

## CHAPTER 6: GROWTH MANAGEMENT & LAND USE

### Goals

- Concentrate development around the City of Westminster
- Manage the rate of growth so that it keeps pace with the provision of public facilities and services
- Encourage balanced growth that meets the needs of the community's residents, businesses, and employers and that retains the small-town atmosphere of the community

### Current Conditions

#### *1 Current Development Regulations*

Development within the Westminster study area is governed by Carroll County regulations and ordinances. These acts control the ways in which land is subdivided, prepared for construction, constructed upon, and landscaped. They also address the provision of public facilities such as roadways and the types of land uses that may occur on a particular parcel. They are designed to promote the orderly development of land while limiting impacts to adjacent property owners, natural resources, and public facilities. These primary regulations are contained in the *Code of Public Laws and Ordinances of Carroll County*.

#### *2 Current Development Patterns*

Development patterns in the Westminster study area reflect the fact that Westminster is the county seat and the largest municipality in the county. Most of the development outside of the city occurs around its edges at densities similar to those in the city. Densities gradually diminish the farther away from the city development occurs. Newer residential subdivisions and national commercial franchises characterize development closest to the city and are in keeping with the suburban, bedroom-community nature of the area. However, the study area also contains small, independently-owned commercial and industrial businesses, quarries, crossroads communities such as Pleasant Valley, and older homes fronting on two-lane roads that echo the rural history of the county. A few agricultural preservation easements and districts attest to the continued viability of the farming tradition in the area.

Residential development in the Westminster study area occurs to the greatest extent in the southeast and northeast portions of the area adjacent to the city. Residential development in the southeast is clustered around New Washington Road (MD 97), MD 32 and Old Westminster Pike at densities of ¼- to ½-acre lots. In the northeast, residential development occurs along the MD 27 corridor and between MD 27 and MD 97. Densities range from ¼-acre to 1-acre lots. Residential development in the central portion of the environs extends the city street pattern between MD 27 and MD 31 at densities of ¼-acre. Half-acre and one-acre lots also exist in isolated residential developments further removed from the city. These occur along MD 140 in the west, MD 97 in the north, MD 27 and Western Chapel Road in the southwest, Warfieldsburg Road in the southeast, and Gorsuch Road in the east. Additional large-lot residential development occurs scattered throughout the study area, especially in the northwest quadrant.

Residential densities in the Westminster study area reflect the 1985 land use designations and zoning, as well as the presence or absence of public water and sewer. Many of the smaller

lots have public water and sewer and/or were built in an era that predated current minimum lot size requirements for septic areas. As indicated in the description above, there are other areas that are further removed from the City and its public services that have lower densities. Generally, the land development pattern in the study area is consistent with Smart Growth principles, which aim to cluster development around existing areas of growth and encourage a minimum density of 3.5 dwelling units per acre in Priority Funding Areas. However, there are areas where lower density development either predated the Smart Growth movement, which arrived in Maryland in 1996, or are situated at the outskirts of the Community Planning Area (CPA). The Westminster CPA was envisioned in 1985 to allow for development to taper off in density towards the edges, which meant that some areas were designated for low density (1-acre) lots.

The Westminster study area has a variety of light and heavy industrial uses that occur on the periphery of the developed area. Light industrial uses line MD 140 on the eastern side of the study area, though a large amount of business and retail establishments are intermingled with these uses as well. Another cluster of light industrial and business/retail uses occurs at the intersection of New Washington Road (MD 97) and Old Westminster Pike. A mix of light industrial and business/office uses exists along north MD 97 in three campuses: Westminster Air Business Center, Marada Industrial Campus, and West Branch Trade Center. Heavier industrial development occurs along the MD 27 corridor to the northeast of the city, where a publishing company and clothiers are the major land uses. In the southwest quadrant of the area, a food distributor, prefabricated housing manufacturer, and mineral extraction company comprise another cluster of heavy industrial uses.

The remainder of land in the study area is agricultural or forested. Most of the forested land is confined to those areas that have steep slopes or other natural features that are not conducive to cropland, pasture, or development. Because much of the land in Carroll County historically has been in agricultural use, there is still a good deal of farmland even in the Westminster vicinity. While some of this land is being farmed simply as a way to keep the land productive until it is developed, there are a number of large farms that have been permanently preserved for agricultural use or are in the process of doing so. Of the 13,343 acres currently being used for agricultural or resource purposes in the study area, 3,263 acres have some degree of protection associated with them. Within the environs, there are 22 permanent easements totaling 2,366 acres and 9 districts totaling 897 acres. Most of these occur in the northeast quadrant of the area while the rest are scattered on the western side. Despite this demonstration of faith in the continued viability of agriculture in the area, there are several large farms within the Environs that are not protected and could be developed into large-lot residences.

### 3 *Inventory of Existing Use of Land*

In spring 1999 and spring 2004, staff from the Department of Planning performed a “windshield” survey of current actual uses of land throughout the study area. Staff viewed buildings, structures, and vegetation on each property to determine the current use of land. 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 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, Agricultural/Environmental Resource, Public Use, Public Owned, and Vacant. The map entitled “Existing Use of Land” depicts this inventory visually, while the table below provides the total

acreage of each category of use as identified in the study area.

<b>Existing Use of Land Study Area March 1999</b>				
<b>Land Use Category</b>	<b>Existing CPA (excluding City)</b>	<b>Percentage of Existing CPA</b>	<b>Study Area (excluding City)</b>	<b>Percentage of Study Area</b>
Agriculture/Resource	5,944.83	48.80%	15,572.87	59.79%
Commercial	338.03	2.77%	377.68	1.45%
Industrial	344.31	2.83%	506.63	1.95%
Public Use	778.68	6.39%	1,149.69	4.41%
Single-Family Residential	4,305.80	35.34%	7,769.76	29.83%
Multi-Family Residential	93.51	0.77%	167.23	0.64%
Mixed Use	77.89	0.64%	122.42	0.47%
Vacant	299.87	2.46%	380.38	1.46%
<b>Total Acres</b>	<b>12,182.92</b>	<b>100.00%</b>	<b>26,046.66</b>	<b>100.00%</b>

