

Freedom Community Comprehensive Plan 2018



Community

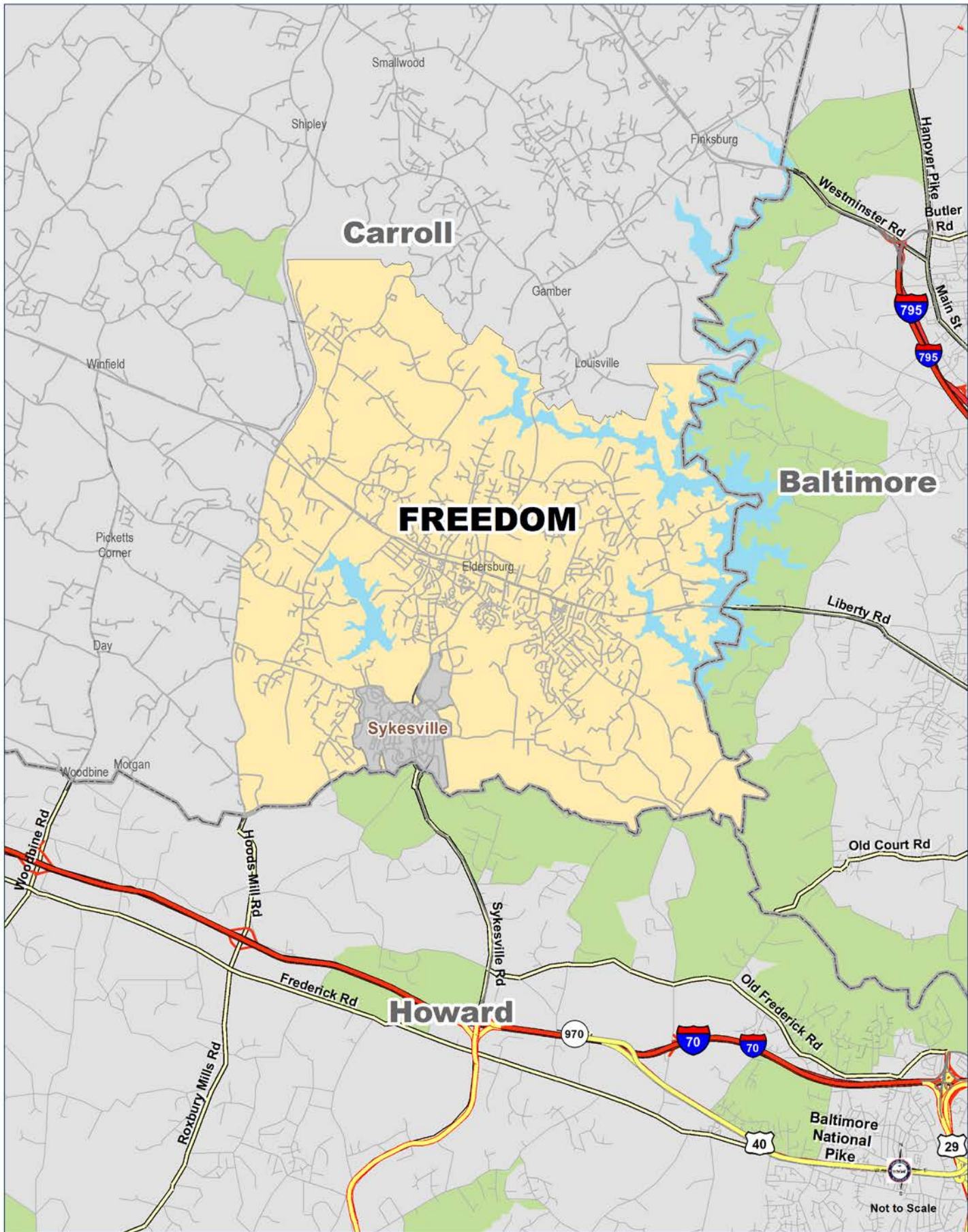
A Crossroads



Adopted by the Board of
County Commissioners

October 10, 2018





Carroll

Baltimore

FREEDOM

Sykesville

Howard

Baltimore
National
Pike

Not to Scale

RESOLUTION No. 1035 -2018

**A RESOLUTION ADOPTING THE
2018 FREEDOM COMMUNITY COMPREHENSIVE PLAN**

WHEREAS, Carroll County adopted the Freedom Mini Plan in 1977, and an amended Plan was adopted in 2001; and

WHEREAS, § 3-203 of the Land Use Article of the Annotated Code of Maryland provides for the periodic review of plans by jurisdictions; and

WHEREAS, the Planning and Zoning Commission and Department of Planning staff worked together over the course of 36 months to develop an update to the Freedom Plan (“the Plan”), which included numerous opportunities for public review and comment, including a 60 public review period and public hearings on June 8, 2017 and June 20, 2017; and

WHEREAS, the Planning and Zoning Commission formerly approved the revised Plan on July 18, 2017 and forwarded the Plan to the County Commissioners on July 28, 2017; and

WHEREAS, the County Commissioners remanded the Plan to the Planning and Zoning Commission on October 3, 2017; and

WHEREAS, the County Commissioners rescinded their decision to remand the Plan on August 23, 2018, and pursuant to § 3-204(c)(4)(ii) extended their consideration period for an additional 60 days due to exigent circumstances; and

WHEREAS, the County Commissioners revised the Planning and Zoning Commission’s proposed Plan and held a duly advertised public hearing on October 3, 2018.

NOW, THEREFORE, BE IT RESOLVED this 10th day of October, 2018, that the County Commissioners, following a careful and deliberate review, do hereby formally **ADOPT** the **2018 Freedom Community Plan** in the form attached hereto.

THE COUNTY COMMISSIONERS
OF CARROLL COUNTY, MARYLAND,
a body corporate and politic of the
State of Maryland

ATTEST:



Shawn D. Reese, County Clerk



Dennis E. Frazier, President (SEAL)



Stephen A. Wantz, Vice-President (SEAL)



C. Richard Weaver, Secretary (SEAL)




J. Douglas Howard, Commissioner (SEAL)



Richard S. Rothschild, Commissioner (SEAL)

Approved for legal sufficiency:



Timothy C. Burke
County Attorney

Acknowledgements

The 2018 Freedom Community Comprehensive Plan is the culmination of many months and years of hard work by County staff, Planning & Zoning Commission members and the Board of County Commissioners. The result is this document. We would like to thank everyone involved for their efforts. This plan could not have been completed without their help.

Board of County Commissioners

Dennis E. Frazier, President
Stephen A. Wantz, Vice President
C. Richard Weaver, Secretary
J. Douglas Howard
Richard S. Rothschild

Roberta Windham, County Administrator

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TEAMWORK

Alone we can do so little.
Together we can do so much.

Helen Keller

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Element 1: From Freedom's Past to Freedom's Future

Geographical Location

The Freedom Community Planning Area (CPA) is located in southeastern Carroll County, and is comprised of approximately 28,901 acres, or 45.15 square miles. It contains the county's largest Designated Growth Area (DGA), most of which lies in the Priority Funding Area (PFA). Morgan Run, a branch of the Liberty Reservoir, forms the northern boundary; the Liberty Reservoir and Baltimore County line delineate the eastern boundary; the South Branch of the Patapsco River and Howard County line demarcate the southern boundary; and MD 97 defines the western boundary. The unincorporated community of Eldersburg, located at the crossroads of MD 32 and MD 26, is the geographic center of the Freedom CPA. Freedom lies within Election District (#5) and Election District (#14). The locational map, EL1_Map1, shows Freedom's proximate location within Carroll County.

Below is the rationale for updating the 2001 Community Comprehensive Plan (CCP), as well as key recommendations from the 2018 Freedom CCP. Following these key recommendations is a discussion on history and governance, and changes since the 1990 and 2000 Censuses, as well as since the 2001 Freedom CCP, including the 2010 Census. Note: The name of the document that updates the 2001 Freedom Community Comprehensive Plan will be referred to as the 2018 Freedom Community Comprehensive Plan, and will be referred to as such hereinafter.

Rationale for Updating the 2001 Freedom Community Comprehensive Plan

The Carroll County Department of Planning is updating the 2001 Freedom CCP to meet the Annotated Code of Maryland (Land Use Article) requirement for periodic review of master plans, and in this case, a small area plan, every ten years.¹ Since the Adoption of the 2001 Plan, significant changes in state law and circumstance have occurred that warrant the Plan's revision. These changes include:

- The amendment of the Land Use Article to include a requirement for additional elements;

¹ §3-301.

- (a) At least once every 10 years, each planning commission shall review the comprehensive plan and, if necessary, revise or amend the comprehensive plan to include all:
- (1) the elements required under Subtitle 1 of this title; and
 - (2) the visions set forth in § 1-201 of this article.

- The amendment of the visions set forth in the Land Use Article;
- An increase in the population and number of housing units in the Freedom CPA that is not in line with 2001 Plan projections²;
- The release of census data for 2000 and 2010, as well as American Community Survey (ACS) data through 2015;
- Numerous commercial rezonings and conditional use approvals in the MD 26 corridor;
- The construction of a new high school and senior & community center, expansion and construction of several area parks, and renovation of the library;
- Capacity enhancing and intersection improvements to portions of MD 26 and MD 32;
- The development of a Municipal Growth Element (MGE) for the Town of Sykesville;
- Significant changes to the water supply and sewer service capacity and conditions in the Freedom CPA;
- Adoption of a new Carroll County Water and Sewer Master Plan; and
- Adoption of a new Carroll County Master Plan and Town of Sykesville Master Plan.

Priority Implementation Steps

- Completion of the update to the county's Zoning Code within 18 months of Adoption of this Plan.
- Encourage and engage a citizens' community advisory group.
- Review and revise development review requirements to ensure consistency with county plans.
- Conduct a comprehensive traffic study for the Freedom area.
- Update the Carroll County Water and Sewer Master Plan.
- Encourage participation on Planning Commission by citizens in the Freedom DGA.
- Implementation of this plan and future updates to the plan should reflect the realities of the County CIP.

² The 2001 Freedom Plan projected the population in Freedom in 2010 at 34,264, and the 2010 Census data was 30,531, a difference of over 10%. This trend carried forward to 2015, with the ACS Estimates for the Eldersburg CDP 14% lower than projected in the 2001 Plan.

