial purposes, including undeveloped lots with an approved site plan.
Agriculture/Resource ⇨ Land that is currently farmed in some way (livestock, crops, etc.), including accompanying farm houses and associated buildings. This category also includes large areas of environmental resources or woods. These are areas that could have potential for a more intense developed use if the zoning or land use designations were changed.
Public Use ⇨ Land that is privately-owned and is generally open to the public, the public is invited to use, or is somehow used for recreational purposes; and that is not developed for residential uses. This category would include such things as churches, parks, golf courses, etc.
Publicly Owned ⇨ All lands publicly-owned (i.e., town, County, state, federal).
Mixed Use ⇨ Land that has a mix of both commercial and residential uses on it.
Vacant ⇨ Land that is either unimproved/not developed but which has the potential to be developed. This includes land that has an abandoned building. It also includes land for which the building may be in good shape but is not being used.

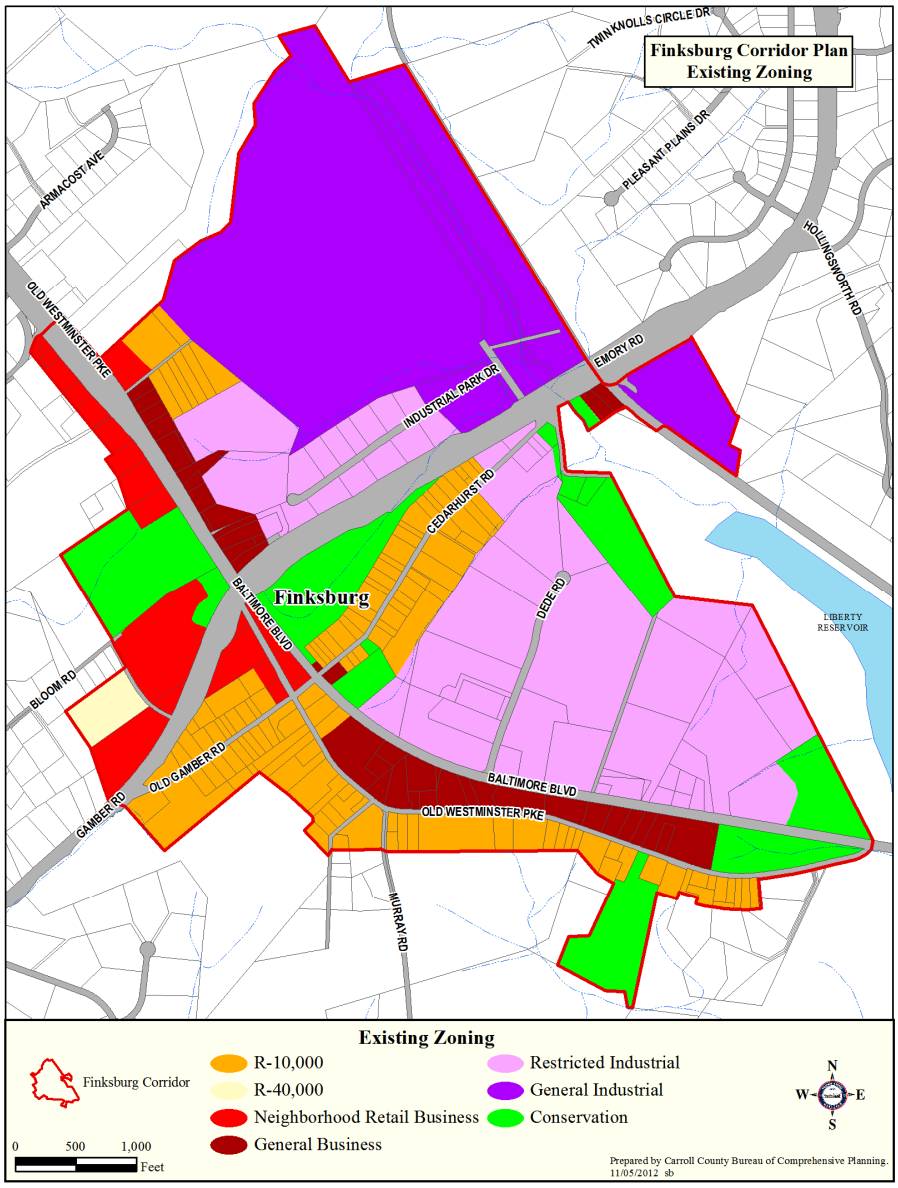
Map 7


Finksburg Corridor Plan
Existing Use of Land
TWIN KNOLLS CIRCLE DR
PLEASANT PLAINS DR
ARMACOST AVE
HOLLINGSWORTH RD
OLD WESTMINSTER PKE
EMORY RD
INDUSTRIAL PARK DR
CEDARHURST RD
Finksburg
BALTIMORE BLVD
DEDE RD
LIBERTY RESERVOIR
BLOOM RD
OLD GAMBER RD
GAMBER RD
BALTIMORE BLVD
OLD WESTMINSTER PKE
MURRAY RD
Existing Use of Land
Finksburg Corridor
0 500 1,000 Feet
Agriculture/Resource
Commercial Uses
Industrial/Manufacturing
Offices and commercial
Offices and residential
Mixed Residential and Commercial
Multi-Family Residences
Offices
One- and Two-Family Residences
Open Space and Recreation
Public Facilities and Institutions
Reservoirs
Transportation
Transportation Support Uses
Utility
Vacant Land
Warehouse and/or flex space
N
W
E
S
Prepared by Carroll County Bureau of Comprehensive Planning.
11/05/2012 sb

5 *Existing Zoning*

Current use of land and current zoning on a property do not always coincide. A property may be zoned residential but, if the owner does not choose to develop, it might remain in agricultural use indefinitely. Similarly, a property may have a use on it that predated the zoning so it is possible that a commercial use might exist in a residential zone. For this reason, the number of acres ascribed to particular uses of land in the previous table may vary from the number of acres for a comparable zoning designation. The following table provides a breakdown of the Finksburg Corridor by 2009 zoning; total acreage is listed for each zoning district.

Map 8



Existing Zoning by Acreage 2013		
Land Use	**Acres**	**Percentage of Corridor (%)**
R-10,000	97.6	15.24%
R-40,000	5.1	0.80%
Neighborhood Retail Business	46.4	7.24%
General Business	44.1	6.88%
Restricted Industrial	184.9	28.86%
General Industrial	170.4	26.60%
Conservation	92.1	14.38%
Total Zoning Acres	***640.6***	***100.00%***

Source: Carroll County Bureau of Comprehensive Planning, 2013

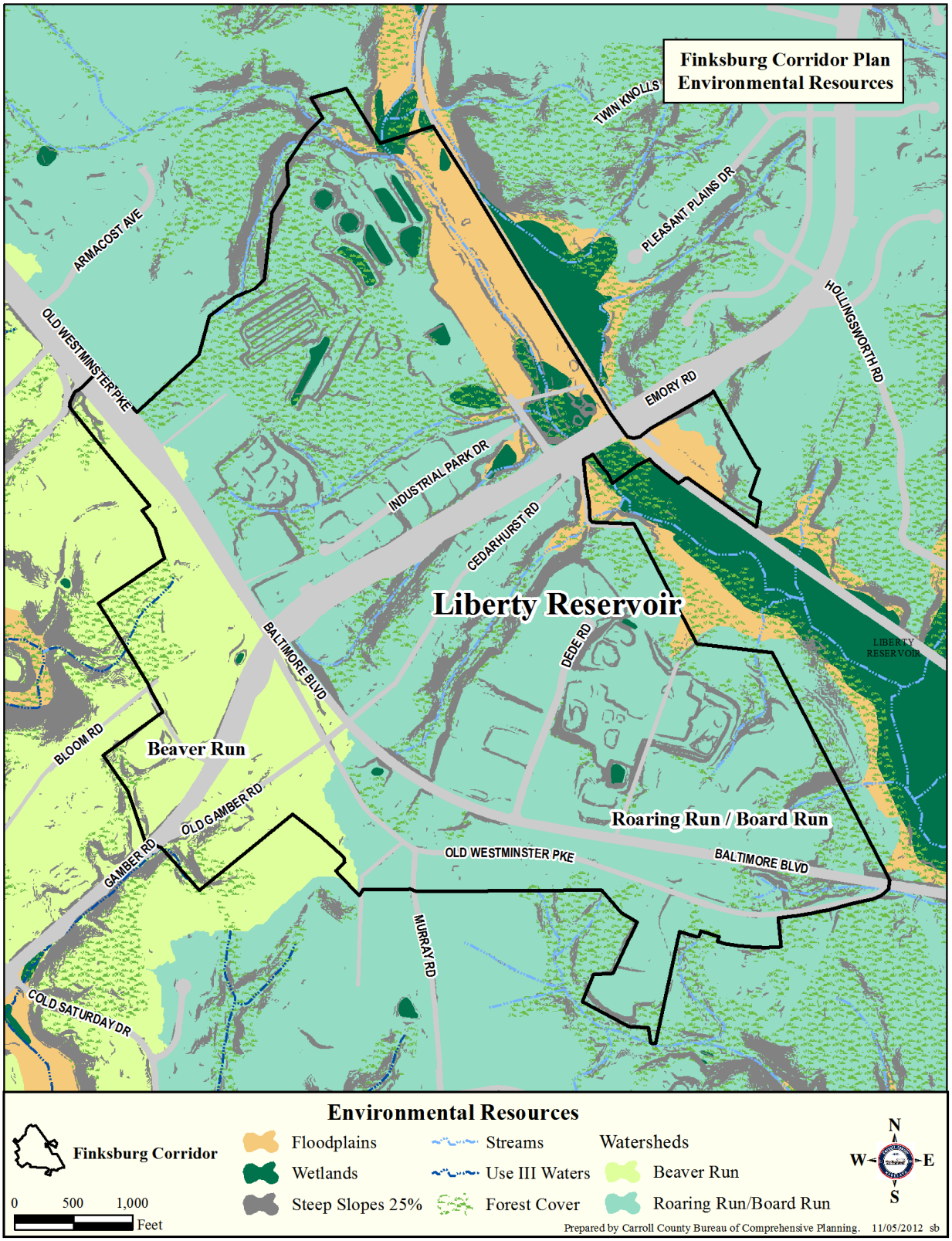
6 Environmental Sensitivity

The most significant physical attribute of the Finksburg community that affects the vision and planning for future growth and development is location and proximity to the Liberty Reservoir. The North Branch of the Patapsco River that runs through the Finksburg community is the primary tributary for the reservoir. Liberty Reservoir is a 3,100-acre lake, owned by Baltimore City, which was developed as a public water supply and completed in 1954. The community water system for the Sykesville-Freedom area of Carroll County is served from a direct withdrawal from Liberty Reservoir.