Source: Carroll County Planning Department, 2005

**Categories that describe the existing use of land include:**

- Agriculture/resource – land (and any associated buildings) currently devoted to farming, including raising of livestock and crop cultivation, or undeveloped natural areas or woodlands
- Commercial – land currently used for commercial purposes, including undeveloped commercial lots with an approved site plan
- Industrial – land currently used for industrial purposes, including undeveloped industrial lots with an approved site plan
- Mixed-use – land that has a mix of both commercial and residential uses on it
- 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 – a housing/residential area where there are two or more units attached or within one building, including duplexes, condos, and apartments. Also includes nursing homes and other residential care facilities.
- Public Use/Institutional – land that generally is open to the public, that the public is invited to use, or that is somehow used for recreational purposes, and is not developed for residential uses. This land may be privately or publicly owned and includes uses such as schools, churches, hospitals, parks, golf courses, libraries and the like.
- Vacant – land that is either unimproved/not developed but which has the potential to be developed. This includes land that has an abandoned building or a building that is not being used and could accommodate a variety of potential uses
- Publicly Owned Land – an overlay that identifies all lands owned by a public entity such as a local, state or national government. The existing use of the land also is identified by one of the preceding category designations.

**4 Current Zoning**

Current zoning and the current use of the land 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 predates the zoning so it is possible that a commercial use might exist in a residential zone, in which case it is referred to as a “non-conforming use.” For this reason, the number of acres ascribed to particular uses of land in the table above may vary from the number of acres for a comparable zoning designation. The following table provides a breakdown of the study area by current zoning; total

acreage is given by each zoning district.

<b>Zoning Acreage Study Area March 1999</b>				
<b>Zoning Category</b>	<b>Existing CPA (excluding City)</b>	<b>Percentage of Existing CPA</b>	<b>Study Area (excluding City)</b>	<b>Percentage of Study Area</b>
Agriculture	1,460.56	11.99%	14,072.96	62.25%
Business	0.66	0.01%	5.72	0.02%
Neighborhood Retail				
General Business	142.05	1.17%	144.12	0.41%
Restricted Industrial	424.19	3.48%	531.78	1.53%
General Industrial	541.91	4.45%	556.18	1.57%
Conservation	4,563.39	37.46%	5,275.08	18.73%
R-7,500	28.93	0.24%	24.75	0.08%
R-10,000	1,224.72	10.05%	1,111.22	3.47%
R-20,000	1,454.89	11.94%	1,501.08	4.36%
R-40,000	2,339.30	19.21%	2,684.20	7.58%
<b>Total Acres</b>	<b>12,180.60</b>	<b>100.00%</b>	<b>25,907.09</b>	<b>100.00%</b>

Source: Carroll County Planning Department, 2005

5 *Current Growth Management Measures*

The Westminster study area falls into two jurisdictions for growth management: the City of Westminster and Carroll County. The Mayor, City Council, and the City Planning and Zoning Commission have approval and development control within the Westminster City limits. The Carroll County Commissioners and the Carroll County Planning Commission have development control outside the city limits. The *Westminster Environs Community Comprehensive Plan* applies only to the area outside the city limits.

**A ⇨ Comprehensive Plan**

The comprehensive plan for the Westminster environs is the guiding growth management tool for the unincorporated area of the Community Planning Area (CPA), which is defined by the Growth Area Boundary. The State requires that the plan be updated every six years. The County Planning Commission develops the comprehensive plan. The County Commissioners adopt the plan and any associated zoning changes.

Carroll County and the City of Westminster jointly adopted the *Westminster and Environs Comprehensive Plan* in 1985. This plan helped to address several significant issues for the Westminster area. One of the most significant was the affirmation of the need for and location of the Westminster Bypass. The plan also delineated a future corporate boundary line and addressed appropriate areas for growth and development in and around the city. The community commitment to economic development was renewed with suitable zoning around the Air Business Center and continued revitalization efforts downtown. Areas were identified and evaluated for future public water and sewer service availability in the plan.

The following table describes the land use designations applied to the CPA in the 1985 plan, as shown on the 1985 Land Use Designations and CPA Boundary map. Land use designations neither depict the existing use of land nor the zoning, though they sometimes can be

the same. Rather, land use designations are broad categories that describe the desired future use of land and indicate the zoning that eventually should correspond to support that use of land. The acreage for land use designations shown in the table below indicate how much land, in 1985, was desired to be devoted to each land use in the future.

<b>Land Use Designation Acreage Unincorporated CPA 1985</b>	
<b>Land Use</b>	<b>1985 CPA (excluding City)</b>
Agricultural	1,711
Conservation	4,817
Commercial	205
Industrial	1,332
Low-Density Residential	2,124
Med-Density Residential	1,503
Suburban Residential	1,692
Urban Residential	65
<b>Total Acres</b>	<b>13,449</b>
Source: Carroll County Planning Department, 1985	

The City adopted a separate comprehensive plan for the area within the city limits in June of 1998 and updated that plan in 2004. Its Land Use chapter had the following goals, objectives, and recommended actions:

**Goal: Ensure compatibility of adjacent land uses.**

1. Address compatibility between adjacent residential and commercial or industrial uses.
  - Ensure conformance of commercial development near residential areas with the design guidelines of the Neighborhood Commercial Zone and other applicable design review procedures.
  - Continue efforts in downtown Westminster that address the appearance of this commercial area and improve access for pedestrians from nearby neighborhoods.
  - Ensure sufficient buffers between commercial or industrial uses and adjacent residential areas.
2. Infill development along MD Route 27 and Main Street should be compatible with downtown redevelopment efforts and plans.
  - Rezone appropriate parcels to the Mixed Use Infill Zone.
  - Ensure consistent and contiguous pedestrian access along MD Route 27.
  - Consider the addition of on-street parking along MD Route 27.
  - Relocate overhead utilities to the rear of properties where possible.
3. Ensure protection of sensitive environmental areas.
  - Complete the actions for *Chapter 2, Environmental Resources*, which address the protection of environmental resources.

**Goal: Allow for a full range of residential uses.**

1. Allow a mix of residential unit types in Westminster neighborhoods.
  - Review regulations, development review processes, and staff procedures to determine whether it is appropriate to streamline the process for the approval of Planned Development applications.