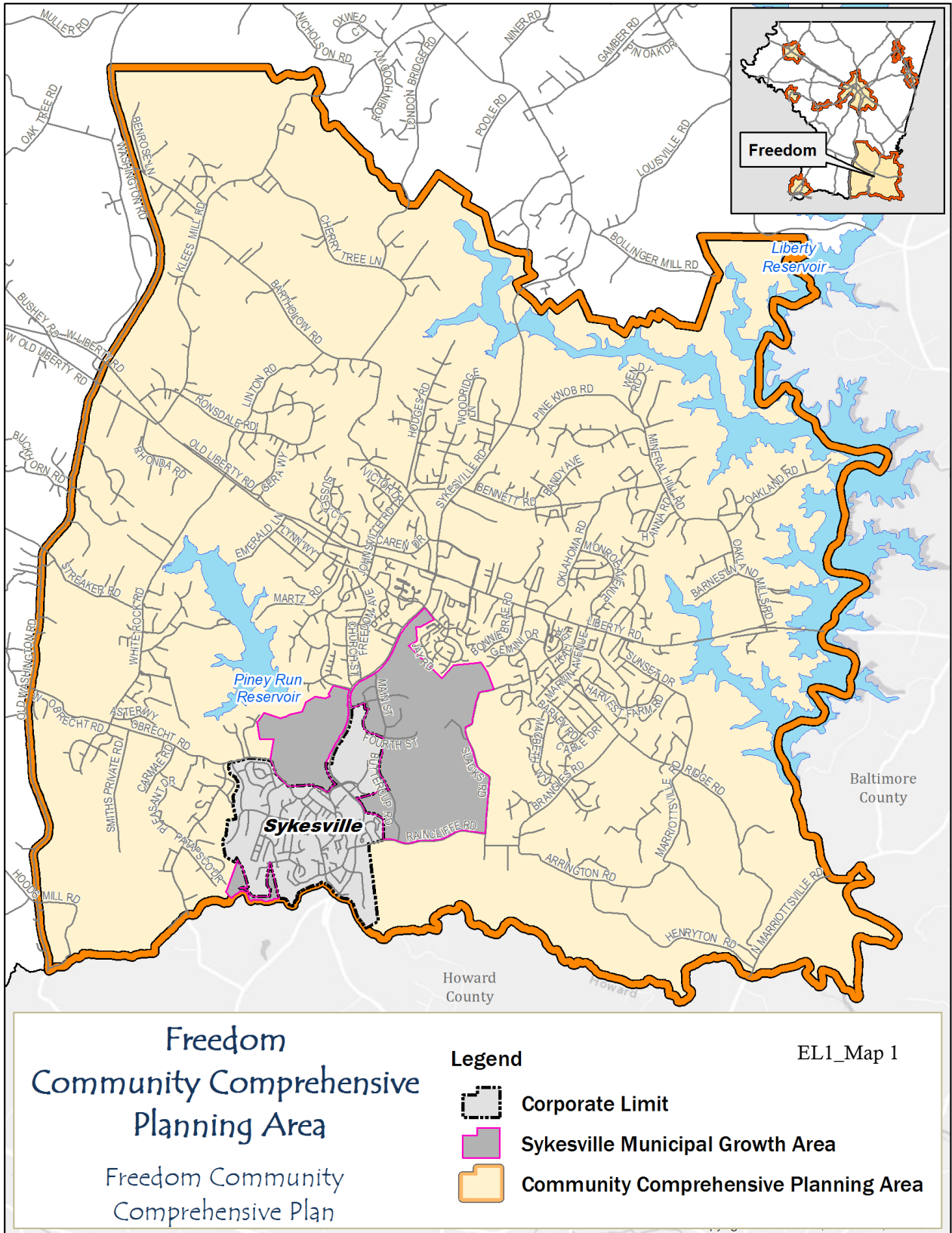
Summary of Recommendations

The following is a summary of the recommendations contained within this Comprehensive Plan. Further details regarding specific topics may be found at the end of each Element.

- Any increases in land use densities will be generally limited in order to mitigate the impact on traffic and existing infrastructure.
- Allow potential for a variety of housing types and densities to serve all ages, particularly the aging population and families with young children, consistent with the Vision Statement of this Plan.
- Recognizing that many citizens came to the Freedom Area to escape the trappings of urbanization in surrounding counties, the government will not attempt to fundamentally transform communities against the will of existing homeowners and residents. Recognizing that Freedom is a suburban/rural area, government will respect the character of the community and its neighborhoods.
- According to the Pew Research Center there is an increasing trend toward “*Generational Housing*” wherein multiple generations live under one roof. “*A record 64 million Americans live in multigenerational households.*” Freedom should remain a place that will accommodate larger homesites that can accommodate additions of in-law suites or similar improvements that enable multiple generations of families to live together. Facilitate residential infill development consistent with the character of adjacent housing in Freedom’s existing established neighborhoods, recognizing the value that many citizens place on larger lot development.
- Surgically refine intracounty multimodal transportation to better target the needs of the elderly and disabled.
- Increase the amount of land designated for commercial and light industrial uses in the areas targeted for economic development.
- Maintain a predictable, consistent and evenly applied development review process. Develop several small-scale, pedestrian-friendly, destination-oriented places through the development of vacant parcels and redevelopment.
- Address the visual appearance and lack of “sense of place” in Freedom’s commercial corridors.
- Reduce the boundaries of the Freedom Designated Growth Area (DGA) to remove state-owned conservation lands and environmentally sensitive areas.
- Investigate and establish policies, strategies, and practices to encourage cost effective redevelopment of aging, obsolete, or blighted properties.

- Promote intelligent and appropriate use of historic resources, and develop programs for the Freedom area that will encourage and enhance historic preservation.
- Identify and promote bicycle and pedestrian connections to key historic, tourism, and scenic destinations.
- Conserve sensitive area lands through existing policies and programs, and minimize the impact of development upon sensitive areas.
- Continue to improve and enhance the movement and conveyance of people and materials via the system of roads within Freedom's transportation network. Consistently implement, through the development review process and a variety of funding mechanisms, the construction on all Planned Major Streets identified in the Plan.
- Continue to aggressively pursue capacity enhancements to MD 32 and MD 26.
- Continually explore and determine the needs for Intracounty Transportation.
- Conduct small area analyses within the Freedom CPA to provide more specific right-of-way, traffic operations, and geometric design guidance for implementation of the local area network.
- Ensure that the proposed development plans are consistent with the Adopted Comprehensive Plan and Plan Elements to improve traffic flow and facilitate alternative intracounty transportation alternatives for the elderly and disabled, as well as bicyclist and pedestrian needs, to be addressed through the development review process.
- Ensure approved development does not outpace the county's ability to provide public facilities in a timely manner.
- Ensure approved commercial and residential development does not outpace the county's financial ability to provide water and sewer capacity.
- Put forward the Water and Sewer Service Area text and maps as part of the 2018 Carroll County Water and Sewer Master Plan triennial update.
- Revise the PFA boundary to reflect the sewer service area that is recommended in the 2017 Carroll County Water and Sewer Master Plan triennial update.
- Reallocate unused sewer service capacity for properties on septic systems within Sewer Service areas to potential new development.
- Periodically evaluate concurrency management standards for Emergency Medical & Fire Protection and Police Protection facilities and services.

- Develop and implement a long-term corridor enhancement project for the MD 26 business district to improve conveyance, connectivity, and increase redevelopment opportunities.
- Promote Community Investment Program (CIP) projects necessary to preserve the quality of life this land use plan seeks to preserve.
- Review, revise and amend the County Zoning Ordinance to ensure uses are consistent with the County Master Plan.



History of Freedom

Around 1750, the “Village of Eldersburg” was founded by John Elder, who was given a land grant from the King of England for as much land as Elder could stake out in 24 hours. John Elder staked an 800-acre farm named “Perseverance” on what is now known as Liberty Road. That road had been established ten years earlier as the stagecoach route between Baltimore and Frederick. Shortly after Elder staked out his land, the intersection which is known as MD 32 and MD 26 became a center of commerce containing two taverns, a blacksmith shop, and two general stores. Down the road at the intersection of MD 26 and Ridge Road were a trading post, a court house, and a turkey roost.

After the Revolutionary War, the Village of Elders was re-named to Freedom and was settled by a Mr. O’Donald. Freedom was named after the method by which lots were sold. For each lot purchased, the buyer was given an adjoining free lot. By the early 1800’s, the largest property in the County was the 3,000-acre Springfield, which was laid out for William Patterson, a prosperous Baltimore merchant. Patterson was one of the original directors of the Baltimore and Ohio Railroad. Patterson insisted that the railroad line go near his summer home in Springfield. It was from this home that his daughter Elizabeth, better known as Betsy, eloped to marry Jerome, prince brother of Napoleon Bonaparte. When her father learned of her plans, he locked her in her room. With the assistance of her mother and a family slave, she climbed down a ladder from the upper story, mounted her hidden horse, and galloped down the old Liberty Road to meet her intended. Although Betsy did marry Jerome, Napoleon later had the marriage annulled.



Jerome Bonaparte



Elizabeth Patterson

In 1825, James Sykes bought 1,000 acres of land and rebuilt an existing saw and grist mill, and later built a cotton factory. During this time, Sykesville and the Freedom area saw

tremendous growth and development. The landscape was dotted by barns, farm houses, mills, churches, and taverns. With all the growth and commerce, in 1837, Carroll County was established.

During the Civil War, the Freedom area was generally pro-South. However, the war caused a split among residents. South Carroll saw the presence of both Union and Confederate soldiers during the war, with troops traveling on Liberty and Linton Roads.

After the Civil War, the area continued to change economically and in population. Perhaps the most notable change was that of the Springfield Estate. In 1894, John Hubner, State Senator from Baltimore County, led a committee which was concerned about the more than 1,000 mentally ill persons in the jails and almshouses throughout the state. The Senator introduced a bill to establish a “second hospital for the insane of Maryland,” which was passed by the General Assembly. A sum of \$100,000 was appropriated to acquire land for the project. Using this money, a total of 728 acres was purchased from the Patterson-Brown Estate, and in 1896 patients were first received at the new Springfield Hospital. Springfield had gone from housing the rich and famous to housing the mentally ill. Over time, Springfield became one of the largest employers in the County.