The Finksburg corridor is not served by any public water or sewer systems, even though the commercial and industrial core of Finksburg is located directly adjacent to the North Branch of the Patapsco River as well as Liberty Reservoir itself. All development within the corridor either has a private well and septic system or is served by a private well and a small community wastewater treatment system. Congoleum and Finksburg Plaza both have their own wastewater treatment systems. Much of the development within the Gateway area, as well as within the balance of the corridor, predates the creation of the reservoir. As a result, the lot sizes and treatment technologies used present a high risk for contamination since there is little land to replace failing septic systems. The Cedarhurst neighborhood has been identified in the *Carroll County Master Plan for Water and Sewerage* as a community with septic problems, small lots, and limited soil capabilities.

The Carroll County Board of Commissioners has demonstrated a commitment to protecting the water quality within the Liberty Reservoir Watershed through participation with the Reservoir Watershed Management Agreement, first executed in 1979 and most recently reaffirmed in November of 2005. The Agreement establishes a cooperative program that was developed by local governments and key state agencies to monitor and facilitate improved water quality for Loch Raven, Prettyboy, and Liberty reservoirs, which are owned and operated by Baltimore City.

Map 9


Finksburg Corridor Plan
Environmental Resources
TWIN KNOLLS
PLEASANT PLAINS DR
ARMACOST AVE
OLD WESTMINSTER PKE
HOLLINGSWORTH RD
EMORY RD
INDUSTRIAL PARK DR
CEDARHURST RD
Liberty Reservoir
LIBERTY RESERVOIR
DEDE RD
BALTIMORE BLVD
BLOOM RD
Beaver Run
OLD GAMBER RD
GAMBER RD
Roaring Run / Board Run
OLD WESTMINSTER PKE
BALTIMORE BLVD
MURRAY RD
COLD SATURDAY DR
Environmental Resources
Finksburg Corridor
0 500 1,000 Feet
Floodplains
Wetlands
Steep Slopes 25%
Streams
Use III Waters
Forest Cover
Watersheds
Beaver Run
Roaring Run/Board Run
N
W
E
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Prepared by Carroll County Bureau of Comprehensive Planning. 11/05/2012 sb

The Reservoir Watershed Management Agreement is implemented by the partners through a series of Action Strategies that specifically outline land use and other measures that will ensure the continued protection and enhancement of the quality of water entering the reservoir. Additionally, in order to prevent further degradation of healthy streams, the state has set limits, called Total Maximum Daily Loads (TMDLs), on the amounts of certain pollutants that can enter various stream segments. The type of pollutant, amount allowed, and segment of stream affected by the TMDL varies depending on the specific characteristics of any given water body. Although it is already on the state's list of impaired waters, Liberty Reservoir has no TMDLs set for it at this time.

7 Gateway

Finksburg is best known as the crossroads community surrounding the intersection of MD 140 and MD 91, characterized by a small commercial center. MD 140, which is the County's most heavily traveled roadway, enters the County just southeast of the Finksburg commercial and industrial core. As a result, the majority of motorists who enter and exit the County do so by way of this part of Finksburg.

The roadway cross-section from just east of the reservoir (in Baltimore County) to MD 91includes a continuous left-turn lane coupled with two travel lanes in each direction that were designed for high speeds. A speed limit of 50 miles per hour is posted throughout the Finksburg core. There are no provisions for pedestrian or bicycle traffic in this commercial node.

One very noticeable characteristic of the Carroll County, MD 140 Gateway is the abundance of large-scale advertisements that shape the landscape within the corridor. As of January 2008, there were 20 large, off-premise signs within the 1.3-mile stretch of the MD 140 roadway between the Carroll County line and MD 91. These billboards are very prevalent and play a significant role in the remarkable change of scenery when entering and exiting Carroll County.

Lighting within the Gateway is managed by individual property owners and is generally oriented to direct motorists' attention onto the businesses.

8 Aesthetics and Design

Due to the rolling topography of this region of the County, a number of scenic views are offered along the corridor. Some land located within a portion of the corridor is used for agricultural purposes, and a rural landscape is often evident just beyond some of the residential and commercial uses in this area. Woodlands that can be seen from the corridor are just a sample of those which contribute significantly to the heritage and aesthetic value of this region. The scenic quality of the less intensely developed portions of the corridor illustrates much of the character that is often cited as the most valuable trait of this area.

The Gateway character described above generally characterizes commercial and industrial development in the balance of the corridor, though it is less intense in nature. Businesses are generally small-scale and do not relate to each other. There is no common design theme, uniform setback or siting, shared parking or access. Institutional uses that include a church, a cemetery,

and a private school also lack cohesive design elements. In many instances, pockets of residential development are interspersed with commercial uses oriented to the highway.

Residential development within the MD 140 corridor is principally characterized by post-World War II design, though the Finksburg community itself contains a number of 19th and early 20th century historic buildings that follow a linear pattern of development. Most of the newer residential subdivisions that are located adjacent to the corridor follow a suburban neighborhood model, which consists of low-density housing comprised of single-family dwellings, large lawns, garages, and carports, curving streets, and cul-de-sac street design.

There are no facilities within the corridor that promote pedestrian or bicycle travel. There is limited opportunity for cycling along state and County roadways within the corridor. Although MD 91 and MD 140 have ten-foot shoulders, cycling is not practical due to the volume and speed of vehicular traffic. The use of roadways with lower functional classifications, especially those with dedicated bike lanes, for bicycle travel is much more practical because of lower speeds and traffic volumes.

❖ Analysis of Community Needs

Input from the property owner survey, community meetings associated with this plan, other Planning staff, and other public agencies was considered in identifying these needs.

1 Land Use

The maintenance of productive agricultural lands within the areas that surround the Finksburg corridor is a leading concern with many residents and officials. The preservation of farming land and prevention of residential sprawl were leading concerns in the community input process for this plan. In the past, residential growth within the election district counteracted this objective. The amount of large-lot, single-family residential land use in the election district is second only to agricultural uses, and it is growing much faster than in any other district. Because of the lack of public water and sewer systems, it is not possible to concentrate residential growth in existing, established communities. As a result, it is challenging but all the more critical to preserve the valuable agricultural and resource lands that surround the corridor.

The continued characterization of the land beyond the Finksburg Corridor as a Designated Growth Area (DGA) is misleading. Substantial growth was no longer supported there once the area ceased to be planned for public water and sewer service. Although the DGA boundary is utilized for the primary purposes of mapping and long-range planning, it also carries the connotation of being characterized as an area in which growth and development is encouraged. The DGA designation also prevents properties within that area from being candidates in certain land preservation programs. At the same time, the area *within* the Finksburg Corridor boundary does remain the focus of redevelopment and revitalization efforts that are consistent with the DGA designation.

One of the major objectives of the *1981 Finksburg Area and Environs Comprehensive Plan* was "to avoid, where possible, strip business development along primary highways in the interest of traffic safety and efficient use of the roadway". The plan additionally sought to maintain a spatial separation between Westminster and Finksburg,. To accomplish this, portions of undeveloped land that were previously zoned for business use were designated for other uses when the plan was adopted. As a result, some nodes of commercial development are located along MD 140 amidst a residential and rural setting.

During the 1950s the historic village of Finksburg was bypassed by the construction of MD 140. This shift in the transportation network tended to redirect the majority of new development away from the village's core. In 1985, a potential Finksburg National Register Historic District was described with a preliminary survey. Its proposed boundaries included the core village and adjacent related sites as mapped in 1877 by Lake, Griffing & Stevenson for their *Atlas of Carroll Co., Maryland.* However, following that initial survey, no consensus was reached to proceed with listing the Finksburg district in the National Register of Historic Places. Since that time, major context- and character-defining buildings such as the toll house and hotel have been demolished. Other remaining structures from the village core continue to be modified or threatened by demolition and/or neglect. In November 2010, Maryland Historical Trust indicated that due to the loss of historic integrity, the village of Finksburg is no longer eligible

for inclusion on the National Register. National Register eligibility of any individual historic properties in or around Finksburg would need to be accessed on a case by case basis. Carroll County is part of the Heart of the Civil War Heritage Area. This applies to the Finksburg area because troop movement was prevalent by both foot and train during the Civil War throughout the Corridor.

With development pressure expected to continue in the Finksburg corridor, community members may wish to explore ways to enhance an understanding of, appreciation for, and stewardship towards the area's heritage resources. A critical first step will be gathering information about the heritage resources that currently remain in the community, including their location, current condition and relative importance to telling the story of the community's heritage. Once these resources are demolished, the opportunity to understand, commemorate and celebrate their role in the evolution of the community is lost forever.