- Support and encourage development offering a mix of housing types.
  - Provide opportunities for the construction of compatible infill within the older parts of Westminster and the development of “neo-traditional” type neighborhoods on vacant land.
  - Refine language in the residential zoning districts which specifically addresses accessory apartments and the conversion of accessory buildings to dwelling units.
  - Encourage use of the Cluster Subdivision Ordinance.
  - Develop design guidelines for townhouses and single-family detached houses, such as varying setbacks between adjacent units, as well as variation in architectural treatment, in order to address concerns regarding compatibility within or adjacent to existing neighborhoods.
2. Ensure the availability of quality single-family attached and multi-family housing units.
    - Identify appropriate sites to zone for single-family attached and multi-family development that would be compatible with existing development and would not overburden public facilities.
    - Consider the adoption of design guidelines for multi-family housing developments.

**Goal: Provide a sustainable balance of new commercial, industrial, and residential land to meet existing and future demand**

1. Expand the corporate limits where appropriate to accommodate projected residential growth and provide needed jobs and services in the City.
  - Coordinate with the County to identify parcels that are appropriate for annexation as industrial or commercial land.
  - Extend water and sewer service to annexed lands when appropriate.
2. Ensure that expansions of the corporate boundary do not impose an undue burden on the City’s public facilities and infrastructure.
  - Review potential annexations for adequate public facilities.
  - Ensure that annexation occurs in-step with the need projected by future demand.

For comparison, land use designations in the City, as adopted in 2004, are shown along with the 2007 Westminster Environs land use designations on the 2007 Land Use Designations (City and County Combined) map.

### **B ⇨ Annexation Petitions**

Most of the residentially zoned properties within the city limits of Westminster have been or are currently being developed. To have land for additional residential development, other than infill and redevelopment, new land must be annexed. The Mayor and City Council of Westminster have the authority to annex properties, which enables them to decide when and where the city will expand and new land will be developed. However, the 1985 plan established a future corporate limits line jointly agreed upon by the City and County. This line was depicted on the comprehensive plan map and established the area within which public services were envisioned to be provided, thus allowing growth to occur with the desired uses and densities. Current State law says that without a waiver of zoning from the County Commissioners, the City can not permit annexed land to be developed at a density that exceeds, by more than 50%, that

which is allowed under the existing County zoning.

### **C ⇨ Water and Sewer Master Plan**

The City of Westminster supplies public water and sewerage service within the city's limits as well as to areas surrounding the city. New development around the city must connect to the public water and/or sewer system if the City makes the service available and the property is planned for service. The City's policy is to require annexation before service will be provided unless this is not possible. In this case, a "good cause waiver" may be granted to extend service to unincorporated areas. Since the City controls the water and sewer systems, it can decide when and where the facilities will be extended or allocated and if the supply is adequate for any proposed development. The City also controls the Community Investment Plan (CIP) for the water and sewer systems; the CIP controls the funding and phasing of any expansion or upgrade of the water or sewer systems. The City can deny additional connections or expansions, thereby controlling growth. The County, with the assistance of the City of Westminster, develops a Water and Sewerage Master Plan governing future extensions of the water and sewer facilities, thereby controlling growth. This plan thoroughly describes the resources and facilities used to deliver public water and sewerage service throughout the county, as well as the different ways in which private wells and septic systems serve the rest of the county. Existing and planned capacities are detailed, as are known or emerging problems.

### **D ⇨ Adequate Public Facilities and Concurrency Management**

The Adequate Public Facilities and Concurrency Management Ordinance of Carroll County is designed to phase and time growth and public facilities through the County's Community Investment Plan. Planned residential growth is permitted to proceed at a rate that will not unduly strain public facilities, specifically schools, roads, water and sewer facilities, and police, fire, and emergency medical services. This ordinance is designed to establish minimum thresholds for public facilities. Limits and allocations for development are set each year where public facilities are projected to be inadequate. Although development in the adjacent City is not restricted by the County regulations, the development within the city limits is accounted for in the development of the County's allowable growth standards. Plan approvals and building permits issued for the City are tracked and input into the concurrency management system regularly.

The County Commissioners have the authority over this ordinance and its provisions. Annually, Available Threshold Capacity (ATC) limits for specific geographic areas are determined by the County Commissioners for each facility/service based on the information contained in the annual *Concurrency Management Report*. The *Concurrency Management Report* tracks development moving through various stages of the approval process, evaluates the fiscal outlook, and provides capacity information for each facility.

### **E ⇨ Capital Improvement Programming**

The Community Investment Plan (CIP) refers to improvements that are scheduled to occur in the next six years. Capital improvements commonly include new or expanded physical facilities or public improvements that are relatively large in size, expensive, and permanent. These may include such items as streets, libraries, water and sewer lines, or park facilities. Generally, CIP projects are relatively long-term in usefulness and permanence.

An effective capital improvements programming process has many benefits for local government. Specifically, the CIP can:

- Ensure that plans for community facilities are carried out;
- Allow improvement proposals to be tested against a set of policies;
- Better schedule public improvements that require more than one year to construct;
- Provide an opportunity, assuming funds are available, to purchase land before costs go up;
- Provide an opportunity for long-range financial planning and management;
- Help stabilize tax rates through careful debt management;
- Avoid such mismanagement as paving a street one year and tearing it up the next to build a sewer;
- Offer an opportunity for citizens and public interest groups to participate in decision making; and,
- Contribute to a better overall management of local affairs.

## **Analysis of Community Needs**

### *1 Land Use and the Growth Area Boundary*

Community surveys and workshops indicated a strong preference for controlling growth by directing new development to existing towns and providing for higher densities and traditional neighborhood design. However, the reality of implementing this pattern of development to a greater degree than already exists not only is logistically difficult but also is not particularly well received. There are a large number of people who live in the “growth area” but don’t realize it, owing to the predominantly low-density character of neighborhoods that have been developed without being annexed into the City. Residents of these neighborhoods often consider themselves to be outside of the growth area and typically do not want to see more development. They have the convenience of being close to services and amenities, but also the tranquility of a somewhat “rural” environment because some large blocks of land remain undeveloped. Others view those areas as logical places to direct new growth. They are adjacent to existing services so they easily can be served, and they are in areas that long have been envisioned as areas for growth. So while many people agree that growth should be directed to existing population centers, conflicts arise over a difference of opinion on what comprises the growth area: the city only, or the city and its surrounds. Compounding this divergence of viewpoints is the current status of overcrowded schools, congested roadways, and overloaded public services – significant arguments against development alone, much less higher density development.