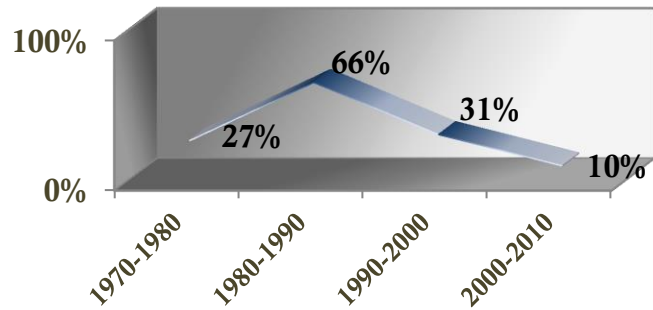
In the early 1900's, growth continued in the Freedom area. Liberty Road was a paved road, ten-feet wide and intersected with MD 32. In 1921, George Ruck bought all the materials from Western Electric Company to put electricity into parts of the Freedom area. Churches continued to be built. The area seemed prosperous until the depression hit, causing land prices to slide to \$22 per acre in some parts of the district.

Some aspects of the past continue to the present. The intersection of MD 32 and MD 26 remains at the center of commerce, even as it did in colonial times. The Liberty Road corridor continues to be used as the major east-west route through the area, just like it was traveled by soldiers during the Civil War. The use of the Springfield property continues to be a topic of discussion, as it was during the late 1890's.

Changes in the Freedom Community Since 1990

- Below is a highlight of changes that have occurred in Freedom since 1990, and also since the Adoption of the 2001 Freedom CCP. For a more detailed discussion regarding the changes, see Element 4 of this document.

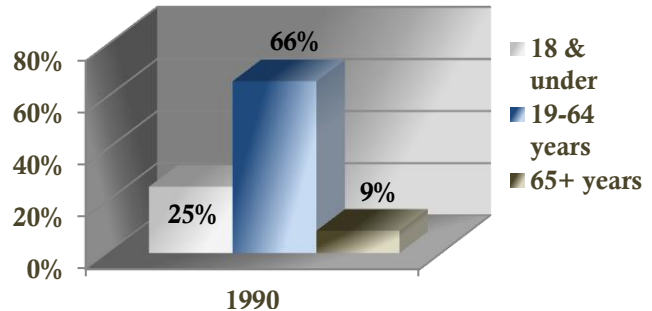
Freedom Designated Growth Area
Percent Change in Population
1970-2010 Census



Selected Census Characteristics 1970 - 1990

- Population Growth:**³ Between 1970 and 1980 the population grew 27%, from 10,076 people to 12,777 people; and between 1980 and 1990, the population grew 66%, from 12,777 people to 21,174 people.
- Gender:**⁴ The male/female ratio remained an approximate fifty/fifty split between 1970 and 1990.

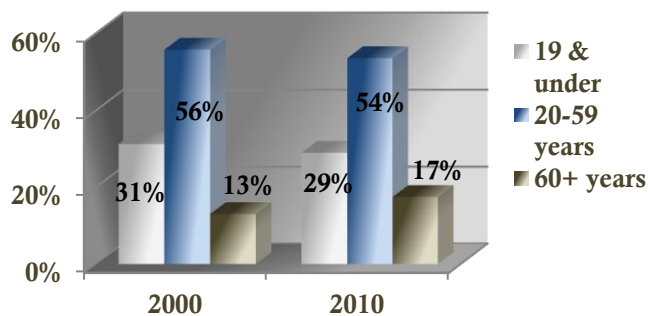
Freedom Designated Growth Area
Age Distribution
1990 Census



1990 - 2010

- Population Growth:** Between 1990 and 2000, the population grew 31%, from 21,174 people to 27,741 people; and between 2000 and 2010, the population grew 10%, from 27,741 people to 30,531 people. From 1970 to 2010, the population grew 203%, from 10,076 people to 30,531 people.
- Race:**⁵ In 1990, the non-white population accounted for 5.6% of Freedom's population. In 2000, it decreased slightly to 5.4%, and in 2010, increased again to 7.6% of the population.
- Age:**⁶ Population shifts indicate younger adults are moving out of Freedom and Carroll County, while older people are staying and/or relocating to Freedom. The age-segment

Freedom Designated Growth Area
Age Distribution
2000 & 2010 Census



³ 1990 census data: 2001 Freedom Community Comprehensive Plan, 2000 and 2010 census data.

⁴ 1990 census data: 2001 Freedom Community Comprehensive Plan, 2000 and 2010 census data.

⁵ 1990 census data: 2001 Freedom Community Comprehensive Plan, 2000 and 2010 census data.

⁶ 1990 census data: 2001 Freedom Community Comprehensive Plan, 2000 and 2010 census data.

18 years and younger represented 25.4% of the population in 1990. The same age-segment represented 31% in 2000 and 29% in 2010⁷. In 1990, the age-segment 19-64 years represented 65.8% of Freedom's population. The similar age-segment, ages 20-59, represented 56% in 2000 and 54% in 2010. In 1990, the age-segment 65 years+ represented 8.7% of Freedom's population. The age-segment 60 years+ represented 13% in 2000 and 17.5% in 2010. Between 2000 and 2010, the 30-39 years population segment decreased while all others increased.

- **Gender:** The male/female ratio is approximately a 50/50 split from 1990 to 2010.
- **Housing Growth:** The number of housing units grew 21.0% between 1990 and 2000, from 7,754⁸ housing units to 9,382⁹ housing units; and 15.6% between 2000 and 2010, from 9,382 housing units to 10,844¹⁰ housing units.
- **Household Size:**¹¹ The average household size in 1990 is unavailable. In 2000, the average household size was 2.92 persons per household, and by 2010, it had decreased to 2.85 persons per household.
- **Vacancy Rates:** While modest compared to surrounding jurisdictions, housing vacancy rates increased from 1%¹² in 1990 to 2.6%¹³ in 2000 to 2.7%¹³ in 2010.
- **Education:** Almost 24% of the population had bachelor degrees or higher in 1990; in 2000, the percentage jumped to 32.9%¹⁴; and in 2011-2015 (2010 census data was unavailable), the percentage rose further to 42.3%¹⁵.
- **Income:** In 1990, 6%¹⁶ of the households earned more than \$100,000; in 2000, 24.9% of Freedom's households earned more than \$100,000; and in 2011-2015, 53.0% of the households earned more than \$100,000.

⁷ Note: Between 1990 census and 2000 census, age-segments were changed. In 1990, census data was aggregated 18 years and under; in 2000, it was aggregated 19 years and under. In 1990, 65 years+ was one age-segment; in 2000, the age segment became 60 years+. For comparison purposes, this data was compiled to best represent the age-segments from both the 1990 and 2000 census data sets.

⁸ 2001 Freedom Community Comprehensive Plan

⁹ 2000 Census Data

¹⁰ 2000 and 2010 Census Data

¹¹ 2001 Freedom Community Comprehensive Plan, 2010 Census Data

¹² 2001 Freedom Community Comprehensive Plan

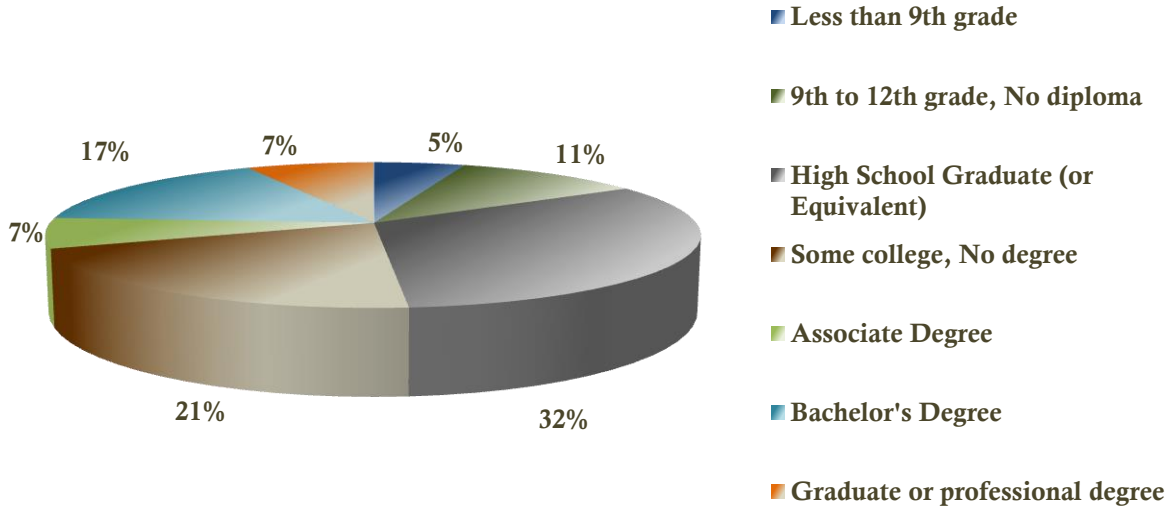
¹³ 2001 Freedom Community Comprehensive Plan, 2000 Census