As Finksburg and Carroll County in general have consistently grown over the past several decades, demand for housing and business locations has consistently grown as well. This has been particularly true in Finksburg since it is directly connected to the Baltimore metropolitan region via the Northwest Expressway (I-795) and the Baltimore beltway (I-695). The opportunities for business development and redevelopment have been few, however. The absence of public water or sewer service has limited the intensity of commercial, office, and industrial uses possible. Additionally, the amount of undeveloped land devoted to these types of uses was comparatively small, even in 1981.

As a result, today there is little land that is available for non-residential development and little incentive to redevelop without public facilities. Yet, the Finksburg corridor is a major Gateway into the County and could act as a significant base for employment, professional services and retail, particularly given the large proportions of land area designated as industrial.

⇨*Corridor "Neighborhood" Analysis*

Each of the neighborhoods within the Finksburg Corridor Plan area has its own unique characteristics. The characteristics that have the greatest impact on the ability to achieve the vision for each neighborhood are described below.

<u>Arterial Business</u>

- Much of the development opportunity in this neighborhood lies in the redevelopment of businesses, since very little land is undeveloped;
- This neighborhood is the one most closely associated with the Finksburg corridor, since it is the most visible from the highway;
- The Arterial Business neighborhood forms the "Gateway" to Carroll County at one of the County's most heavily traveled points of entry;
- The area frequently is cited as being unattractive because of sign proliferation, a lack of landscaping, and little in the way of modern updates to or new construction of buildings or properties

- Most properties in the neighborhood have direct access onto MD 140 from individual driveways, though some also use secondary roads such as Old Westminster Pike or Dede Road as their only or an additional access point;
- The majority of properties within this neighborhood are relatively small in size (generally under 8 acres; most 5 acres or less);
- Many properties were developed decades ago utilizing what are now outdated technologies for wastewater treatment and stormwater management;
- All properties rely on private water and wastewater systems.

Secondary Residential

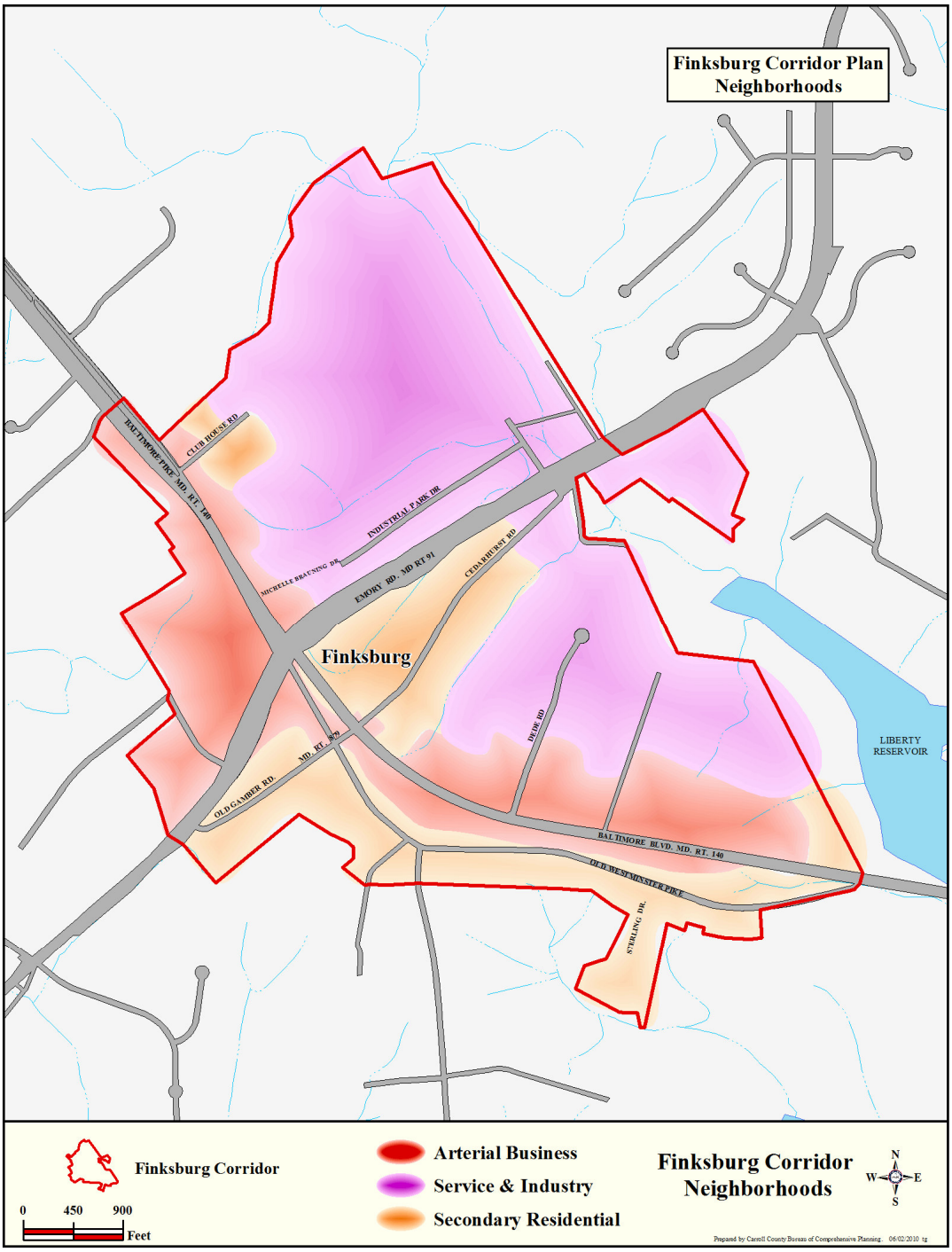
- One of the subareas in this neighborhood contains the historic core of the Finksburg community, having been developed along what is now the "old" Westminster Pike. It contains a number of 19th century commercial and residential structures. A scattering of historic homes exist in the other two subareas of this neighborhood, though most of the homes in these areas were built in the mid-20th century or later;
- The neighborhood holds some residential subdivision and redevelopment potential, depending on water and wastewater treatment options;
- A large number of residences in this neighborhood are owner-occupied, however, several properties along Old Westminster Pike and a few on Cedarhurst Road are rental units;
- Old Westminster Pike (in the historic area of Finksburg) and Cedarhurst Road are used to varying degrees during peak rush hour times by drivers trying to avoid the MD 140/MD 91 intersection. Residents have complained about the volume and speed of this "cut-through" traffic on what have become local, residential roads.
- Many properties were developed decades ago utilizing what are now outdated technologies for wastewater treatment and stormwater management;
- All properties rely on private water and wastewater systems.

Service and Industry

- Much of the development opportunity in this neighborhood lies in the redevelopment of businesses, since very little land is undeveloped;
- The industrial character of the neighborhood predates the creation of the reservoir. However, the proximity of these uses so close to the reservoir and many other significant natural resources is a concern because of their potential impact on environmental features;
- This neighborhood is not very visible from the corridor's main roadways, but contributes a good deal of traffic, particularly truck traffic, due to the types of uses found within it;
- Most properties in the neighborhood have access to MD 140 and MD 91 from secondary roads, including Dede Road and Industrial Park Drive;
- Properties range in size from about an acre up to 20 acres, though most are in the 2-10 acre range;
- Many properties were developed utilizing what are now outdated technologies for wastewater treatment and stormwater management;

- All properties rely on private water and wastewater systems.

Map 2



2 Transportation

The extension of Arabian Drive to Brown Road, improvements to Brown Road, and the creation of a "jug handle" service ramp between MD 140 eastbound and MD 91 are among the most significant portions of the planned major street plan that have been implemented since 1981. The business service roads proposed in the vicinities of Suffolk Road and Dede Road have not been constructed, nor has the median that was envisioned along MD 140. As a result, MD 140 continues to have a number of individual business driveways that enter directly onto the roadway rather than being channeled to a signalized intersection. The highway also retains the multiple crossovers that are necessitated by the unrestricted access points along the corridor. In 2009, the State Highway Administration completed an access management plan for MD140 through Leidy Road to I-795. It was determined the access points would remain the same until a significant change in land use occurs or the highway is reconstructed in the future.

As noted earlier, the MD 140 corridor carries approximately 47,000 vehicles per day through the Finksburg area. The number of vehicles traveling on this roadway is expected to increase as residential growth in the County and neighboring Pennsylvania expand and job centers in Baltimore City and Baltimore County continue to grow. It is also clear from the Community Survey that residents are greatly concerned about the challenges that increased traffic will bring to the Finksburg community. The County hopes to work with the State Highway Administration to initiate a feasibility study of alternatives for the MD 140/MD 91 intersection. The study would address circulation, safety and aesthetic improvements through the Gateway area. It also would incorporate recommendations for any new service roads or road closures that would be necessitated by the construction of the median along MD 140 from the County line to MD 91.

In 2010, Carroll County participated in the Traffic Safety Summit organized by the state. This summit was aimed at developing priority strategies for improving safety on public roadways. The priorities were integrated into the Maryland Strategic Highway Safety Plan, a working document for the years 2011-2015 that contains measureable objectives for improving roadway safety. The plan's main focus areas are to reduce impaired driving, improve information and decision support systems, eliminate hazardous locations, increase occupant protection, improve drivers' competency, curb aggressive driving, and improve the emergency response system. Carroll County's continued participation with this effort will help to improve traffic safety locally and statewide.