Additionally, people expressed a desire to retain a rural, small-town atmosphere and preserve agricultural lands and open space. Yet the predominant pattern of development in the Westminster environs is piecemeal exurban subdivisions with lot sizes of one acre or more. These subdivisions generally are self-contained, offering little, if any, connection to adjacent subdivisions and requiring residents to drive to nearly all of their destinations. They also tend to be segregated into nodes of single housing types that offer little diversity in the type or cost of the units. These characteristics stand in stark contrast to traditional, small town neighborhood design principles. Furthermore, the proliferation of these subdivisions contributes to the demise of the rural landscape and infringes on the future viability of farming in the area.

Just beyond the current Community Planning Area (CPA) lie several hundred acres of permanently preserved agricultural land and several hundred more acres of farmland in

preservation districts. At the same time, many large tracts of land remain in agricultural use but are not preserved. These agricultural and wooded lands that surround the Westminster CPA help to preserve the rural, open character of this area and ensure that agriculture remains a viable lifestyle. Although there is a significant amount of land zoned Agricultural, this designation belies the amount of large-lot residential development that exists in the zone. The Agricultural zoning district regulations and rural design standards (contained in Chapter 103 of the County Code and entitled “Development and Subdivision of Land”) attempt to limit the impacts of development on farming operations and rural scenery, but a certain amount of development is still permitted. Additionally, site constraints and septic system requirements often dictate lot sizes that are larger than the recommended one acre. Development of this type does little to preserve open space, agricultural lands, or woodlands. In order to stem the conversion of agricultural land to developed land outside of the designated growth areas, the creation of greenbelts around Community Planning Areas has been recognized as a countywide objective. This concept also received strong support from Westminster area officials and residents who were surveyed as part of this plan.

The rate of growth projected for the Westminster environs means that additional land for future residential, commercial, and industrial development will need to be identified within the growth area, especially if the outlying agricultural and natural lands are to be spared from increasing development pressures. This plan sets forth a Growth Area Boundary that represents what could be the future corporate limits and defines the area into which most of the future growth of the area should be directed. Land within this Growth Area Boundary is meant to accommodate moderate to high densities so as to make the best and most efficient use of public facilities and transportation networks, and provide housing that is economical both in terms of land consumption and cost. This approach recognizes that, by necessity, some land currently used for agricultural purposes or designated for low-density development will be converted to other, more intense uses. At the same time, however, it is assumed that by directing growth towards urbanized areas and allowing it to occur at relatively higher densities, the trend towards sprawl development patterns can be abated and development pressures in other more rural areas eased.

## 2 *Population Growth*

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

The four different population growth scenarios use the 2007 estimated environs population of 9,565. The first scenario is based on the Average Annual Growth Rate (AAGR) of the most recent decade for which complete Census information is available (1990-2000). The second scenario is based on the 5-year timeframe in which the greatest amount of growth was experienced (1990-1995). The projections in the third scenario are based on the AAGR of the one year that experienced the highest amount of growth (1999-2000). The last scenario uses dwelling units per year, persons per household, and vacancy rate to project population.

**Westminster Environs Community Planning Area Population Projections  
Year Population Would Reach Zoning Capacity  
(Based on 2007 Base Environs Population of 9,565  
and Projected Build Out Population of 17,104)**

Year	Method Used to Calculate			
	#1 AAGR 1990-2000 (2.20%)	#2 AAGR 1990-1995 (2.41%)	#3 Growth Rate 1999-2000 (5.83%)	#4 [D.U./Yr (84) x Persons/Hshld (2.35)] x Occupancy Rate (94.7%)
2008	9775	9796	10123	9752
2009	10324	10779	11288	9939
2010	10903	11861	12587	10126
2011	11515	13052	14036	10313
2012	12161	14363	15651	10500
2013	12843	15805	17453	10687
2014	13563	17391		10874
2015	14324			11061
2016	15128			11248
2017	15977			11435
2018	16873			11622
2019	17819			11809
2020				11996
2025				12931
2030				13866
2035				14801
2040				15736
2045				16671
2050				17606

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

Given that we know the projected population once the Town reaches the Growth Area Boundary and its zoning capacity, we can use the various scenarios presented above to estimate when the Town might reach this population. Given the City’s limited water supply and sewage capacity, it is not expected that rapid growth would be either possible or desired in the near future. The water system capacity will almost need to double and the sewer system capacity will need to be expanded as well to meet projected demand in the entire planned service area.

As a result, a more realistic estimate of when zoning capacity might be reached is probably closer to 2045-2050, which corresponds to Scenario #4 based on average dwellings units constructed per year. This estimate accounts for years in which the pace of development might be faster or slower based on the provision of public facilities, the availability of land for development, and any mechanisms the County or City might employ to spread out the number of new residential units it can or wants to absorb in any given time period.

Approximately 6,225 acres of land in the Westminster environs is designated for residential growth at varying densities. However, only 2,045 acres of this are actually considered to be developable. This is about half as much land as lies within the existing City boundaries (currently 4,218 acres). Given the City’s current water supply and sewer capacity constraints, it is expected that this land area will adequately meet the projected future demand for developable land in the Westminster area.

### 3 *Rate of Growth*

The study area falls under the County's Adequate Public Facilities and Concurrency Management Ordinance. In an effort to make this ordinance more effective at controlling the rate of growth, in 2003 the County Commissioners imposed a countywide deferral on new development proposals to allow opportunity for zoning and growth management controls to be examined. County agency staff members and the Growth Task Force—composed of representatives from local governments, the building industry, real estate companies, citizen planning groups, the agriculture community and other interested parties—met to review growth management mechanisms and recommend strategies to improve them.

One of the biggest challenges this group faced was enhancing coordination between the County and the municipalities, which are not subject to the Adequate Public Facilities and Concurrency Management Ordinance. This means that not all of the municipalities have the same procedures and requirements for adequate facilities testing. As a result of these different requirements, it is possible that projects within some municipalities could be approved when they might not have been permitted to proceed in the county. The reverse is also true; it is possible that some projects could be approved within the county that might not be allowed to proceed in some of the municipalities. Due to the fact that approximately one-third of the building permits issued in recent years have been issued within the municipalities, it is essential that there is communication between all of the jurisdictions. The challenges presented by having different procedures and requirements, one of which is coordinating all of the development information from nine separate jurisdictions, make it difficult to ensure that growth occurs countywide at a rate consistent with the timely provision of public facilities. Currently, growth in the municipalities is tracked through building permits (which are issued by the County for the municipalities) and communication with the individual jurisdictions. This information is entered into the concurrency management tracking system to be accounted for in the determination of adequacy of facilities.