¹⁴ 2000 Census Data

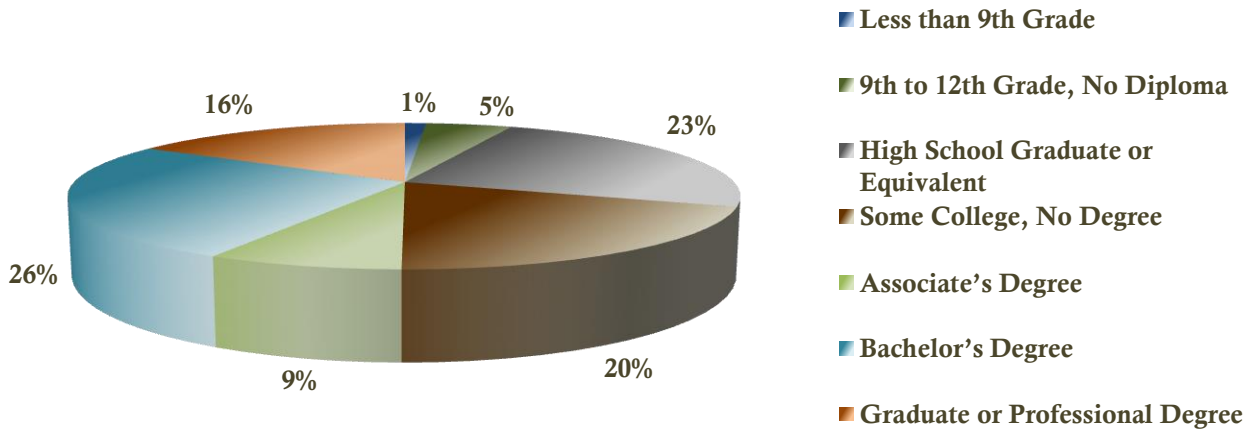
¹⁵ American Community Survey 5-Year Estimates '11-'15

¹⁶ 2001 Freedom Community Comprehensive Plan, 2010 Census Data, American Community Survey 5-Year Estimates '11-'15

**Freedom Planning Area
Education Attainment of Population Age 25+
1990 Census**



**Freedom Planning Area
Education Attainment of Population Age 25+
American Community Survey 2011-2015**



Since the 2001 Freedom Community Comprehensive Plan

Land Use Related Changes

- Rezoning of several parcels adjacent to or near the Central Maryland Distribution Center off of MD 26 at MD 97 to Restricted Industrial to encourage business uses.
- Rezoning of several parcels within the MD 26 corridor, which is the commercial area in the heart of Freedom.
- The redevelopment of the Liberty Exchange from a golf center to a ten building 225,000 square foot mixed use business community located one and one-half miles west of the intersection of MD 26 and MD 32.
- Ongoing concurrency management efforts via the Adequate Public Facilities Ordinance to keep pace with school facility needs, water capacity demands, and the need for development-related road projects.
- Annexation of two parcels (70 acres) in the Warfield Complex into the Town of Sykesville.
- The development of a MGE for the Town of Sykesville identifying potential/future annexations and the demands those annexed lands will place on infrastructure and services.
- The redevelopment of Carrolltowne Mall.

Transportation Changes

- Capacity improvements to the MD 26 and MD 32 intersection.
- Dualization of MD 32 from Route 70 to north of MD 99 (Old Frederick Road) and from Piney Ridge Parkway to MD 26.
- Construction of Dickenson Road between Hemlock and Oklahoma Roads.
- Intersection improvements at MD 26 and Klee Mill Road; and Raincliffe and Sandosky Roads at MD 32.
- Widening of MD 26 west of Emerald Lane to west of Linton Road.
- Bridge repair/renovations on MD 26 at MD 97, MD 97 at Morgan Run, and MD 32 at Liberty Reservoir; MD 26 at Liberty Reservoir; Piney Run Bridge to the east of Springfield property; and reconstruction of bridge over MD 97.
- Traffic light installation on MD 32 at Piney Ridge Parkway; and on MD 32 at Freedom Avenue.
- Pedestrian crossings/improvements on MD 32 at Piney Ridge Parkway; and Springfield Avenue and MD 32.
- Sidewalk installation on the east side of MD 32 between Londontown Boulevard and Progress Way.
- Bicycle lanes incorporated at MD 26 and Klee Mill Road and geometrical improvements at Klee Mill Road.
- Intersection improvements at Springfield Avenue and MD 32.
- Paving of Slacks Road.
- Expansion of walking trails in the Town of Sykesville and the Warfield Complex.
- Access improvements made on Raincliffe Road at the entrance to Freedom Regional Park.
- Improvements made to MD 26 between Emerald Lane and White Rock Road.
- Left turn signal phasing at W. Hemlock Drive.

Water Supply Changes

- Negotiated with Baltimore City for increase of Liberty Reservoir withdrawal allocations at a negotiated price structure. Funding is underway to replace all membrane filters at the water treatment plant (WTP) in FY19.
- Completed upgrades that more than doubled design capacity of the county's Liberty Reservoir water treatment plant.
- Increase of water supply by bringing the new Fairhaven well on-line. Development of additional and lower cost water capacity through county-owned reservoir and wells in the vicinity of Springfield property and Freedom Park for future use.
- Funding is underway to perform a comprehensive study of the Freedom water distribution system to identify and plan to correct hydraulic differences in the system.
- Addition of a new asset management system to identify and schedule future capital projects to repair, rehabilitate and replace assets.

Sewer Service Changes

- Continue to fund capital projects to meet current and future flow demands.
- Addition of an asset management system was implemented to identify and schedule projects to rehabilitate the Freedom sewer service area's (SSA) 3,000 sanitary sewer manholes where necessary. The funding for this project will address 25 to 40 manholes annually.
- Emergency line replacements and line stabilization have occurred within the Town of Sykesville. Sewer assets are expected to be replaced on MD 851 (Main Street and Springfield Avenue) as part of the upcoming MD State Highway Administration (SHA) streetscape project. Design started in FY16.
- Enhanced Nutrient Removal (ENR) upgrades are underway to the Freedom Wastewater Treatment Plant (WWTP) to meet new bay nutrient effluent limits, and are expected to be completed by the first quarter of FY18.
- A study of the Freedom sewer collection system to identify needed technology, efficiency and/or capacity improvements, and identification of infiltration and inflow issues has been funded for completion with results expected in FY 2019.
- Construction is underway to line sanitary sewer mains for the purposes of increasing the life of the sewer mains by sealing the joints and cracks with a continuous liner to stop tree roots and infiltration and inflow from damaging the system. Construction commenced in FY12 and will continue for years to come. More lines will be identified as video inspection work is completed.
- Funding is underway for engineering plans to replace the Town of Sykesville's current cast iron water mains and clay sanitary sewer lines. Engineering is expected to start in FY17; construction is expected to begin in FY19 and continue through FY26.
- Schoolhouse Pump Station and Force Main Project that will replace Relief Sewer No. 10.

Other Public Facilities and Services Changes

- The South Carroll Senior and Community Center opened in November 2009.
- The Eldersburg Branch Library was renovated in 2004.
- Freedom's five elementary schools (Carrolltowne, Eldersburg, Freedom, Linton Springs and Piney Ridge) have undergone additions/renovations since 2006.

- Sykesville Middle School was expanded in 2000.
- Century High School was constructed in 2000 and opened in 2001.
- Piney Run Park was improved with a new auxiliary classroom, and the gatehouse and boathouse were renovated.
- Freedom Park facilities were expanded and improved to create an additional multipurpose field, climbing wall and enhanced picnic facilities.
- Old Liberty Road Park was opened in 2002.
- The 130-acre Krimgold Park property was purchased in 2002, which will increase the service level to Freedom residents once fully developed.
- Obrecht Road Park was designated as a county park in 2004.
- Beginning in 2001, the Sheriff's Department and MD State Police in the Law Enforcement Office co-located in the Eldersburg Branch of the Carroll County Public Library. Local and regional patrols were coordinated from this location.
- Between 2001 and 2003, the Sheriff's office maintained a community policing presence in a small storefront space within the Carrolltowne Mall. The office closed during preparations for site redevelopment.
- A new South Carroll satellite Sheriff's office opened on Liberty Road in 2014.
- Reconstruction of the Sykesville-Freedom fire station occurred following the 2010 roof collapse and fire.
- The replacement of the 800 MHz radio analog system to a new digital system that serves the dispatch and two-way wireless communications needs of police, fire, ambulance, and other government agencies.
- The 2007 goals regarding the Carroll County Public Network (CCPN) high-speed, fiber-optic network were completed to service 131 government facilities throughout the County.
- Provision of technology infrastructure, a fiber-optic network to support employment uses and redevelopment.

Water and Other Natural Resources Changes

- As required by the county's National Pollutant Discharge Elimination System (NPDES), Phase I Municipal Separate Storm Sewer System (MS4) permit, watershed assessments were completed for the watersheds within the Liberty and South Branch of the Patapsco watersheds. These assessments assist with identifying and prioritizing locations for project implementation to be included in watershed restoration plans to achieve pollutant reductions for Total Maximum Daily Loads (TMDLs) associated with local stream segments.
- The county's well monitoring program, which provides well level data, has been expanded.
- Between 2007 and 2015, the county retrofitted 28 stormwater management facilities and added six new facilities in the Liberty Reservoir and South Branch Patapsco watersheds. A total of 14.3 acres of stream buffers have been planted in the Liberty Reservoir watershed, and 12.0 acres were planted in the South Branch Patapsco watershed.
- In 2004, seven County Code chapters were updated to incorporate changes to state laws and regulations and to modernize requirements based on current accepted practices.

- The Piney Run Watershed Management Plan was completed.
- The SHA completed reforestation projects near the upper reaches of Morgan Run along MD 26 and MD 97 to improve infiltration of roadway runoff.
- The Water Resource Coordination Council (WRCC) was formed in 2007 to provide a mechanism for cooperative problem solving regarding critical water resource management issues facing the county and municipalities.
- A Water Resources Element (WRE) was Adopted in 2010, applicable to both Freedom and the Town of Sykesville, which provides valuable information regarding water supply availability and wastewater capacity.
- The Bay and several local TMDLs were completed.

Government Structure and Finances

Governance & Finances

Currently, five County Commissioners elected by district to four-year terms govern all of the unincorporated portions of Carroll County. With authority and responsibilities authorized by state enabling legislation, the Board of Carroll County Commissioners (BOCC) serves as both an executive and legislative body. Several Commissioner-appointed boards carry out a variety of the county's government functions. These bodies include the County Planning and Zoning Commission, the County Economic Development Commission, the Environmental Advisory Council, the Agricultural Land Preservation Board, and the County Parks Advisory Board. By fulfilling their designated duties, all of these groups have some influence over the growth and development of the Freedom area. The separately incorporated Town of Sykesville also lies within Freedom's geographic boundaries. An elected Mayor and Town Council govern the Town with powers and duties derived through its municipal charter. Those powers include land use and zoning authority and require development and adoption of a separate master or comprehensive plan. Accordingly, the portion of Freedom included in the Town of Sykesville's corporate boundaries is not included in this Plan. As of the drafting of this Plan, Sykesville adopted its current Master Plan in early 2011, and updated it in 2014. It includes a MGE addressing planned future growth beyond its current boundaries to include land surrounding the Fairhaven Retirement Community; lands adjacent to the Piney Run Park in hopes of gaining access for a future trail connection into the park; the current FEMA Headquarters property on Johnsville Road and MD 32; the Verizon telecommunications service station at Macbeth Way/MD 32; the Humphries Property adjacent to the town's Raincliffe Subdivision; and the State Police training grounds.¹⁷ Since the Town of Sykesville's Master Plan update adoption, the town has acquired the Martin Gross Area of the Warfield Complex, which comprises twelve vacant buildings on the Warfield Complex site and several adjacent parcels.