Regarding the portion of the overall transportation network that serves pedestrians, Finksburg has a severely underdeveloped sidewalk and pathway system. There is extremely limited opportunity for pedestrian and bicycle travel within the commercial center of Finksburg. Furthermore, traffic speeds and volumes along MD 140 make it inhospitable to pedestrians and an inappropriate place to encourage pedestrian activity through the installation of sidewalks. Additionally, very few neighborhoods within the study area offer sidewalks or designated pathways for pedestrian and bicycle travel. According to the Community Survey, participants felt that a bicycle and pedestrian pathway was by far the most needed recreational facility in the community. Given the shortfalls in existing sidewalks and trails within the secondary residential neighborhoods and the inherent conflict presented by increased pedestrian and bicycle interaction in close proximity to MD 140 and MD 91, planning, design, and construction of

sidewalks and trails should be encouraged within the neighborhood areas.

Pedestrian and bicycle travel should be directed away from MD 140 and MD 91 to promote safety and preserve their function as arterials.

3 Environmental Sensitivity

Environmental sensitivity poses significant challenges to any residential, commercial and industrial growth and development in this area. Finksburg's appeal for growth and development has to be balanced with the need for protection of public water supply. The lack of public water and sewer service has required on-site waste management and wells. Residents have expressed deep concern for water quality and would like to see additional conservation efforts. This is consistent with the current Action Strategies of the November 2005 Reservoir Watershed Protection Agreement.

In the absence of a community sewage system that can be properly managed, the potential for ground and surface water contamination is elevated. There may be opportunities for improvement that include new technology, enhanced management practices, and reduced nutrient contributions.

Many of the well-established commercial and industrial enterprises within the Finksburg core were constructed prior to the state-of-the-art stormwater management and wastewater control practices available today. Additionally, current regulations that apply to new development would likely limit the extent and potential impact of these uses on the environment. Although County regulations were updated in 2004 and are considered to be very strong for this region, there may remain additional measures that can be taken within the corridor to decrease environmental impact with new and/or existing development and/or redevelopment, most specifically in the areas of stormwater management and landscaping.

However, the easiest and most effective way to bring about this change is through the development review process. If a property is redeveloped (or is being developed for the first time), it will be subject to site plan review and approval. Through this process, the County and state can encourage state-of-the-art technologies for reducing or eliminating the migration of pollutants into surface and ground water sources. In order for this to occur though, there first must be an incentive for property owners to redevelop, and it is unlikely that this will occur if individual septic systems are the only options available to property owners for waste disposal. This is due to the soil conditions in the area that make on-site disposal difficult and land-consumptive. As a result, redevelopment most likely will depend upon the provision of an alternative to individual onsite systems, such as a community septic system.

At the same time, the Action Strategies that implement the Reservoir Watershed Management Agreement have significant impacts on how land use and wastewater treatment issues can be addressed in the corridor. The "2005 Action Strategy for the Reservoir Watersheds" document contains a number of strategies directly relevant to land use planning in the Finksburg corridor. They include:

Section 2.0 Point Source Management
(2) Policy for **new** municipal discharges in the watersheds: The Department of the Environment (MDE), through its NPDES permit program, will discourage new discharges exceeding 1,000 gpd, except as needed to correct failing septic systems. In those cases, MDE will encourage land treatment of the plant effluent.
(3) MDE, through its NPDES permit program, will discourage discharges from package sewage treatment plants intended to serve new residential communities and proposed to discharge in the reservoir watersheds.
(4) Policy for **existing** industrial discharges in the watersheds: MDE, through its NPDES permit program, will set a phosphorus limit of 0.3 mg/l effluent concentration when each permit comes up for renewal, if phosphorus is present at any significant level in the waste stream.
(5) Policy for **new** industrial discharges in the watersheds: MDE, through its NPDES permit program, will discourage significant phosphorus discharges to the reservoir watersheds.
(6) When a phosphorus loading goal has been established through the TMDL process (see item 1.2.1) for each reservoir, MDE, through its NPDES permit program, will not permit an increase in the total phosphorus load delivered to the reservoirs.

Section 3.6 Land-Use Planning and Zoning
(3) Baltimore and Carroll Counties will maintain the current extent of conservation and agricultural zoning in the reservoir watersheds, insofar as possible.
(4) Baltimore and Carroll Counties will protect the reservoir watersheds by limiting insofar as possible additional urban development zoning within the reservoir watersheds.

Although some work has been performed, a continued need exists to assess and monitor the stream corridors within the community in order to determine potential contamination sources and consider mitigation strategies. The complexity of the issues surrounding redevelopment, point source pollution management, and overall land use in the Finksburg corridor makes it imperative that a comprehensive approach to wastewater and stormwater management be taken in this area.

The Finksburg Corridor Plan contains land use designations that maintain conservation and agricultural areas and limit additional urban development. The focus of the plan is on redevelopment opportunities on land already developed or planned to be developed. Further, the plan proposes to encourage redevelopment and eliminate potential septic failures through the limited use of community wastewater systems or other methods that would be targeted in scope and would adhere to Section 2.0 of the Action Strategies (see Recommended Actions section below).

4 Gateway

During the development phase of the Plan, it was noted that there are significant opportunities to enhance the visual landscape impressions of motorists and visitors along Route 140 as they transit the County's point of entry. An attractive welcoming appearance can positively influence attitudinal reactions, fostering the desired impressions; ie., a balanced community strategically

located at the point of transition from a regional urban-suburban landscape to a more suburban-rural atmosphere.

For the most part, the MD 140 roadway within the Finksburg area adequately serves its primary function of traffic movement. Movement through the area during rush hours can be difficult, however, with lengthy waits at signalized intersections. In order to provide for the needs of the community, and the surrounding region, the capacity and functionality of the corridor as a major arterial must be maintained and enhanced. This need presents a conflict with residents' stated desire for a rural atmosphere.

The MD 140 corridor, specifically the portion that is part of the Finksburg core, does not effectively provide a secondary function of community enrichment. The amount of paved surfaces and lack of quality landscaping and architecture on any given site detract from the reinforcement of the historic Finksburg community and its expansion and/or the creation of a contemporary corridor community.

Given the fact that first impressions are often long lasting, it is important that care be taken in the review and consideration of future development projects. It should be noted that in early 2009, the Board of County Commissioners approved the construction of two Gateway monument signs to be erected in Finksburg and the Freedom area. The Finksburg Gateway sign was erected in early fall 2009. The sign helps to create a more welcoming and attractive entrance to the County at one of its most prominent entry points.

The automobile is the only safe option for movement within this area. As a commercial area that offers a variety of retail goods and services, there is no opportunity for pedestrian movement. The area does not offer a shopping district with a variety of pedestrian circulation avenues.

There has been minimal effort to provide landscaping or lighting control within the Finksburg commercial area to enhance the appearance of the MD 140 corridor. In general, businesses adjacent to MD 140, between the County line and MD 91, do not maintain vegetation that would provide screening or create some visual variety. During the nighttime hours, the Finksburg commercial area does not feature uniform lighting. Few measures are taken to soften or limit the impact on surrounding properties. Light pollution within the Gateway to Carroll County further contributes to the uninviting character of the area.

There are some structures within the Gateway that possess architectural merit and design features. Although there are several historic buildings that could serve as precedent, the area lacks a building design theme or design standards that would serve to create a more attractive Gateway as new businesses locate in the area. The County's Gateway Renovation Tax Credit will allow property owners to obtain tax credits for enhanced landscaping or site features, and architectural or structural improvements. The tax credit program makes property improvements more financially realistic and entirely voluntary. Additionally, in April 2009, the Board of County Commissioners enacted a Green Building Tax Credit that allows for property tax credits of 25%, 50% and 75%, respectively, on property improvements certified as meeting LEED® Silver, Gold, and Platinum (or equivalent) standards. As part of the Plan's implementation

processes, similar certification programs should be considered for inclusion as effective alternatives to LEED to ensure the broadest possible base of participation. This credit should provide additional incentive for redevelopment that also is complimentary to the sensitive quality of the surrounding natural environment in Finksburg.

The relatively small area (approximately 400 total acres) of business and light industrial zoned land that is located near the intersection of MD 140 and MD 91 has tremendous potential for providing valuable assets to the community. The area is located within close proximity to major regional thoroughfares and is, therefore, one of the most heavily traveled Gateway communities in Carroll County.

5 Aesthetics and Design

Despite the fact that Finksburg is one of the County's major Gateways, it is not known for its attractive or welcoming environment. On the contrary, it has one of the highest concentrations of billboard advertisements in the County and exhibits very little in the way of cohesive design, particularly landscaping. The historic community of Finksburg contains a number of attractive buildings, but design elements from these buildings typically have not been carried through to more contemporary construction. Nor have these more modern buildings been noteworthy in their own design. However, the area's newest buildings, including Smoker's Barbeque and Walnut Park Plaza, demonstrate that greater attention is starting to be paid to design.

When viewed as a group, businesses within the Finksburg corridor do not complement each other well from an urban design perspective. Other than being closely situated, there is little that unites the various businesses lining the highway. There are very few instances of joint access for businesses, and this disconnection can be confusing and uninviting.

Very little exists in the way of vehicular connectivity, and bicycle and pedestrian links are virtually non-existent. This results in a fragmented experience when traveling through the area or attempting to get from one place of business to another. It also means that the residential areas surrounding the corridor have less connection to the places where they may shop and dine.

All of these conditions detract from effort to create a "sense of community" in Finksburg. When appealing destinations are difficult to reach, it becomes very challenging to build an environment where people want to go and with which they want to identify themselves. It also does little to motivate property owners to update or enhance their properties, and fails to encourage new investment.

❖ Chapter 3: Recommended Actions

A. Land Use

1. Reduce geographical scope of the Plan to apply only to the Finksburg Corridor area as represented on the maps contained herein. The area that was within the 1981 plan area but is now outside of the Finksburg Corridor area will be addressed in the County Master Plan.