In order to try and phase the development that is not held up by inadequate public facilities, the Adequate Public Facilities and Concurrency Management Ordinance stipulates that the County shall not issue more than 25 building permits per subdivision (or 25 residential dwelling units or equivalent dwelling units) per fiscal year. This phasing of permits allows the County more time to foresee any approaching inadequacies of facilities so that any problems can be dealt with before inadequacy is reached. In cases where there is an area with an inadequate public facility, this ordinance also gives the Carroll County Board of Commissioners the ability to establish building permit caps further limiting the number of residential building allocations that can be issued in that area.

### 3 *Commercial and Industrial Development*

The study area has a fair amount of light and heavy industrial development that complements the concentration of retail uses within the city. However, the high cost of commercial land, coupled with the fact that commercial uses have been permitted in the industrial zones to a certain extent, has driven some commercial businesses into the industrial zones. This has had the effect of pre-empting the availability of the land for industrial use when the demand for it exists, and undermining the marketability and attractiveness of these zones to true industrial users. At the same time, it points to a need for more available and affordable commercial land. This has been a problem both for the City and the County, and the City of Westminster has recognized it in their comprehensive plan. The Carroll County Master Plan

contains a threshold to strive for at least 5 percent of the land in each CPA to be zoned for business uses. Currently, business zoning in the Westminster environs makes up about 1.18 percent of the total. Business zoning in the City of Westminster accounts for 16.09 percent of the total. As a result, 17.27 percent of the total land area in the existing CPA is zoned for business.

The proliferation of commercial uses in industrial zones contributes to another situation that points to the need for more commercially zoned land. Survey respondents expressed a desire for commercial development that was more unified and visually attractive. The piecemeal development of individual commercial properties in industrial zones does not support the potential to develop commercial or retail shopping areas that adequately address traffic, landscaping, signage, and pedestrian access or interface appropriately with the surrounding neighborhood. The Board of County Commissioners recently revised the conditional uses permitted in the industrial zones to alleviate this situation to a degree.

Additionally, in the past there were no zones geared toward professional office uses. In general, the high-quality campus environment that can be the product of these zones is absent from the Westminster environs except in a few isolated areas. As a result, professional offices typically are located in small, individual buildings or the industrial and commercial zones, neither of which truly support the programmatic needs or visual appeal of office uses. Surveys indicate that elected officials and residents are keen to enhance employment opportunities, and specialized zoning can be used as a tool to encourage professional office uses to locate in Westminster. For instance, the Board of County Commissioners recently adopted an Employment Campus zone designed to encourage this type of professional office campus.

In considering changes to land use in the Westminster environs, recognition must be given to the ongoing effort to revitalize Main Street in Westminster and enhance its attractiveness as the activity core for the area. These revitalization efforts are geared toward enhancing pedestrian activity, creating new shopping and business opportunities, and providing adequate automobile access and parking downtown. Changing requirements for floor area and building configuration have made many of the buildings on Main Street incompatible with contemporary retail, but they remain attractive options for smaller businesses, niche retailers, and upper floor residential conversions. The differences between the highway commercial uses that populate MD 140 and the specialty and local Main Street businesses downtown means that the two areas are not necessarily in direct competition with each other. There is some overlap, however, especially since in order for Main Street to thrive it must also provide its nearby residents with some of the same daily goods and services offered along the highway.

#### 4 *Transportation and Land Use*

The connections between land use and transportation are well established. The use to which land is put in one place has a direct impact on transportation facilities not only in the immediate area but throughout the region as well. The regional ramifications of land use patterns within the Westminster CPA must be examined in light of how they contribute to the causes of and solutions to the transportation problems encountered elsewhere in the county. Likewise, land use patterns of surrounding areas and neighboring CPAs must be evaluated to determine how they affect the transportation facilities in the Westminster CPA.

The land use patterns in and around Westminster present certain land use-transportation challenges. Single-use, low-density (less than 4 units per acre) development typically will not support walking or mass transit, which means that everyone must drive a car, often alone. While

Westminster has a fairly dense urban core and moderately dense new developments, there is a fair amount of low-density development that has occurred or is planned to occur. Additionally, there is little in the way of mixed-used development that would encourage non-motorized travel or mass transit. Continuing this trend will compound transportation problems not only because it will eliminate the potential for providing viable transportation alternatives, but also because it will create more pressure to provide housing outside of the designated growth area which will increase the breadth of transportation impacts. A continued emphasis on residential versus employment-type development will mean that people will have to drive further distances to get to work, again compounding any existing transportation problems. An additional concern that just now is beginning to be documented is the connection between land use and public health. Recent studies have shown that the trend towards longer commutes and an increased reliance on motorized travel for daily activities may contribute to increased levels of obesity as a more sedentary lifestyle is coupled with little opportunity for even moderate amounts of exercise.

Census data show that about 58 percent of the employed people in Election District 7 work inside the County, while about 8 percent work in Baltimore City, 26 percent work in other Baltimore metropolitan area counties (excluding Carroll County), and about 8 percent work outside of the Baltimore metro area. Of those who drive a car, truck, or van to work, 82 percent drive to work alone and only 10 percent carpool. These numbers have significant impacts on transportation and land use in the Westminster environs. They mean that although a significant number of residents live and work in the same jurisdiction, many also have extended commutes in a region where traffic congestion is a major concern. Carroll County's roadway network lacks an interstate highway to accommodate large volumes of high-speed traffic. As a result, commuter traffic is relegated to using the same roads as local, non-commuter traffic. This affects how well people can conduct business and accomplish personal tasks, and has a significant impact on the overall quality of life they enjoy.

On the regional level, the Westminster area's transportation facilities are affected by land use patterns well beyond. The polycentric county development pattern preserves the importance of its eight towns but also means that there is a lot of town-to-town driving because each town has unique destinations and services. Another regional land use factor that influences the transportation facilities in the Westminster area is the booming residential market in southern Pennsylvania, which means more people are commuting to and through Carroll County from out-of-state.