Following the 2010 Census and the decennial redistricting in 2011, Freedom area citizens elect state representatives from Legislative Sub-District 9B and federal representatives from the 8th Congressional District. The community is represented by one Senator and one Delegate in the State Legislature in Annapolis and in Congress by two Senators and one

¹⁷ Town of Sykesville Master Plan 2010, pp. 8-6 - 8-7

member of the House of Representatives.

Carroll County's General Fund receives revenues from over 120 sources including taxes, permit fees, state aid, user fees and investment income. Over several annual budget cycles, approximately 85.7% of revenue comes from Real Property and Income Taxes. Collectively, ordinary business taxes, property recordation taxes, utility and railroad taxes, contribute between 6% to 7% in an average year to the available General Fund balance.

Infrastructure and public services provided in Freedom include roadway improvements, water and sewer services, schools, police and fire protection, snow removal, libraries, street lighting, park services, maintenance, and general government. Several of these services and facilities are funded through individual proprietary funds to enable capital costs to be recovered through user service charges or fees. Systems and services which are provided by the existing proprietary enterprise funds include:

- Wastewater treatment operating funds through the Septage Enterprise Fund
- Provision of water and sewerage systems are funded through the Bureau of Utilities Fund
- The Solid Waste Enterprise Fund provides operating funds for the county-managed landfill and solid waste disposal systems
- The development and operation funding of the inter-county fiber optic “backbone” network infrastructure has been provided by the Fiber Network Enterprise Funds

Other operation and service costs are furnished through other funds including a Capital Project Fund to cover other types of major facilities or construction; Special Revenue Funds where monies generated are dedicated to specific purposes via grants, development impact fees, agricultural transfer taxes, or the Hotel Rental Tax which funds promotion and tourism outreach. Current budget information and detailed background information is available via: <http://ccgovernment.carr.org/ccg/budget/>.

Town of Sykesville

Sykesville's 1904 incorporation followed almost 80 years of growth and evolution as a local center of commerce and trade. The community's siting along the nation's first railroad, the Baltimore & Ohio Railroads' "Old Main Line," as well as the milling and industrial opportunities afforded along the South Branch of the Patapsco prompted significant investments and resulting growth. Sykesville's economy and stature further elevated in the early 1890's by selection of the adjacent lands as the site for Springfield State Hospital, prompting the need for powers conveyed to an organized municipality. The town's charter directs its governance; executive and enabled legislative duties are executed by a Mayor and Council elected to serve four-year terms. A professional Town Manager, hired by the Mayor and Council, implements Sykesville's policies, codes, and oversees daily operations. The town's structure includes a Police Department, a Public Works Department, the Old Main Line Visitor's Center and Post Office, the Historic Colored Schoolhouse (a living history site), the Gatehouse Museum and the Town House Administration. Administrative positions, in addition to the Town Manager, include the Town Clerk, Town Treasurer, Administrative Assistant, and Economic Development/Main Street Manager. Citizen

volunteers serve Sykesville in several key appointed capacities and in a wide variety of advisory roles. Residents may seek appointments to serve on the Planning and Zoning, Historic District, and Ethics Commissions, as well as the Economic Development and the Parks and Recreation Committees, and, as needed, on the Boards of Zoning Appeals, and Elections. The appointed members of the Sykesville Main Street Association Board, as well as its four standing volunteer committees, advise and assist with Main Street project implementation.

Sykesville's downtown is a vibrant historic town center offering a variety of retail, office, restaurant, and service businesses as both a destination and a community center. The town is an officially designated National Main Street and Maryland Main Street Community. In July 2012, it received state Sustainable Community designation. This designation allows for various infrastructure investments and support for economic development activities. The Sykesville Main Street organization and the Sykesville Business Association represent the business community.

Between 1990 and 2000, town population grew more than 80%¹⁸; during the decade from 2000 to 2010, that rate slowed to just below 6%. As of April 2010, the U.S. Census Bureau recorded the town's population at 4,436 residents. Sykesville's residents enjoy a unique diversity of housing stock in comparison to both the Freedom CPA and Carroll County. Residential opportunities include a broad range of sizes and costs for apartments, townhouses, and historic homes as well as contemporary single-family homes. Sykesville's senior housing also offers a range of choices for senior living. Current options include the age restricted Village House, opened in 2001; Fairhaven Life Care Retirement Community, opened in 1980; and Copper Ridge, a facility for persons with Alzheimer's disease, opened in 1994. Other town amenities include South Branch Park, Centennial Park, Little Sykes Railway Park, Millard Cooper Park and pedestrian tunnel linking to the Warfield Complex and its trail network, a linear park with a walk/bike trail, several open space areas, and tot lots with play equipment all in recently-developed neighborhoods. The town also has redeveloped and expanded its police station, constructed the Old Main Line Visitor Center & Post Office and operates two historic public properties: the Sykesville Gatehouse Museum and the Historic Colored Schoolhouse.

While the Town of Sykesville does fall within the boundaries of the Freedom DGA, it is an autonomous jurisdiction. Therefore, this plan does not apply to the town; the town has its own adopted comprehensive plan for the area within the town limits. The Town Sykesville Master Plan update may be found at <http://sykesville.net/minutes/MasterPlan.pdf>.

¹⁸ 1990 Census population of 2,342 people and 2000 Census population 4,197

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Element 2: Plan Purpose & Legislative Authority

Plan Definition & Purpose

The purpose of this Community Comprehensive Plan (CCP) is to provide a framework that guides the future development of the Freedom Community Planning Area (CPA), which includes the county's largest Designated Growth Area (DGA). Designated Growth Areas are smaller geographic portions of the county where significant development and redevelopment is planned to occur and infrastructure is present to facilitate it. The nine DGAs in Carroll County, including Freedom, were established in the 1964 County Master Plan, and reaffirmed in every subsequent land use plan. This is consistent with the most recent Carroll County Master Plan (Adopted in February of 2015), which calls for the majority of the county's new development to be located in areas such as DGAs that have the infrastructure to support these types of activities.

Community comprehensive plans are prepared so that land use planning is evaluated at the DGA defined local scale. The Freedom DGA is unique compared to most of the county's DGAs in that the county's eight municipalities lie at the heart and comprise the majority of the County's DGAs. An additional circumstance that sets the Freedom DGA apart from other DGAs is the fact that the county owns and operates the water and wastewater infrastructure that services the majority of the DGA. The Freedom DGA is comprised mostly of unincorporated lands, with the incorporated Town of Sykesville located along its southern edge. Additional land surrounding most of the municipalities is identified and planned for future annexation, referred to as Municipal Growth Areas (MGAs) (formerly referred to as Growth Area Boundaries or GABs). Within the MGAs and DGAs are Priority Funding Areas (PFAs). Priority Funding Areas are areas that meet state criteria for density and provision of public sewer service, for targeting state resources, as deemed through state land management policy and legislation.

Maryland Planning Enabling Legislation & Authority¹⁹

Provided below is a summary of state enabling and planning-related legislation with which localities need to comply for comprehensive planning. For a detailed discussion of the legislation, refer to the 2014 Carroll County Master Plan found on the Carroll County Department of Planning's webpage.

Enabling Legislation

Land Use Annotated Code of Maryland (Land Use Article) - Delegates planning and land use regulatory powers to the state's municipalities, Baltimore City, and non-charter counties.

Economic Growth, Resource Protection, and Planning Act of 1992 - Encourages economic growth, concentrates development in suitable areas, and protects natural resources through

¹⁹ 2014 Carroll County Master Plan, pp. 5-15.

the establishment of eight visions. These visions were expanded to twelve visions in 2009 as part of the Smart, Green, and Growing Legislation (see below).

Smart Growth and Neighborhood Conservation Act of 1997 - Consists of several programs that formed the Smart Growth Initiatives:

- ***PRIORITY FUNDING AREAS*** - targeted areas to receive state funds for infrastructure based on availability of existing and/or planned water and sewer services, a permitted residential density of 3.5 dwelling units per acre, and designation as a growth area – residential or economic development – in a master plan.
- ***RURAL LEGACY AREAS*** – targeted areas to receive state and local funds to purchase easements in areas designated by the County or local land trust.
- ***JOB CREATION TAX CREDIT*** – an incentive based tax credit used to promote community revitalization and job creation. Eligible industries include:
 - Manufacturing
 - Transportation or communications
 - Agriculture
 - Forestry
 - Fishing or mining
 - A public utility
 - Warehousing; research
 - Development or testing
 - Biotechnology
 - Computer programming
 - Data processing or other computer related services
 - Central financial, real estate or insurance services
 - Operation of central administrative offices or a company headquarters
 - Business services firms (only located in a PFA)

State Legislation Since 2001

Numerous laws affecting planning and local government have passed since 2001. Provided below is a summary of state legislation since 2001. For a detailed discussion of the legislation, refer to the 2014 Carroll County Master Plan found on the Carroll County Department of Planning’s webpage.

House Bill 1141 – Land Use – Local Government Planning; House Bill 2 – Agricultural Stewardship Act of 2006; and House Bill 1160 – Workforce Housing Grant Program – Establishment - requires four new plan elements, though some may only apply to the County and others may only apply to municipalities. These elements are:

- A Water Resource Element (WRE)
- A Municipal Growth Element (MGE), requiring:
 - Annexations accompanied by a strategy for services and public facilities which is reviewed by the County and the Maryland Department of Planning (MDP) prior to a public hearing; and if the annexation proposed zoning is denser than the current

county zoning by 50% or more, the municipality must wait five years before rezoning the area unless it seeks a waiver of zoning from the County.