Amending the Carroll County Master Plan to refine the Designated Growth Area (DGA) designation for land that was within the 1981 plan area but now lies outside of the Finksburg Corridor area will reflect the policies that have been in place that recognize that the area is not slated for significant residential growth. As a result, the DGA designation can potentially be misrepresented during discussion and decision-making. This change to the Carroll County Master Plan will help to correct misunderstandings and present a more clear picture of the areas within the Finksburg Corridor as well as in the outlying areas that are targeted for growth as well as those areas where conservation is encouraged.

The area within the Finksburg Corridor boundaries will continue to be a DGA, reflecting the recommendations contained in this plan for redevelopment and revitalization.

2. Where possible, implement the 2005 Action Strategy for the Reservoir Watersheds through compatible land use designations

Section 3.6 Land-Use Planning and Zoning contains the following strategies:

(3) Baltimore and Carroll Counties will maintain the current extent of conservation and agricultural zoning in the reservoir watersheds, insofar as possible.

(4) Baltimore and Carroll Counties will protect the reservoir watersheds by limiting insofar as possible additional urban development zoning within the reservoir watersheds.

The Finksburg Corridor Plan proposes very little change to the land areas already zoned for Conservation and Agriculture land uses. The changes related to areas currently zoned for commercial, residential and industrial uses will not significantly alter the existing urbanization potential. These areas already are designated and zoned for some type of development.

It is hoped that the land use changes recommended in this plan will encourage redevelopment, thereby presenting an opportunity to improve the environmental impacts of individual sites through the application of current regulations and policies.

3. Establish urban growth boundaries between communities by providing for a distinct separation between activity centers through zoning designations or other land use tools.

It is a concern of residents of the community that the area between Westminster and the Finksburg community is developing in a way that would cause the two communities to

eventually be contiguous, with no break of the built environment. Effective zoning designations between the communities would help to prevent this from happening. Additional measures to consider in this area could include the purchase of easements on property and the establishment of park land.

4. Explore with the community ways to enhance protection of the historic resources found in the corridor to determine eligibility for individual property listings on the National Register of Historic Places

5. Encourage owners of historic properties to adapt and reuse historic structures. In the event that a structure(s) cannot be adapted or reused, encourage property owners to document the structure(s) as part of the development process.

6. Support the nearby Upper Patapsco Watershed Rural Legacy Area to preserve farmland through the continued solicitation of state funding as well as locally donated easements

Through the plan development process, residents credited the rural atmosphere with being a major contributor to the quality of life in the community. The County should continue to support active land conservation and easement programs such as Maryland Environmental Trust, rural legacy, and the County's Agricultural Preservation programs. Preserving land in the vicinity of the Finksburg corridor will protect its rural context and benefit the health of the Liberty Reservoir. Additionally, purchase of easements on eligible properties north of the corridor would help to maintain open space in that area of the County and ensure a distinct buffer between the Finksburg community and Hampstead. Each of these things would help to preserve the character of the broader community and its rural atmosphere.

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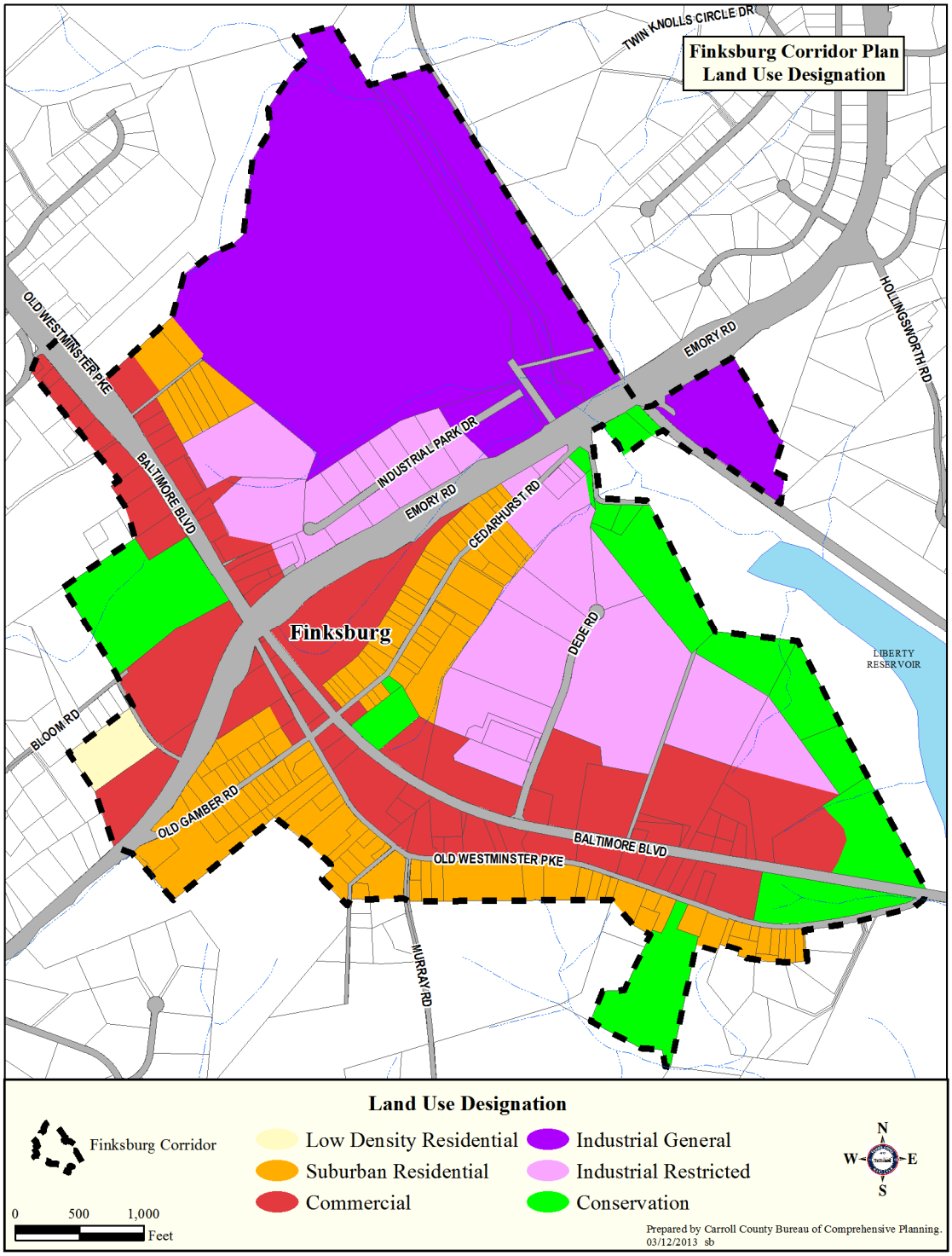
Map 10


Finksburg Corridor Plan
Land Use Designation
TWIN KNOLLS CIRCLE DR
OLD WESTMINSTER PKE
BALTIMORE BLVD
INDUSTRIAL PARK DR
EMORY RD
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BLOOM RD
OLD GAMBER RD
BALTIMORE BLVD
OLD WESTMINSTER PKE
MURRAY RD
Land Use Designation
Finksburg Corridor
Low Density Residential
Suburban Residential
Commercial
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Prepared by Carroll County Bureau of Comprehensive Planning.
03/12/2013 sb

7. Maintain viewsheds and the visual connection to forests and open space

Although the Finksburg corridor itself is not rural, it does offer glimpses to the surrounding countryside that hint at the more rural context within which the corridor lies. Maintaining the long views to forests and fields will help to keep this context as a reference point for those moving through the area.

In order to retain the viewsheds shown on the following map and promote a connection to a more pastoral context, development projects within the corridor should:

- Use site layout and building design to retain and emphasize existing views;
- Preserve to the greatest extent possible existing green, open spaces along the MD 140 corridor;
- Minimize the addition of paved surfaces by creating shared access and parking and internal circulation networks; and,

Create opportunities to conveniently and safely access the surrounding area by foot and bicycle

8. Investigate means by which incentives could be established for streetscaping and landscaping as a service to residential and commercial property interests.

B. Transportation

1. Initiate active dialogue with State Highway Administration (SHA) to encourage MD 140 corridor improvements focusing upon vehicular conveyance improvements and circulation enhancements. Including funding discussions to facilitate #2, #3 and #4, below.

2. Coordinate with SHA to conduct an alternatives feasibility study of the MD 140/MD 91 intersection and to complete an access management study of the entire MD 140 corridor