There is an expressed desire to increase employment opportunities in the Westminster area. There also is a need to provide additional land for new housing if the anticipated population growth is to be accommodated and housing costs are to remain reasonable. These goals will not be attainable if land use within the city and its environs remains as it currently is. On the other hand, if residential and commercial or industrial acreage is increased, it will have an impact on the ability of the existing (and planned) transportation network to handle additional traffic.

A desire also has been expressed to implement some means of alternative transportation as a way to serve county residents and reduce traffic congestion, though people are split as to whether it should be oriented to intracounty or intercounty service. If either service is envisioned as a fixed-route system, its effectiveness and efficiency will depend upon reasonable concentrations of riders at pick-up and drop-off spots. In this regard, land use patterns become a necessary component of the transportation network because only reasonably dense development will support the ridership numbers that make a fixed-route transit system viable.

The Transportation chapter of this plan contains additional discussions and correlating recommendations regarding specific transportation issues.

### 5 *Open Space and Environmental Impacts of Land Use*

Open space and/or small parks within walking distance of residential areas continue to be needed as new development occurs. These areas, often incorporated into subdivision plans as environmental resource protection areas, designated open space, or active recreation areas, are essential components of the overall open space network. They complement the larger forested and agricultural open spaces, helping to maintain a sense of openness and contact with nature, providing a “soft” landscape to complement urbanized areas, and helping protect natural resources. Oftentimes, they also provide passive and/or recreational opportunities. When linked together, these open spaces and parks also can act as habitat corridors and greenways. This is particularly true for stream corridors, where protected riparian open space not only provides vital habitat for plant and animal communities, but also helps to protect surface water quality, provide stormwater management, and facilitate groundwater recharge. Because streams on the eastern side of the Westminster CPA generally flow to Liberty Reservoir, the protection of their water quality is very important. On the western side of the CPA, water generally flows to Little Pipe Creek. The creek has a history of flooding, particularly in Union Bridge so controlling stormwater in this part of the environs is a particular concern. A system of open spaces that supports the protection of water quality and management of stormwater is a land use priority. Many survey respondents echoed this concern.

In 1979, Carroll County cosigned the Reservoir Watershed Management Agreement with Baltimore County and Baltimore City. It was expanded upon in 1984 with the incorporation of action strategies designed to decrease levels of phosphorus and other pollutants and to improve general water quality in Liberty, Pretty Boy, and Loch Raven reservoirs. The agreement and action strategies were reaffirmed in 1990 and 2003. In 2005, the Reservoir Watershed Management Agreement was again signed by the three jurisdictions, reaffirming their commitment to protecting the water resources for the reservoirs. At the same time, a commitment to the implementation of the 2005 Action Strategy for the Reservoir Watersheds was made. The County continues to be active participants in the implementation of the action strategies. The challenge facing the Westminster Environs Community Comprehensive Plan is to create land use recommendations that balance the need for environmental protection with the need for economic development opportunities, housing, and transportation facilities.

## **Recommended Actions**

### 1 *Growth Management and Land Use Recommendations*

- *Encourage compact growth inside the Growth Area Boundary (GAB) through zoning and the provision of services*

Because land within the Growth Area Boundary is the area towards which the higher intensity land uses are supposed to be directed, the zoning within the Growth Area Boundary ought to reflect this intent. Zoning that reflects land use of a higher intensity encourages compact growth in several ways, chief among them being smaller residential lot sizes. In order to achieve smaller residential lot sizes, however, public facilities such as water and

sewer must be provided. Thus the provision of services within the GAB is an essential element necessary for achieving compact growth here. It should be noted, however, that inclusion in this area does not imply a right to public water or sewer service, nor does it connote a timeframe within which such service might be provided.

The 2007 Westminster Environs Community Planning Area (CPA) is significantly smaller than the 1985 CPA – almost half the size. This is because the 1985 CPA contained a large amount of land designated and zoned for much lower densities than could sensibly be provided with urban services such as public water and sewer. Additionally, it extended well beyond the area that the City currently envisions as its future corporate limits. The 2007 GAB was drawn to more closely mirror the City’s desired future corporate limits line and the planned water and sewer service areas. This is so the provision of services to areas within the CPA will be a realistic possibility. In some places, this has meant that the current city limits also form the outer extent of the GAB, while in other places this has meant that areas of development that already have public services but stand little chance of actually being annexed are included as well.

- *Maintain separation between the Community Planning Areas (CPAs) through land preservation, zoning, and planned infrastructure provision*

The Community Planning Areas are the county’s main growth areas. The intent of the overall County Master Plan is to identify and plan for designated growth areas and to maintain the balance of the county as a rural area. The Westminster CPA lies between several other CPAs, specifically Finksburg, New Windsor, and Hampstead/Manchester. In order to keep each of these CPAs unique in their character and growth, separation of the areas is crucial. The best way to achieve this is to direct the tools of growth and development (such as higher intensity zoning and the provision of public facilities and services) to the CPAs while directing non-growth-related tools (such as land preservation, low density and low intensity zoning, and limited public facilities) to the rural areas outside of the CPAs.

- *Identify sites for infill development and pursue incentives for redevelopment of these properties*

Because the intent is to direct the higher intensity growth to areas within the GAB, it is logical that the land within the GAB should be utilized to its fullest extent. Identifying sites for infill development within the GAB, and providing incentives to encourage their reuse, will help fulfill this goal so that there is less pressure on land outside of the GAB to be converted to higher intensity uses.

- *Work with the City of Westminster to implement the goals and objectives contained in the Growth Management chapter of their comprehensive plan to coordinate and improve growth management tools such as annexation, adequate public facilities, and zoning*

The City of Westminster is a key partner in achieving the vision and goals set forth in this plan. It serves as the locus of the environs community and typically provides or is the location of many of the public facilities and services that the environs relies upon. Since the environs has always been envisioned as an extension of the City proper and the area into which it might grow, it is in the best interests of both the City and County to work together to coordinate and manage growth in the environs. As areas are annexed into the City, they will

be evaluated for inclusion in the Westminster Priority Funding Area (PFA).

- *Set aside appropriate locations for large blocks of land to be zoned Industrial and/or Employment Campus*

This plan proposes several areas for concentrated Industrial and Employment Campus uses. It is important that these areas be defined so that sufficient land can be set aside in advance of development, since these types of uses typically take many years to fully occupy a site. Close coordination with the City of Westminster will be required to ensure that these areas have access to public water and sewer service and are developed relatively free from the intrusion of commercial uses.