- Priority Funding Area (PFA) boundaries must be based upon the capacity of available land to accommodate growth, infill, or redevelopment at densities consistent with the master plan.
- A Priority Preservation Area Element (PPA).
- Workforce Housing Element (WHE). This is not required, and Carroll County is not pursuing participation in the Workforce Housing Grant Program; therefore, a WHE is not contained in the County's most recent Master Plan update or this Freedom Community Comprehensive Plan.

Smart, Green and Growing Legislation: SB 273/HB 294 – The Planning Visions; SB 280/HB 297 – The Smart and Sustainable Growth Act of 2009; and SB 276/HB 295 – Smart Growth Goals, Measures, and Indicators and Implementation of Planning Visions - includes three significant planning bills designed to update existing planning legislation and further enhance State and local implementation, as summarized below:

- The Planning Visions Bill (SB 273/HB 294) replaced the eight visions established in the 1992 Planning Act with twelve new visions:
 - Quality of life and sustainability
 - Public participation
 - Growth areas
 - Community design
 - Infrastructure
 - Transportation
 - Housing
 - Economic development
 - Environmental protection
 - Resource conservation
 - Stewardship
 - Implementation of the visions
- The Smart and Sustainable Growth Act of 2009 (SB 280/HB 297) defines actions that are “consistent with” or have “consistency with” a master plan as those actions that further, and are not contrary to, the plan with respect to:
 - Policies
 - Timing of implementation of the plan
 - Timing of development
 - Timing of rezoning
 - Development patterns
 - Land uses
 - Densities or intensities
- The Smart Growth Goals, Measures, and Indicators and Implementation of Planning Visions Bill (SB 276/HB 295) identifies a statewide land use goal to increase the percentage of growth within PFAs and decrease the percentage of growth outside PFAs.

Localities must provide an annual report disclosing required measures and indicators for assisting in achieving the statewide goal, including a triennial update of a jurisdiction's development capacity, and if there is a significant change in zoning or land.

- The Sustainable Growth & Agricultural Preservation Act of 2012 (SB 236), also known as the Septics Bill, requires counties to designate “tiers” that determine the amount and location of septic systems, which dictates the location of residential major and minor subdivisions, and the type of sewerage system that will serve them. Without an adopted tier map, a local jurisdiction may not authorize a major residential subdivision served by on-site septic systems, community systems or shared systems. The four tiers are as follows:
 - Tier I areas: Currently served by sewerage systems
 - Tier II areas: Planned to be served by sewerage systems
 - Tier III areas: Planned to be served by septic systems
 - Tier IV areas: Planned for conservation, prohibiting residential major subdivisions

Due to the timing of the most recent county Master Plan update, the county has not addressed the incorporation of septic tiers; however, the Town of Sykesville has mapped out its tier areas. At a minimum, until the tiers are adopted, the county must track all major and minor residential subdivisions to determine grandfathering. This will require the county to evaluate the development review process and ensure all new subdivisions are in conformance with SB 236. The county's intent is to continue analyzing the efforts of implementing tiers and incorporate the municipalities' tier areas in the future. Until tiers are established, the county is limited to only approving septic on up to seven lot subdivisions.

- The Planning Cycle – In 2013, SB 671/HB 409 increased the time period of a local government's master (also referred to as comprehensive) planning and comprehensive zoning cycle from six years to ten years to coincide with the U.S. census data; and required a five-year update, submitted with the annual measures and indicators report, to the planning commission on the implementation of the master/comprehensive plan.

Adoption and Amendment of Comprehensive Plans – Adopted in 2015, HB 919/SB 551 amended the authority of a local legislative body for a non-charter county or municipality to amend a comprehensive plan submitted by its planning commission. Specifically, the bill authorizes the legislative body to adopt, modify, remand, or disapprove all or part of a comprehensive plan submitted by its planning commission, but requires the legislative body to hold a public hearing before adopting or modifying the plan. It also authorizes the body to hold a public hearing before remanding or disapproving the plan. If remanded or disapproved, the Planning Commission is required to hold a public hearing before submitting a new recommended plan to the legislative body. Also, the legislative body is required to take action on the plan within 90 days after receipt, with up to 60 additional days if there are exigent circumstances preventing the body from acting on the plan within 90 days.

Meeting the Twelve State Visions

As discussed above and listed on the previous page, The 1992 Planning Act visions were replaced with twelve new visions in 2009 as part of the Smart, Green, and Growing Act. Below is a discussion of how the County’s Master Plan addresses the twelve visions, and how the Freedom Comprehensive Plan also addresses the twelve visions (underlined).

The 2014 Carroll County Master

The 12 State Planning Visions

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.

Plan implements the vision for **quality of life** and **sustainability** by striking a balance between directing growth to DGAs; conserving the county's rural working landscape; and prescribing a process to provide facilities and infrastructure necessary to accommodate development. The Freedom DGA is the largest area in the county to which development is directed. As such, considerable public investment is made in this area, enhancing the quality of life and sustainability for Freedom residents.

A variety of options for enhancing **public participation** are laid out in the Master Plan's Community Involvement Chapter. The county recognizes the importance of public input in Master Plan and community comprehensive plan updates, as well as the public's involvement in implementation of these documents. In addition, Town/County Agreements and state agency guidance provide effective methods for ensuring that communication continues throughout the life of the Master Plan. Several "listening sessions" were held in 2012 and 2013 to solicit public input for this Freedom DGA Comprehensive Plan, and Community outreach meetings were held in April, July, September, and December of 2016. Also, testimony was taken from interested parties at all Planning Commission worksessions. Additional opportunities for public participation are laid out in Element 3 of this Plan.

Carroll County's **Designated Growth Areas** have been identified as the most suitable areas to accommodate development since public water and sewer services are generally provided in these areas along with other essential services such as, but not limited to police, fire, emergency, libraries and schools. The Freedom DGA is the largest area in the county to which development is directed. The Freedom CCP encourages the maintenance of existing development patterns within the DGA, allowing for a mix of housing types located adjacent to and surrounding non-residential development. Non-residential development consists of commercial, retail, industrial, employment uses, and mixed uses along the major transportation routes of MD 26 (Liberty Road) and MD 32 (Sykesville Road). Cluster development is also encouraged to help protect sensitive environmental features in residential zoning districts and to promote affordability and maximize the efficient use of available lands.

Preserving and enhancing places like the county's cities and towns helps achieve defacto goals for **community design**. Goals are facilitated within the county's zoning code and subdivision regulations, but must be subject to changes based on the community's feedback and the Freedom Vision Statement. The entire process for engaging the community is to ensure the Plan reflects their input and vision. Many of the county's commercial and residential districts allow for a mix of uses and types through the Planned Unit Development ordinance and Planned Business Center. Also, a part of this plan's recommendations is the investigation and possible establishment of policies, strategies, and practices to encourage residential infill, clustering, and redevelopment, which serves to encourage a variety of densities and a more innovative site design. In addition, the Town of Sykesville is an integral part of the greater Freedom community.

Ensuring that adequate water and wastewater **infrastructure** exists to support projected needs within the county's DGAs is addressed in the WRE. The WRE analyzes the sustainability of land use policies compared to the ability to provide adequate water/wastewater systems and to restore and maintain water quality. The county's Concurrency Management ordinance requires the preparation of an annual Concurrency Management Report that analyzes the residential development activity of the past year,

assesses the available capacity of public facilities and services, and recommends ways to better achieve the stated purpose of Concurrency Management. The WRE and the county's Concurrency Management ordinance apply to land within the Freedom DGA boundaries and the Town of Sykesville, as well as throughout the county, ensuring public infrastructure and services keep pace with development within the county's jurisdiction.

The Master Plan's chapter (referred to as Elements in this plan) on **transportation** contains recommendations for initiatives that will improve or maintain the viability and efficiency of the county's transportation network. Much of the plan is grounded in fiscal responsibility and the need to focus on system preservation and connectivity. Transportation recommendations in the Freedom DGA address connectivity issues among residential transportation networks, which forces traffic onto the main traffic routes of MD 32 and MD 26, resulting in increased traffic congestion along segments of these roadways. Addressing these challenges is likely to improve the Freedom DGA's transportation viability and efficiency, and enhance economic development appeal.

The need to allow adequate and varied **housing** for the residents of Carroll County is expressed in the plan in several ways.

Economic development is vital to Carroll's economy and tax base. Therefore, the Master Plan also addresses measures to ensure that economic development consistent with the state's visions is encouraged. The plan goal is for commercial and industrial uses to increase from 12% to a minimum of 15% of the tax base as new development occurs. A more balanced tax base will help the county provide needed services. An increased economic development base will also bring jobs to the county without placing an undue share of the tax burden on county residents. This concept is integral to the recommendations in Element 6, which include designating more land for nonresidential uses, where appropriate, and improving development review processes to promote economic development.

The vision to safeguard and manage natural resources through **environmental protection** and **resource conservation** is expressed in the Master Plan in several ways. The practice of directing growth to DGAs may reduce land consumption in rural areas and help to protect sensitive environmental features by limiting the geographic extent of the impacts of development. The plan also defines and addresses sensitive areas required by the Land Use Article and as modified by 2006 legislation. In addition, the WRE explores ways to achieve a sustainable balance between planned growth and the ability to provide drinking water, identifies wastewater limitations and measures to offset those limitations, and addresses water quality issues through strategies to address nonpoint sources. Reasonable development within the Freedom DGA affords greater protection to environmental resources in the county by shifting growth pressures away from these resources and into areas with existing water and sewer capacity. Within the DGA, wellhead protection areas provide protection for wellheads and the groundwater that feeds them, and surface watershed areas provide protection to Piney Run and Liberty Reservoirs, and thus to drinking water quality. Additionally, the process to develop the WRE also identified the nutrient cap and design capacity as limitations of the wastewater system to providing service at build-out of the Freedom DGA.