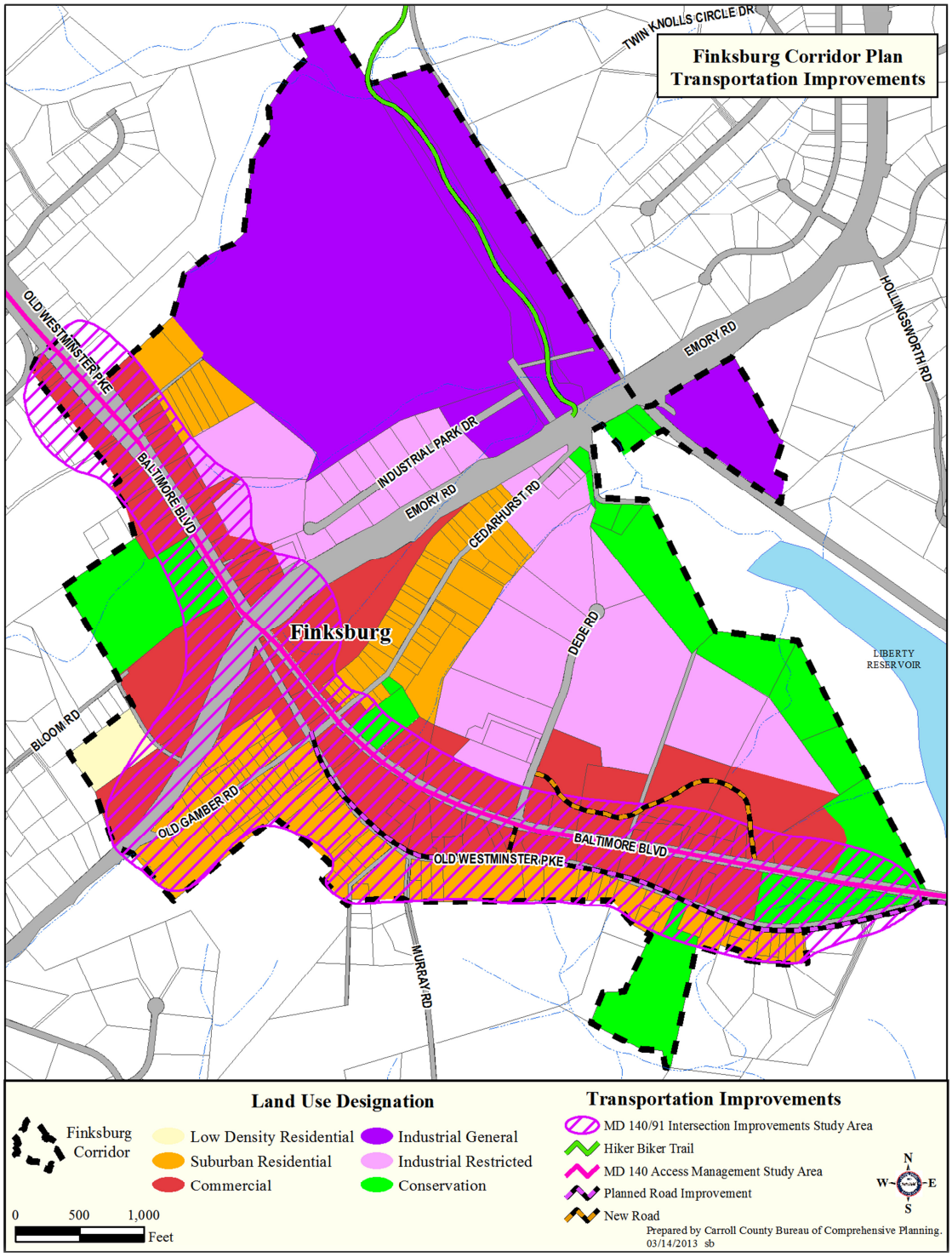
The goal is to develop several alternatives for addressing traffic safety and congestion at the intersection, including the possibility of a grade-separated interchange. The study will take into consideration resulting modifications that may be required to local roads along the corridor from the Carroll County/Baltimore County line in the east to Kays Mill Road in the west. It also will take into consideration improvements planned as part of SHA's MD 140 Corridor Enhancements project. The hope is to have the study become the basis for a seamless transition between planning at the concept level and the implementation of specific projects. The desired end product is a document that will:

a. Identify several potential alternative intersection configurations, along with any associated secondary roadway modifications including the commercial development of the parcel on the Northeast quadrant of the MD140& RT91 Intersection;
b. Recommend preferred configurations and modifications;
c. Provide a list of constraints for the preferred location; and
d. Develop conceptual land acquisition, design/engineering, and construction cost estimates for logical project phases.

Additionally, the County should continue to coordinate with SHA on the completion of an access management study for the entire MD 140 corridor from the reservoir to Market Street in Westminster. This study will recommend points at which direct access onto MD 140 can be consolidated, as well as options for creating secondary access roads that would direct traffic to controlled or signalized intersections instead. The objective is to reduce the potential for accidents and improve the overall flow of traffic along the corridor, both of which are compromised by the numerous individual driveways that access directly onto MD 140.

The access management study and the alternatives feasibility study are mutually supportive. Improvements to the MD 140/MD 91 intersection almost certainly will involve modifications to the access points in the immediate vicinity, which will have broader implications for circulation throughout the corridor. Therefore, conducting both of these studies so that they respond to each other is essential particularly as new development or redevelopment happens within the corridor.

Map 11


Finksburg Corridor Plan
Transportation Improvements
TWIN KNOLLS CIRCLE DR
OLD WESTMINSTER PKE
BALTIMORE BLVD
INDUSTRIAL PARK DR
EMORY RD
CEDARHURST RD
HOLLINGSWORTH RD
Finksburg
DEDE RD
LIBERTY RESERVOIR
BLOOM RD
OLD GAMBER RD
BALTIMORE BLVD
OLD WESTMINSTER PKE
MURRAY RD
Land Use Designation
Finksburg Corridor
Low Density Residential
Suburban Residential
Commercial
Industrial General
Industrial Restricted
Conservation
0 500 1,000
Feet
Transportation Improvements
MD 140/91 Intersection Improvements Study Area
Hiker Biker Trail
MD 140 Access Management Study Area
Planned Road Improvement
New Road
N
W
E
S
Prepared by Carroll County Bureau of Comprehensive Planning.
03/14/2013 sb

3. Work with the SHA to conduct a traffic engineering study on MD 140 through the Finksburg community to analyze vehicle speeds and develop remedies for real or perceived speed issues

There is the perception that driver behavior on MD 140 in the Finksburg area frequently involves excessive speeds and dangerous turning movements. In order to determine the best ways to address this situation, a traffic engineering study should be conducted that will examine the roadway environment, observation and analysis of vehicle speeds, review of the road's crash history, and review of potentially dangerous conditions that may not be apparent to the driver. The results of this study should indicate whether the posted speed limit is appropriate and should suggest ways to address both real and perceived issues. This study should be done prior to or in conjunction with the design and implementation of improvements to the MD 91 and MD 140 intersection and the access management study. The results of the study will help to guide the transportation solutions being considered in these other projects.

4. Implement the proposed roadway projects contained in this plan

Ever-mounting traffic volumes and concerns about traffic safety along the MD 140 corridor in Finksburg mean that a comprehensive approach to regulating access, flow and capacity is becoming critical. The roadway projects proposed in this plan will create essential connections that not only will improve traffic safety, circulation, and capacity, but will be the impetus for redevelopment, particularly in the Gateway area.

Extension of Dede Road – The purpose of this new roadway is to create a connection between MD 140 and Old Westminster Pike to facilitate the critical "rear access" condition needed to limit or close access points on MD 140 for businesses fronting on that road. The new road would align across from Dede Road at the signalized intersection on MD 140. It would be approximately 264 feet in length, closed-section, and would have sidewalk on both sides of the road. The construction of this road is envisioned as a publicly-funded capital project. Essential to the safety and effectiveness of this roadway project will be the concurrent analysis of traffic flow throughout the corridor and the implementation of access management strategies. This will be important to ensuring the safety of travelers on Old Westminster Pike and to minimizing undue congestion on this portion of the roadway.

Walnut Park Internal Circulation Road – The purpose of this new roadway is to create an internal means of circulation through the industrial/commercial area located on the north side of MD 140 between Liberty Reservoir and Dede Road. This would create greater opportunity for redevelopment, and would allow for an alternate means of access to properties fronting on MD 140 so that existing direct access onto that road eventually can be limited or closed altogether. The new road would have one point of access from MD 140 at its eastern terminus (preferably right-in/right-out), and would connect to Dede Road at its western terminus, allowing traffic to access MD 140 at a signalized intersection. This road would be approximately 2,640 feet in length, closed-section, with sidewalk on both sides of the road. Although an open-section roadway in this area could have benefits for stormwater management, this type of section would require a much greater right-of-way width that could

limit the development potential of properties fronting on the road. An open-section road also makes it more difficult to locate sidewalk within the right-of-way. Sidewalk is envisioned for this area to promote pedestrian connections between individual sites and is a mandated SHA requirement to promote ADA compliance.

Improvements to Old Westminster Pike – The purpose of this project is to make improvements to Old Westminster Pike that would enhance the functionality, aesthetics, and pedestrian accessibility of the roadway. This is particularly important given that it will function as a primary means of access to businesses if/when access directly off of MD 140 is limited. The project would include approximately 5,544 feet of roadway and consist of resurfacing and construction of sidewalk, curb and gutter. As part of the Plan's implementation activities, but prior to (or in concert with) the Comprehensive Re-Zoning action, conduct an economic and social revitalization study focusing on the Old Westminster Pike Corridor as a commercial and community activity center servicing the area's residential population and the future commercial needs of the neighborhood.

5. With the aid and assistance of the Carroll County Department of Land Use, Planning and Development and the Department of Recreation and Parks investigate the potential for a pedestrian/cycling trail within the secondary residential neighborhoods of the planning area. The plan should focus on residential connectivity, recreation, and corridor linkages. The study should also examine the feasibility of trail head destinations that include commercial attractions as well as an extension to recreational amenities at Liberty Reservoir and Roaring Run Park.

6. Investigate the construction of sidewalks and non-motorized travel way connections to improve pedestrian access, circulation, and safety

Many areas of the community are not connected by sidewalks. Sidewalks connecting large residential areas and commercial areas are especially important. Areas where sidewalks could be constructed to help provide better circulation and access for pedestrians to these locations should be identified. While it may be difficult or impossible to install sidewalks in some of the large subdivisions that have already been developed, consideration should be given to requiring them in any new residential developments within the corridor. The Carroll County Public Schools specifically have indicated support for the construction of sidewalks on both sides of the road in new residential developments, as well as the creation of crosswalks at each intersection. This will allow for the safety of school children walking to and from school or the bus stop, though all pedestrians benefit from this practice. At the same time, cul-de-sacs that are located more than a half-mile from the main road should be large enough to accommodate school buses (at least 100 feet in diameter).