- *Rezone Industrial zoned land that has become dominated by commercial uses to a business zone to encourage higher quality commercial development rather than piecemeal conditional use development*

The demand for commercial land in the Westminster area, coupled with a somewhat permissive zoning ordinance that previously had allowed commercial uses in industrial zones, has created a situation in which many areas zoned Industrial are dominated by commercial uses. As a result, these areas lack cohesion as commercial centers and don't qualify as industrial centers either. By rezoning Industrial zoned land that is no longer viable as such, a more accurate assessment of how much and what quality of industrial land is available can be obtained. Also, it is hoped that by making commercial uses the principal uses in these rezoned areas, a more cohesive, well-designed commercial area can be created.

- *Develop commercial design guidelines to encourage shopping center design that promotes architectural diversity, a mix of uses, pedestrian-friendliness, clustering of uses, and interconnection with adjacent shopping areas (if feasible) to avoid an abundance of strip shopping centers and to promote trip-sharing practices*

With the exception of Main Street, much of the commercial development in Westminster and its environs is highway-oriented strip shopping centers and individual businesses that access onto major thoroughfares. Businesses often are not connected to each other, making it impossible to walk or even conveniently drive between shopping destinations. The aesthetic of business areas is fairly generic and there is little in the way of mixed uses that might help promote architectural diversity. Commercial design guidelines could lend some assistance to developers and county review agencies in shaping commercial centers that promote good design, walkability, and interconnectedness.

- *Create “gateways” at key locations to highlight the approach to Westminster’s Main Street*

One of the objectives of this plan is to dovetail planning efforts in the environs with planning efforts in the City. The City’s comprehensive plan puts forth a number of recommendations to enhance the viability of Main Street. The environs plan recognizes that, while Main Street does not fall within the environs, land use decisions in the environs have a certain impact on efforts to revitalize and attract new businesses to Main Street. As a result, this plan recommends that creation of gateways to Main Street at key locations in the environs so that the strategic visibility of these locations can be used to draw people’s

attention to Main Street, its businesses, and its connection to the surrounding community. It is envisioned that these gateways might include attractive and eye-catching signage, plantings, and a coordinated system of wayfinding signs that could draw a visitor’s attention to the presence of Main Street and lead them off of the main thoroughfares into the Main Street corridor.

2 *Area-Specific Recommendations*

**A ⇨ Land Use Designations and Zoning**

The map of Proposed Land Use Designations illustrates one of the key ways in which the recommendations of this chapter will be carried out. These designations correspond to one or more zoning categories both in the county and in the city. It is the intention of this plan that the current zoning remains in place until such a time as any given piece of property is annexed by the city. At that time, the zoning would change to the corresponding and most appropriate city zoning district. Otherwise, the zoning could change in one of two ways:

- As part of the comprehensive rezoning process conducted immediately following the adoption of this plan, in which individual properties are recommended by staff to be rezoned because they fulfill the objectives of the plan and/or already are or could easily be served by public water and sewer (thus making annexation less of an incentive); or,
- As an individual petition filed by a property owner after the adoption of the plan and the subsequent rezonings.

The following table indicates the city and county zoning categories that correspond to each of the land use designations:

<b>Land Use Designations and Equivalent Zoning Districts</b>		
<b>Land Use Designation</b>	<b>Equivalent County Zoning District(s)</b>	<b>Equivalent City Zoning District(s)</b>
Agricultural	Agricultural (A)	Agricultural (A)
Conservation	Conservation (C)	Conservation (C)
Urban Residential	R-7,500	R-7,500, Planned Residential (PD-9)
Suburban Residential	R-10,000	R-10,000, Planned Residential (PD-4)
Medium Density Residential	R-20,000	R-20,000
Low Density Residential	R-40,000	n/a
Commercial	Business General (BG), Business Local (BL)	Business (B), Planned Retail Shopping Center (PRSC), Neighborhood Commercial (N-C)*
Industrial	Industrial General (IG), Industrial Restricted (IR)	Industrial Restricted (I-R), Industrial General (I-G)
Employment Campus	Employment Campus (EC)	Planned Industrial (P-I)
Mixed-Use Infill	n/a	Mixed-Use Infill (MUI)

\* The City of Westminster also has three additional business zoning districts that relate specifically to the downtown area and would not apply to areas currently outside of the city limits. They are: Central Business (C-B); Downtown Business (D-B); and, Central Commerce (C-C).

**B ⇨ Proposed Land Use Designation Changes**

The table below summarizes the total number of acres being proposed within the Growth Area Boundary for each of the land use designation categories. The proposed land use designation changes are illustrated on the map entitled Proposed Land Use Designations and Proposed Growth Area Boundary as well.

<b>Proposed Land Use Designation Acreage</b>	
<b>Land Use</b>	<b>Proposed GAB (excluding City)</b>
Agricultural	43.7
Conservation	1771.2
Commercial	224.4
Industrial	938.8
Employment Campus	395.2
Mixed-Use Infill	12.2
Low-Density Residential	505.6
Med-Density Residential	1127.0
Suburban Residential	1175.3
Urban Residential	31.7
<b>Total Acres</b>	<b>6225.2</b>
Source: Carroll County Planning Department, 2007	

**C ⇔ Special Areas**

The following notes reflect additional discussions about development in the growth area boundary that are not reflected on the proposed land use designation map or the proposed transportation improvements map. However, they should be considered if and when any properties within these areas are proposed for development. Implementation of the vision and design guidelines may require that existing zoning districts be modified or new districts be created. These areas are referenced on the Proposed Land Use Designations map by Special Area (SA) numbers.

SA1. Area between Cranberry Road, Center Street, Gorsuch Road and West Branch

The triangle of land that is bounded by Cranberry Road, Center Street, Gorsuch Road and West Branch is positioned to be one of the next and last areas of the Westminster environs that likely will experience significant growth pressures. It has a number of features that recommend it for development (proximity to other development, proximity to the City and its services, proposed transportation projects) as well as a few that warrant caution (namely environmental features and the timing of public facilities being provided). Because of these factors and the significance of the land with respect to its role in the broader vision for the environs, it is important that land use recommendations for this area be specific and comprehensive, and that development proceed only in adherence to these recommendations. As a result, no land use designation or zoning changes that would be effectuated by this plan are being recommended. Rather, the following description shall be used to guide the master planning of the area. Once a satisfactory master plan is developed, land use designation and zoning changes, along with the necessary changes to water and sewer service area designations and any other plans affected by the proposal, will be made in accordance with the master plan.