The longstanding commitment of the county and the eight municipalities to provide

stewardship of land and resources is evidenced through redevelopment within the municipalities and their surrounding growth areas while maintaining the rural landscape beyond these areas. The combined recommendations related to land use, environmental protection, resource management, concurrency management, and public facilities result in a balanced and efficient plan for the County's future. *The recommendations in Elements 7, 9 and 10 further facilitate this vision.*

The Master Plan addresses the vision for **implementation** in a multifaceted way in which all property owners and citizens may be involved. Numerous recommendations aim at improving the policies, programs, and funding necessary for the Master Plan to be implemented as envisioned. *This plan also contains numerous recommendations that further this implementation vision.*

The Planning Process

The 1977 Freedom Community Planning Area Comprehensive "Mini" Plan was updated in 2001. In 2007, the Department of Planning started the update process by developing an outreach strategy. In September, 2012 and June, 2013, listening sessions were held in the Freedom community. In July of 2014, the update of the 2001 Freedom Community Comprehensive Plan commenced with staff updating various aspects of the Plan in preparation for further public outreach and community involvement, as well as review by the Planning Commission. In September, 2015, the Department of Planning began reviewing draft Elements with the Planning Commission at their regularly scheduled public meetings and worksessions. Public comment was solicited at all meetings. The Elements were reviewed following a five-step process that included Distribution to the Planning Commission of the draft Element; Checkpoint, which included requests for further information and discussion of general direction; Worksession on the specific content of the Element; Concurrence by the Planning Commission on the draft/revised Element, and posting on the county website for review; and Endorsement of the Element after 30 days, indicating preliminary approval of the Element. This process continued for each of the 11 Elements through March 21, 2017. On April 27, 2016, the Department of Planning conducted a public meeting at the South Carroll Community and Senior Center. Approximately 200 residents of the Freedom Area attended this meeting. On July 13, 2016, another public outreach meeting was held at Liberty High School, with approximately 90 people in attendance. A third community outreach meeting was held on Saturday, September 24, 2016 at Oklahoma Road Middle School, with approximately 57 people in attendance. On December 5, 2016, a fourth community outreach meeting was held at the South Carroll Community and Senior Center, with approximately 120 people in attendance. All of these outreach meetings included the opportunity for public comment, either verbally or through comment cards. The Planning Commission held two joint work sessions with the Board of County Commissioners, on April 6, 2016 and November 2, 2016, and a joint worksession with the Town of Sykesville Planning Commission on November 4, 2015. The Plan was Accepted by the Planning Commission on March 29, 2017. The draft 2017 Freedom Community Comprehensive Plan was vetted through the State Clearinghouse 60-day review process, including reviews made by the adjoining jurisdictions of Howard County, Baltimore County, and the Town of Sykesville (America's Coolest Small Town 2016). The 60-day review period occurred from April 5th of 2017 to June 8th of 2017. The

Department of Planning held an informational meeting on Thursday, May 25, 2017 at the South Carroll Senior and Community Center, with both daytime and evening hours. Approximately 70 people attended, and 45 Accepted Plans were distributed. The Planning Commission held a public hearing on 8th of June, 2017, at Liberty High School. Thirty-nine citizens provided comments at the hearing. The public hearing was continued on Tuesday, June 20, 2017 at the County Office Building in Westminster. Eight people testified at this hearing. The Department of Planning compiled comments received during the 60-day review period and presented the comments to the Planning Commission on the 11th of July, 2017 for further discussion. Discussion of the Plan by the Planning Commission continued on Tuesday, July 18, 2017. The Planning Commission provided additional revisions, which were incorporated into the Accepted Plan. The Planning Commission Approved the Freedom Community Comprehensive Plan on July 18, 2017, and forwarded it to the BOCC on July 28, 2017. The BOCC remanded the Plan to the Planning and Zoning Commission on October 3, 2017, and rescinded their decision to remand the Plan on August 23, 2018, extending their consideration period for an additional 60 days due to exigent circumstances. The BOCC revised the Planning and Zoning Commission's Approved Plan and held a public hearing on October 3, 2018 at the South Carroll Senior and Community Center. On October 10, 2018, the BOCC Adopted the Plan.

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Element 3: Public Input & Plan Vision, Goals & Structure

Public Input

The ideas, priorities, and input from the residents, property owners and stakeholders of the community are essential to establishing agreed upon community goals. The Department of Planning provided numerous public participation opportunities, described below. In addition, solicitation of public input has been ongoing throughout the process.

- Between September 2012 and June 2013, “listening sessions” or community meetings were held in the Freedom community. Surveys were administered and collected at these meetings. Surveys focused on:
 - The features & qualities of the community that are valued most highly are...
 - Things in the community that could use the most improvement are...
 - The most important questions that need to be answered about Freedom’s future are...
- Self-directed “Meeting-2-Go” kits for stakeholders unable to attend the listening sessions were made available.
- In April, July, September and December, 2016, community meetings were held at the South Carroll Senior and Community Center, Liberty High School, and Oklahoma Road Middle School. Surveys were again administered and collected at these meetings, focusing on the issues addressed at the previous community meetings.
- Separate public meetings were also held to gather input regarding pedestrian and bicycle connectivity and facilities across Freedom in preparation of the *Freedom Bicycle-Pedestrian Master Plan & Assessment* (<http://ccgovernment.carr.org/ccg/compplan/freedom/freedomplan/docs/bikepedplan.pdf>). Discussions focused on:
 - The places in Freedom I'd MOST like to walk or bike to are...
 - I'll be starting my trip from...
 - I think the highest priorities to improve walking & biking in Freedom are...
 - Today, the GREATEST challenge I have in walking or biking is...

In addition, the Town of Sykesville developed and adopted a new Master Plan including a newly-required Municipal Growth Element (MGE), which provides details for the Town’s future expansion and development over the long-term planning horizon. The MGE objectives and goals are supported in the Freedom Community Comprehensive Plan (CCP).

Vision Statement

The Freedom CCP supports the County Master Plan, and simultaneously recognizes values and characteristics unique to Freedom. The following is the vision statement for the future of the Freedom area. Upcoming decisions and activities of the community, its stakeholders, property owners, leaders, and advocates should be consistent with this vision.

A “Vision Statement” defines a community’s preferred future in a broad and somewhat idealistic, but attainable vision.

Freedom’s Vision Statement

Freedom is a suburban and rural community; a safe place, with a high quality of life; high performing schools; and recreational opportunities. Growth is carefully managed to protect quality of life; values; promote sense of place; and preserve character of existing communities; while supporting measured, balanced commercial development and employment opportunities. Carroll County values, and citizens’ unalienable rights of life, liberty, and property, are respected, protected, and sustained.

Carroll County’s Vision Statement

Carroll County is a great place to live, work, and play. The county conserves and promotes its unique rural agricultural heritage, protects its environmental resources, and promotes a balanced approach to new development and economic opportunities consistent with the fabric of its communities. Carroll County values, and citizens’ unalienable rights of life, liberty, and property, are respected, protected, and sustained.

Goals

Goals are generalized statements established to support a community’s vision statement. Goals provide guidance for local government officials and staff to develop policies that advance the achievement of a community’s vision.

A “goal” is a statement that supports obtaining the community’s vision.

Freedom Designated Growth Area Goals

GOAL 1

Pursue policies that facilitate the implementation of the plan vision, including development in appropriate areas within density limits that respect the overall Vision of the community, where water, sewer, and other infrastructure are projected to be available.

GOAL 2

Allow appropriately timed and scaled development which supports, enhances, respects, and reinforces the identity and character of the Freedom CPA.

GOAL 3

Approve housing types and densities as permitted under existing land use definitions and zoning. Any increases of residential densities and property types should be limited, and should respect the fabric of existing communities.

GOAL 4

Facilitate economic development opportunities that support the local skilled workforce and entrepreneurs, and expand the county's employment tax base.

GOAL 5

Focus on enhancing existing motor vehicle roads and route, while augmenting traditional motor vehicle routes with safe, well-connected transportation system alternatives, including sidewalks, bicycle routes, trails, and shared transportation services where appropriate within the Freedom CPA and Carroll County.

GOAL 6

Identify and conserve Freedom's architectural, historic, and cultural heritage.

GOAL 7

Develop strategies for intelligent use, conservation, and when appropriate, preservation, of Freedom's heritage.

GOAL 8

Efficiently and cost effectively provide adequate public facilities and services for the Freedom CPA, including education, safety, recreational, water, sewer, and other community facilities and services to enhance and meet the changing needs of the Freedom CPA.

GOAL 9

Continue to protect and maintain the recognized environmental resources and natural ecosystems in the Freedom area by administering land use practices that are in balance with, and minimize the effects on, the designated conservation areas.

GOAL 10

Encourage community, stakeholder, and multi-jurisdictional participation and coordination in the implementation of the Freedom CPA's Comprehensive Plan.

GOAL 11

Support the county's agricultural vision as articulated in the Master Plan by encouraging agricultural activities and appropriate agricultural preservation within the Priority Preservation Area and the Rural Legacy Area.

2014 Carroll County Master Plan Goals

To promote the public health, safety and welfare, Carroll County will achieve its vision through the following goals (in no particular order of priority):

GOAL 1

Promote communication and coordination between and among the county, the municipalities, and State and regional jurisdictions on projects and issues of mutual concern. Encourage the involvement of the community in developing, amending, and implementing the Master Plan.

GOAL 2

Ensure respect for unalienable individual rights; encourage community involvement in planning in an open two-way communication process; encourage the involvement of the community in planning and implementing the Carroll County Master Plan; provide participants with a balanced perspective on planning goals versus the need to respect private property rights; and accurately advise participants of the tradeoffs between various forms of development based on real-world effects.

GOAL 3

Protect and enhance the water quality of Carroll County's rivers, streams, reservoirs, and aquifers; comply with applicable state and federal requirements related to water quality and quantity; and maintain and protect adequate water supplies to serve current and planned development.

GOAL 4

To the extent feasible, provide adequate and appropriate Community Investment Plan funds to support public facilities and services. Provide an affordable, coordinated, and comprehensive system of community educational opportunities, facilities, and resources, including schools and libraries, which enhance our communities.

GOAL 5

Provide a safe and functional intra-county transportation system that promotes access and mobility for people and goods through a variety of transportation modes.

GOAL 6

Encourage a range of housing types, density, and affordability.