At a minimum, easements for sidewalks can be required as part of the site plan development process for new commercial uses. These sidewalks would provide pedestrian access for businesses but would have to be planned and located to ensure pedestrian safety and could serve as inter-parcel connectors. It may necessitate locating these sidewalks adjacent to parking lots and service roads. Low impact design techniques could be considered for new

sidewalks to encourage pervious pedestrian walkways and a more natural way for stormwater to be managed.

Many areas of the commercial center of Finksburg are not connected by sidewalks. Sidewalks connecting businesses will help to promote trip consolidation for customers and may also encourage increased pedestrian traffic. The construction of sidewalks can help to reduce traffic congestion and increase pedestrian safety.

Due to the speed and volume of traffic that is present along MD 140, the construction of pedestrian facilities is not recommended along the primary roadway. These facilities can be considered, however, for redevelopment that may be oriented toward Old Westminster Pike as well as any new access roadways.

7. Promote the use of the Maryland Midland Railway by local industry

The rail line crosses beneath MD 91 just east of Industrial Park Drive. Any opportunities to utilize the resource for additional freight transport should be considered. The transporting of goods by rail may help to ease heavy truck traffic and can also serve as an economic development tool.

C. Environmental Sensitivity

1. Explore the feasibility of and options for developing a community wastewater system to address existing problem areas, promote environmentally friendly redevelopment, and provide greater protection for water quality in the Finksburg area

Because wastewater management is such an important issue for environmental protection and redevelopment potential in the Finksburg corridor, a comprehensive approach to wastewater management along the entire length of the corridor needs to be developed. The first step should be to develop a comprehensive study of the entire corridor to assess the feasibility of implementing some type of community wastewater system(s) and determine the various options for the types of facilities to better manage wastewater. The results of this study would yield recommendations for the best types and locations of potential facilities based on specific land uses and environmental features, including soils.

A community wastewater system that is designed to serve existing properties located closest to Liberty Reservoir would alleviate many of the concerns about potential groundwater contamination and failing systems. In keeping with the Action Strategies, the capacity, individual allocations, and design specifications of any community system should be strictly managed to prevent unintended consequences. A community wastewater system that utilizes land treatment would not result in any new point source discharges. Connection to such a system should be made available to commercial and industrial properties as an incentive for redevelopment, and also should be made available to residential properties that are in an area identified as having septic problems, small lots, and limited soil capabilities. The intent would be to only hook up those residences with identified problems. Homes currently with no identified problems should not be required to hook up, but could if they were identified as having the potential for problems. In this way, a community system would not support new residential development, but would encourage redevelopment that is more environmentally friendly. Any private septic systems that would serve new homes not connected to the community system should use retrofits and integration of newer technology as may be required by Maryland Department of the Environment or the Carroll County Health Department.

Any community system, regardless of its proposed service area, should have its treatment area located as far away from the reservoir as is feasible. Large land areas to the northwest of the corridor should be considered as potential locations for treatment options. Because the development of such a system realistically would not occur through the piecemeal redevelopment of properties, the County or a quasi-public entity likely will need to forward-fund such a project and recoup the investment over time.

Within the identified service area of any community system, an emphasis should be placed on attracting low water users to reduce the amount of wastewater discharge. Additionally, within the identified community system service area (as well as the entire corridor), green building technologies should be considered to promote energy efficiency, low water use and water recycling, state-of-the-art stormwater management, the use of innovative building

materials, and planting of native plant species that are easy to maintain and thrive under regional water norms.

2. Encourage the use of innovative and alternative technologies, in new construction and retrofit projects, that employ water conservation measures that strive for zero stormwater and wastewater discharge

Due to the sensitive location of the Finksburg Corridor, extraordinary measures must be investigated to protect the integrity of the Liberty Reservoir. Considering the current zoning and existing uses within the corridor, many opportunities exist to significantly improve environmental impact through the use of advanced stormwater and wastewater technologies.

Opportunities for implementing stormwater management retrofits also should be explored to address existing sources of pollution. Most of the existing development that is located along MD 140 was built prior to the more restrictive environmental regulations that are currently in place. Additionally, nearly all of the development in this area occurred before further strengthening of local environmental regulations that took place in 2004. Designating areas of priority to utilize programs and initiatives that provide the mitigation and retrofitting of the existing built environment will significantly improve potential negative impacts to the natural environment.

3. Utilize local tax credits, federal and state grants and programs to promote redevelopment and new development to follow LEED® (Leadership in Energy and Environmental Design) construction standards or other similar alternative programs.

The U.S. Green Building Council has developed the LEED® rating system that certifies buildings that are designed and constructed to be environmentally friendly, often referred to as green buildings. Due to the environmental sensitivity of the Finksburg corridor, LEED® certified development and redevelopment would support many of the initiatives that are strongly favored by the community. The 2009 Green Building Tax Credit enacted by the Board of County Commissioners is a significant step towards making green building practices more affordable and establishing local examples of the benefits that green building can provide.

D. Gateway and Design

1. The following Gateway-related provisions were identified by staff and the Planning Commission and were integrated into the compromise iteration following the Plan's remand in 2012. The Design Guidelines included in the 2010 Plan as an appendix will remain a stand-alone document. These Guidelines will be provided to all developers, property owners, applicants, etc. expressing interest in submitting plans for new development, re-development or major alterations. These design guidelines established as a stand-alone document provide helpful advice and support for developers and property owners as plans for future projects are developed, as well as objective and meaningful review and evaluation assistance for the Planning Commission without having to resort to rigid, "one-size-fits-all" regulatory enactments. As a stand-alone guidance document, the Planning & Zoning Commission encourages the incorporation of applicable design elements from the document as a benefit to developers and redevelopers. Development projects incorporating features from the Guidelines are likely to experience expedited reviews and more rapid approvals. The final development review is also likely to be more cost efficient and successful in its commercial purpose. Failure to include appropriate functional elements could result in delays, plan amendments and site plan modifications. As such, the design guidelines developed as part of the plan preparation process will be accorded the level of sincere consideration and applicability that they deserve. Regardless, a recommendation or guideline shall not prohibit actions to the contrary by the property owner.

2. As part of the implementation of this plan a series of recommendations will be developed that may enhance the appearance and functionality of the corridor. These tools could provide incentives, additional management measures, and controls to shape the location and character of new development and redevelopment. These implementation mechanisms could incorporate specific recommendations and design considerations as a part of site development.

3. Create a Carroll Gateway Task Force. This group would be responsible for identifying and representing the unique interests of the various gateways of Carroll County.

4. As part of the Plan's implementation activities, coordinate with SHA to pursue access management, highway dividers, reduction in headlight glare from opposing traffic, safety enhancements, and general circulation improvements as part of an overall long-term highway access management and conveyance plan. These improvements could potentially be realized through structured modifications, visual dividers, signage, medians and other highway enhancements.

5. Utilize a combination of incentives and initiatives to guide the improvement of the Gateway

Gateways to the community provide people with a first impression of the area. Finksburg is one of the doorways to Carroll County, and should provide an inviting and attractive impression that projects the image that the County would like to promote. The purpose of enhancing the Finksburg Gateway then is two-fold. First, it is to improve the functionality of the circulation system for safety and economic benefit. Second, it is to improve the aesthetic appearance of the Gateway for local and county-wide economic benefit and community pride. Achieving these purposes is expected to be a public/private effort. Public money and capital investment will be leveraged to generate private investment and redevelopment of one of the County's most prominent Gateways.

In order to achieve this, a four-pronged approach is recommended. These four prongs are:

- land use and zoning changes;
- capital improvements;
- financial incentives; and
- aesthetic improvements.

Implementation of the following recommendations, some of which also are contained elsewhere in this plan, would produce a coordinated and comprehensive approach to redevelopment and reinvestment in the Gateway area.

Land Use and Zoning Changes

The land use and zoning changes recommended in this plan, including the utilization of a series of implementation mechanisms to enhance the appearance and functionality of the corridor.

Capital Improvements

State and County agencies will need to become involved in initiating specific capital improvements that will spur private investment in the area. These might include:

- Improvements to MD 140, such as:
  - access control;
  - the creation of a grade-separated median; and
  - the creation of an interchange at the MD 91/MD 140 intersection.

Discussions with SHA need to take place to encourage a refined vision for this corridor.

- Local transportation system improvements, such as:
  - the extension of Dede Road to connect MD 140 and Old Westminster Pike; and
  - the creation of an internal access road in the northeast quadrant of the MD 140 and Dede Road area that would run behind the Post Office and other businesses and provide access to this area from MD 140 westbound.
- Other capital improvements might include the creation of a community wastewater system (see Recommended Actions for Environmental Sensitivity)
- Given that this is a Gateway to the County, a tourism presence should be created here. Opportunities for creating this might include:
  - The development of a visitor's information center, which would involve:
    - Capital funding appropriated to acquire land and construct the facility in fee, or

- Financial assistance for redevelopment provided in exchange for a long-term lease of all or part of the property for use as a visitor's center.

Financial Incentives
Financial incentives would only be available within the designated Gateway area, and might include:

- Gateway Renovation Tax Credit
  - Passed by the General Assembly in 2007; ordinance approved by County in May 2008
  - Includes credits for landscaping, site features, and architectural/structural improvements
- Façade enhancement grants
  - Could be used to improve the appearance of existing structures
  - Could be supported by local banks
- Low-interest or revolving redevelopment loans
  - Also could be supported by local banks
- Property assessment freezes
- Stormwater management retrofit grants
- Maintain DGA designations for the corridor

Aesthetics
Construction of the capital improvements and utilization of the financial incentives listed above will help to enhance the appearance of the Gateway area. Additionally, application of Design Guidelines would improve the Gateway's aesthetics. Specifically, the following features would have the greatest impact:

- Sign amortization (in the designated Gateway area only)
- Enhanced landscaping requirements for both public and private projects
- Application of design guidelines that specifically address low-impact design and compatibility with existing residential uses (such as those along Old Westminster Pike)

6. Periodically, review and update as necessary zoning regulations for off-premise signs to improve the aesthetic character of the corridor

The prevalence of billboards near Finksburg and along the MD 140 corridor is a stated concern of residents. Many feel that the large signs diminish the scenic qualities of the community and leave a poor impression on those visiting the County. One critical step toward improving the appearance of the corridor and establishing Finksburg as one of the welcoming Gateways into Carroll County is to periodically revisit the regulations that pertain to off-premise signage to ensure that they remain current and address the concerns related to this use.