Character

- The area is largely undeveloped, but with the construction of Center Street, the elementary and high schools, and Westminster Mews, as well as the proposed extension of Malcolm Drive, this area is one of the last remaining areas close in to the City that will soon be experiencing growth pressures.

- A pocket of townhouse and suburban residential development exists in the northwest corner of this area along Cranberry Road.
- A campus-type environment has emerged with two schools and County-owned land across the street on Center Street.
- The area around Petrie’s Junkyard holds potential for redevelopment when Malcolm Drive is extended.
- This area is significantly constrained by steep slopes; it drains to West Branch, a tributary of Liberty Reservoir.
- The area’s adjacency to the City makes the land easy to annex and provide public water and sewer; however, currently it is not planned for water and sewer except around Westminster Mews and Petrie’s Junkyard.
- This area presents a good opportunity for townhouse development because of its proximity to other nearby townhouses, schools, and shopping, and because of its potential for annexation and water and sewer service.

### Vision

- This area will be an example of how development can occur that both respects the environment and capitalizes on location. Its proximity to the City and its services, as well as a diverse mix of other uses, will guide the creation of a walkable, mixed-use community served by public water and sewer. At the same time, natural constraints will necessitate extraordinary environmental protection measures and creative land planning and design. A master plan approach to development will be applied to the entire area to achieve a cohesive sense of place and community and to pool the opportunities presented by the total land area while overcoming obstacles posed by individual parcels.

### Design Criteria

- Development of the area at a higher density and intensity than that which currently is allowed under existing land use and zoning designations will be permitted only after the land is annexed into the City of Westminster and is planned for public water and sewer service.
- Extraordinary measures shall be taken to protect environmental features, especially water quality, wildlife habitat, and highly erodable soils.
- Development shall be clustered away from sensitive environmental features, especially steep slopes, to minimize environmental impacts.
- Residential uses will predominate at varying densities – the potential for creating mixed-density developments shall be explored.
- If the County has a Transfer of Development Rights (TDR) program in place, a portion of lots to be developed in this area shall be derived from such a program (per program guidelines, if/when developed).
- Mixed-uses shall be incorporated into the master plan for the area and shall include commercial and/or office uses, civic uses, and residential uses.
- The area surrounding the intersection of the proposed Malcolm Drive extension and Gorsuch Road is ideal for redevelopment into a mixed-use community that supports neighborhood commercial uses and attached and/or detached residential uses that serve as a gateway to the rest of the community to the north.
- An emphasis will be placed on providing pedestrian connections between developed areas both on- and off-site and to the schools and nearby commercial areas; the proposed pedestrian/bike path along the proposed Malcolm Drive extension will serve as a primary north-south pedestrian route.

- Malcolm Drive Extended will be a limited-access roadway; individual driveways will not be permitted direct access. At the same time, to the extent possible, development shall not present a rear elevation to Malcolm Drive. Site design, lot layout, building placement, and/or landscaping features shall address this condition creatively.

SA2. Area from Farm Museum/Agricultural Center south to Kate Wagner Road

This area currently is zoned with a combination of Conservation and R-20,000. Several large properties remain undeveloped. The Gesell farm, a 100-acre property that adjoins the Agricultural Center and Farm Museum to the east and MD 27 to the west, was donated to the County and is being planned as a public use that would expand upon the themes at the Agricultural Center and Farm Museum. Because of the public nature of this site, this plan is recommending that the area including the Gesell farm and extending south to Kate Wagner Road be considered as a possible location for a regional park facility. If this does not come to fruition, the area still has residential development potential due to current zoning. As a result, a roadway connection to Route 27 and/or Kate Wagner Road should be provided if and when these properties transition to a different use than that which is existing.

SA3. Mixed-Use Infill Designation along MD 27

A roughly 9-acre swath of land on the west side of MD 27 just south of MD 140 is proposed in this plan for designation as “Mixed-use Infill.” This designation reflects land use and zoning categories used solely by the City of Westminster, and corresponds to the City’s objectives for development in this corridor as expressed in its 2004 comprehensive plan. If the area does not annex, its land use designation would remain Industrial and the properties could be developed/redeveloped in accordance with the zoning regulations that apply (which currently are those related to the Industrial Restricted zone).

**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. There could be “No Fiscal Impact,” meaning the County would not incur direct or predictable expenses as a result of implementing the recommendation, an “Undetermined Impact,” meaning there likely would be a cost associated with implementing the recommendation but that cost can not be determined at this time for various reasons, or a “Fiscal Impact,” which likely would be incurred by the 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.*

- Encourage compact growth inside the Growth Area Boundary (GAB) through zoning and the provision of services  
*No Fiscal Impact*
- Maintain separation between the Community Planning Areas (CPAs) through land preservation, zoning, and planned infrastructure provision  
*No Fiscal Impact*
- Identify sites for infill development and pursue incentives for redevelopment of these properties  
*No Fiscal Impact*
- Work with the City of Westminster to implement the goals and objectives contained in the Growth Management chapter of their comprehensive plan to coordinate and improve growth

management tools such as annexation, adequate public facilities, and zoning

*No Fiscal Impact*

- Set aside appropriate locations for large blocks of land to be zoned Industrial and/or Employment Campus  
*No Fiscal Impact*
- Rezone Industrial land that has become dominated by commercial uses to a business zone to encourage higher quality commercial development rather than piecemeal conditional use development  
*No Fiscal Impact*
- Develop commercial design guidelines to encourage shopping center design that promotes architectural diversity, a mix of uses, pedestrian-friendliness, clustering of uses, and interconnection with adjacent shopping areas (if feasible) to avoid an abundance of strip shopping centers and to promote trip-sharing practices  
*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.*
- Create “gateways” at key locations to highlight the approach to Westminster’s Main Street  
*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.*

## **Maps**

- 1 *Existing Use of Land*
- 2 *Carroll County-Owned Land*
- 3 *Current Zoning*
- 4 *1985 Land Use Designations & CPA*
- 5 *2007 Land Use Designations & Growth Area Boundary*
- 6 *2007 Land Use Designations (City and County Combined)*
- 7 *Smart Growth Priority Funding Areas*