7. Enhance landscaping as part of any corridor improvement project

A crucial component of improving the aesthetic quality of the Gateway will be the provision of ample landscaping. As improvements, including highway projects, occur within the Gateway, there should be a strong emphasis on enhancing the visual impact of development through landscaping. The effect of enhanced landscaping along the corridor will be to soften the highway corridor and provide a more positive and welcoming image. The design guidelines referenced in this plan will help to achieve this as individual parcels redevelop, but additional attention should be paid to landscaping during public projects as well.

8. Establish guidelines for lighting within the Gateway

The illumination of businesses and commercial areas can play a significant role in the nighttime appeal of a community. It also can have a significant impact on adjacent properties and the street. The lighting guidelines detailed in the Design Guidelines document set minimum expectations for new development at the Gateway to Carroll County. Pole height, overall brightness, shielding, and accent lighting are just some of the elements these guidelines consider as an aspect of site development.

9. Many of the implementation measures of this plan would necessitate future actions from many stakeholders. To facilitate an expeditious initiation of these actions, the establishment of an interdisciplinary work group should be considered. Members could include staff of Planning, Economic Development, SHA, residents, businesses and property owners.

❖ Chapter 4: Fiscal Implications

The recommendations contained in this plan may be policy-oriented or action-oriented, and their implementation may be the responsibility of 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 County of each of the recommendations. Expense to the County may also be covered, in whole or part, by staff time of current employees. The notation of "No Fiscal Impact," means that the County would not incur direct or predictable expenses as a result of implementing the recommendation. When an "Undetermined Impact," is indicated, there likely would be a cost associated with implementing the recommendation but that cost can not be determined at this time for various reasons. A "Fiscal Impact" may also be noted, which includes an estimate of the likely cost that would be incurred by the 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.

Land Use

1. Reduce the Plan's geographical scope to apply only to the Finksburg Corridor area. The area that was within the 1981 plan area but is now outside of the Finksburg Corridor area will be addressed in the County Master Plan.
   No Fiscal Impact
2. Implement the 2005 Action Strategy for the Reservoir Watersheds through compatible land use designations
   No Fiscal Impact
3. Provide for a distinct separation between activity centers through zoning designations
   No Fiscal Impact
4. Explore with the community ways to enhance protection of the historic resources found in the corridorto determine eligibility for individual listings on the National Register of Historic Places
   No Fiscal Impacts
5. Encourage owners of historic properties to adapt and reuse historic structures. In the event that a structure(s) cannot be adapted or reused, encourage property owners to document the structure(s) as part of the development process.
   Fiscal Note: No direct costs to the County. According to the fiscal note developed by the Department of Legislative Services for SB 285, the tax credit program would affect local highway user revenues as a result of any credits claimed against the corporate income tax. However, the amount is indeterminate and would depend upon the actual use of the credit within the corridor. Documentation costs would be the responsibility of the applicant.
6. Support the nearby Upper Patapsco Watershed Rural Legacy Area as well as other easement programs to preserve farmland through the continued solicitation of state funding as well as locally donated easements
   Undetermined Impact: While there would be a cost associated with the implementation of this recommendation, more information about how many acres would need to be preserved in these areas is needed before a reasonable cost estimate can be determined.

7. Create a series of implementation mechanisms to enhance the appearance and functionality of the corridor.
   No Fiscal Impact

8. Utilize design guidelines within the MD 140 Corridor
   Undetermined Impact: While there may be a public cost associated with the implementation of this recommendation, it is anticipated that much of the implementation of the Design Guidelines will occur through private investment and reinvestment. More specific project information is needed before a reasonable cost estimate can be determined for any public sector funding of projects related to the Design Guidelines.
9. Maintain viewsheds and the visual connection to forests and open space
   Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, implementation measures need more evaluation before a reasonable cost estimate can be determined.

Transportation

1. Conduct an alternatives feasibility study of the MD 140/MD 91 intersection and complete an access management study of the entire MD 140 corridor
   Fiscal Note: It is estimated that a thorough alternatives feasibility study for the MD 140/MD 91 intersection would cost between $250-300,000.
2. Implement the proposed roadway projects contained in this plan
   Fiscal Note: The following cost estimates reflect an average roadway construction cost of $1.25 million per mile, plus 15% for design and engineering. Land acquisition costs are not included. Curb and gutter costs assume an average of $30 per linear foot. Sidewalk costs assume an average of $5 per square foot, and assume the width to be 5 feet. Resurfacing was figured at an average of $1.75 per square foot.

Project Name	Length of Project	General Description	Estimated Cost	Possible Funding Source(s)
Extension of Dede Road	264 feet (0.05 miles) 26 feet wide	New road; sidewalk, curb and gutter both sides of road	$62,500 construction $9,375 engineering $15,840 curb and gutter $13,200 sidewalk **Total: $100,915 plus land acquisition**	Carroll County
Walnut Park Internal Circulation Road	2,640 feet (0.5 miles) 30 feet wide	New road; sidewalk, curb and gutter both sides of road	$625,000 construction $93,750 engineering $158,400 curb and gutter $132,000 sidewalk **Total: $1,009,150 plus land acquisition**	Carroll County, developers
Improvements to Old Westminster Pike	5,544 feet (1.05 miles) 22 feet wide	Resurfacing; sidewalk, curb and gutter both sides of road	$213,444 resurfacing $32,016 engineering $277,200 sidewalk $332,640 curb and gutter **Total: $855,300 plus land acquisition**	Carroll County

3. Investigate the establishment of bicycle and pedestrian connections between neighborhoods and between the commercial center, residential areas, and activity centers on alignments that are not major or minor arterials.
   Undetermined Impact: The cost to construct trails ranges from $100,000 per mile for a 6' wide trail located on parkland to $500,000 per mile (including acquisition, construction and shoulder widening) for an 8-10' wide trail located alongside a road. The proposed Roaring Run trail is approximately 19,000 feet (3.6 miles) in length and could, therefore, cost about $2,000,000 to construct, with additional money for land acquisition needed if land cannot be gained in full from developers.
4. Encourage the construction of sidewalks to improve pedestrian access, circulation, and safety
   Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the project needs more development before a reasonable cost estimate can be determined.
5. Work with the SHA to conduct a traffic engineering study on MD 140 through the Finksburg community to analyze vehicle speeds and develop remedies for real or perceived speed issues within its scope as a principal arterial and with the objective of enhancing functionality, increasing safety and addressing conveyance problems.
   No Fiscal Impact
6. Promote the use of the Maryland Midland Railway by local industry
   No Fiscal Impact

Environmental Sensitivity

1. Explore the feasibility of and options for developing a community wastewater system to address existing problem areas, promote environmentally friendly redevelopment, and provide greater protection for water quality in the Finksburg area
   Undetermined Impact: The cost associated with this recommendation could be two-fold. The first cost to be borne would be that of conducting the study to determine the appropriate users, size and location of a community sewerage system. Once that is determined, the second cost to be borne would be the actual construction of such a facility. Because so many variables that would be involved in this process are unknown at this time, it is impossible to determine the fiscal impact that implementation of this recommendation might have. However, the cost to conduct the initial study can reasonably be estimated at around $100,000.
2. Encourage the use of technologies, in new construction and retrofit projects, that employ water conservation measures that strive for zero stormwater and wastewater discharge
   No Fiscal Impact
3. Utilize local tax credits, federal and state grants and programs to promote redevelopment and new development to follow LEED® (Leadership in Energy and Environmental Design) construction standards
   Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the project needs more development before a reasonable cost estimate can be determined.

Gateway and Design

1. Coordinate with the State Highway Administration (SHA) to accomplish the desired MD140 objectives of access management, highway dividers, reduction in headlight glare from opposing traffic, safety enhancements, and general circulation improvements as part of an overall long-term highway access management and conveyance plan. These improvements could potentially be realized through structured modifications, visual dividers, signage, medians and other highway enhancements.

   Undetermined Impact: While a preliminary cost estimate for design and construction of the landscaped median is $15 million, the timing and funding coordination on this project will have significant implications on the County's fiscal impact.

2. Utilize a combination of incentives and initiatives to guide the improvement of the Finksburg Gateway

   Undetermined Impact: While there would be a fiscal impact to the County associated with the implementation of this recommendation, it is nearly impossible to accurately estimate what that impact might be. Incentives such as the Gateway Renovation Tax Credit provide tax credits that are based on the percentage of a property improvement relative to the assessed value of the property. Because the credit available to any given property could vary based on the nature of the improvements made and when they were made, the fiscal impact of this recommendation can not be determined.

3. Periodically, review and update zoning regulations for off-premise signs to protect and improve the aesthetic character of the corridor

   No Fiscal Impact

4. Encourage landscaping as part of any corridor improvement project as required by Chapter 134 and/or other landscaping provisions as may be adopted by the County

   Undetermined Impact: While there likely would be a cost associated with the implementation of this recommendation, the project needs more development before a reasonable cost estimate can be determined.

5. Establish guidelines for lighting within the Gateway

   No Fiscal Impact