GOAL 7

Preserve at least 100,000 acres of agricultural land to support the production of agricultural products and promotion of related agribusiness.

GOAL 8

Preserve 80 percent of undeveloped land in the Priority Preservation Area, as adopted by the Board of County Commissioners.

GOAL 9

Provide an affordable, coordinated and comprehensive system of public and private parks, recreational facilities and programs, and open space that will enhance our communities.

GOAL 10

Preserve the county's historic, cultural, scenic, and architectural heritage.

GOAL 11

Protect, maintain, and restore, where practical, the environmental resources and natural ecosystems in the county by promoting land use practices that are in balance with, and minimize the effects on the natural environment, subject to appropriate cost/benefit analysis.

GOAL 12

Protect certain mineral resources of current and future economic importance with preemptive land uses and to ensure availability for recovery in a manner that minimizes impacts to surrounding areas; and for reclamation purposes, assure recovery to an environmentally sensitive, aesthetically pleasing condition.

GOAL 13

Promote a healthy economy and additional employment opportunities by: (a) supporting the retention and expansion of existing businesses including agribusiness through sensible land use policies; (b) focusing on development and redevelopment of existing vacant and underutilized commercial and industrial properties; (c) providing land appropriately located and zoned for a variety of types and intensities of new economic development activities; and (d) by maintaining a desirable balance between economic development and residential development.

GOAL 14

Facilitate a development pattern that remains (a) consistent with the fabric of our communities; (b) is in harmony with the surrounding built and natural environments; (c) encourages community interaction; and (d) in rural areas, preserves the county's rural character.

GOAL 15

Pursue policies that facilitate growth in appropriate areas, including the Designated Growth Areas, thereby (a) conserving agricultural and environmental resource areas; (b) preserving open space; and (c) providing public facilities and services efficiently and cost effectively.

Freedom's Goals in Support of Carroll County's Goals

The Freedom CPA goals support and reinforce the County Master Plan goals in the following ways:

- Maintain and strengthen a high quality of life.
- Encourage a range of housing types, density, and affordability.

- Provide a well-connected, safe, and efficient transportation network.
- Expand, improve and adapt public infrastructure and services concurrently with new development.
- Promote economic development by leveraging existing resources and assets.
- Preserve and enhance environmental and heritage resources.
- Continue to engage in interjurisdictional coordination between the county and the Town of Sykesville.

Policies

Community comprehensive plan and master plan policy statements are established as guidance tools for decision-makers regarding planning and development related decisions, including provision of county services.

The policy statement supports the Plan goals, and should remain sensitive to the rights of all property owners and citizens. The Freedom CPA's Comprehensive Plan will contain policies that support the goals for Freedom, and will remain consistent with Carroll County's goals and policies.

A “policy” identifies the course of action to be taken when presented with a decision to be made on a given issue.

Recommendations

Recommendations are planning, land use, and general government-related activities that, if realized, may facilitate the achievement of Freedom and Carroll County goals. The presence of a recommendation shall in no way be construed as a mandate, requirement, or otherwise be considered an indicator that action to the contrary of any recommendation is prohibited. This update to the 2001 Freedom Community Planning Area Comprehensive Plan will discuss recommendations that could support the goals for Freedom where appropriate, and which remain consistent and supportive of Carroll County recommendations, goals and policies.

A “recommendation” is an optional course of action which assists in the achievement of a goal.

Plan Layout

The plan consists of 11 Elements, of which the first three Elements include the following information: (1) Element 1: From Freedom's Past to Freedom's Future, which describes the Freedom DGA's location, history and government structure; (2) Element 2: Plan Purpose & Legislative Authority, which includes the plan's purpose, Maryland's enabling authority, meeting Maryland's twelve growth management visions, and the planning process; and (3) Element 3: Public Input & Vision, Goals and Structure, which includes the public input process and public information, the community's assets and constraints, the Freedom DGA's vision statement, goals (and how the Freedom DGA supports the County's goals), policies and the plan's layout. The remainder of this plan is based upon thematic topics

including:

- Element 4 - Demographic Trends
- Element 5 - Housing
- Element 6 - Economic Development
- Element 7 - Land Use
- Element 8 - Cultural, Historical, and Tourism Amenities
- Element 9 - Environmental Resources
- Element 10 - Public Facilities and Services (including Water Resources Element)
- Element 11 - Transportation

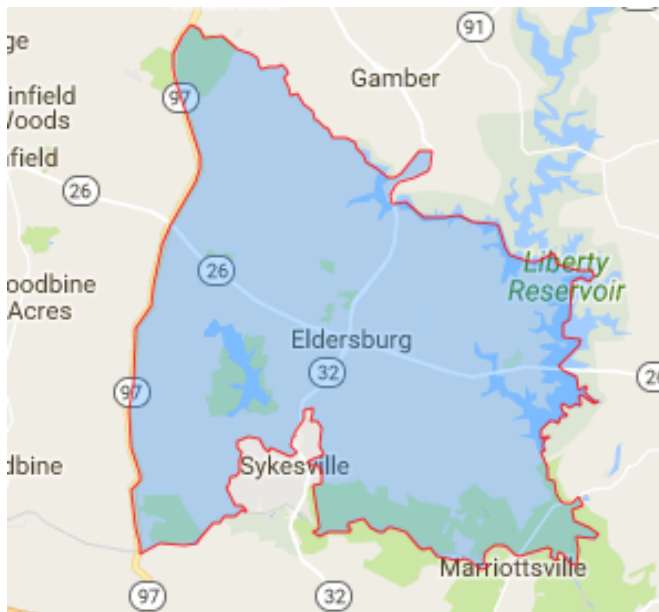
Appendices and other supplemental information as needed to provide comprehensive information.

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Element 4: Demographic Trends

Census Data & American Community Survey

The U.S. Census Bureau collects a full population count every ten years. In 2000, data was based upon geographical units of census tracts and block groups. For the 2010 Census, data for some areas became based upon Census Designated Places (CDP). Census tracts and CDP boundaries differ; therefore, 2000 census data for the Freedom Community Planning Area (CPA) is slightly different compared to census data used for this plan update, which is based on the Eldersburg Census Designated Place (Eldersburg CDP). The 2010 Eldersburg CDP does not precisely duplicate the census tract boundaries coinciding with the 2000 census tracts/Freedom CPA boundaries; however, it does capture roughly 99% of the land within Freedom CPA boundaries. In this Element, the Freedom CPA and the Eldersburg CDP represent the same geographical area, which excludes the Town of Sykesville, and will be used interchangeably as trends are interpreted through census data.



The American Community Survey (ACS) data, also collected by the U.S. Census Bureau, is based upon a survey representative of a small percentage of the population, which is surveyed on a rotating basis. Data is collected annually and is a subset of the census data. It includes age, sex, race, family and relationships, income, benefits, health insurance, disability, place of work, veteran status, and percentage of income used to pay for essential living needs. American Community Survey data is designed to supplement decennial census data. Unless otherwise noted, it is presented in this Element as a five-year average of 2011 through 2015.

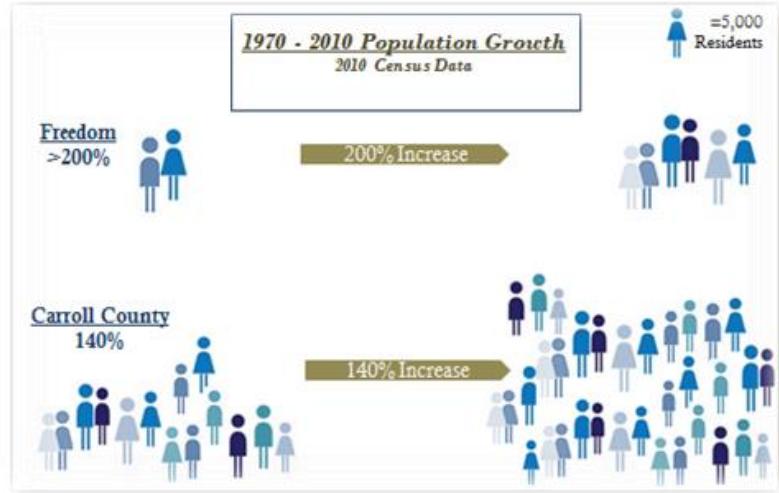
EL4_Map 1: Eldersburg CDP

The following sections provide data regarding population, including overall growth trends, age and gender; housing, specifically age, composition, and value; household size, income, and relationships; homeownership; vacancy rates; and education. A summary of the trends and comparison with the Town of Sykesville, the county, and the state is provided at the end of this Element.

Population Characteristics²⁰

Population Growth

Freedom has experienced significant population growth over the past 40 years. According to 2010 Census data, the Freedom CPA's population grew by more than 200% between 1970 and 2010. In comparison, during the same time interval, Carroll County's population grew by approximately 140%, making Freedom the fastest growing portion of the county over the 40-year period. Of even greater contrast, the state's population grew by only 47% during the same four decades. Between 1980 and 1990, Freedom grew by 8,397 residents, or almost 66%; over the next decade, the population increased by another 32%. In 2010, the Freedom CPA, including the Town of Sykesville, comprised approximately 21% of the countywide population. See EL4_Table 1.



EL4_Table 1: Population Trends

1970 – 2010 Census Data/American Community Survey 5-Year Estimates '11-'15

Year	Sykesville		Freedom/Eldersburg CDP ¹		Carroll County		Maryland	
	Population	% Change	Population	% Change	Population	% Change	Population	% Change
1970 ²	1,399	--	10,076	--	69,006	--	3,922,399	--
1980 ²	1,712	22.4%	12,777	26.8%	96,356	39.6%	4,216,975	7.5%
1990 ²	2,303	34.5%	21,174	65.7%	123,372	28.0%	4,781,468	13.4%
2000 ³	4,197	82.2%	27,741	31.7%	150,897	22.3%	5,296,486	10.8%
2010 ³	4,436	5.7%	30,531	9.5%	167,134	10.8%	5,773,552	9.0%
ACS 5-YR '11-'15 ⁴	4,429	N/A	31,494	N/A	167,444	N/A	5,930,528	N/A

¹Excludes the Town of Sykesville

²Source: 2001 Freedom Community Comprehensive Plan: A Community of Neighborhoods, p.19.

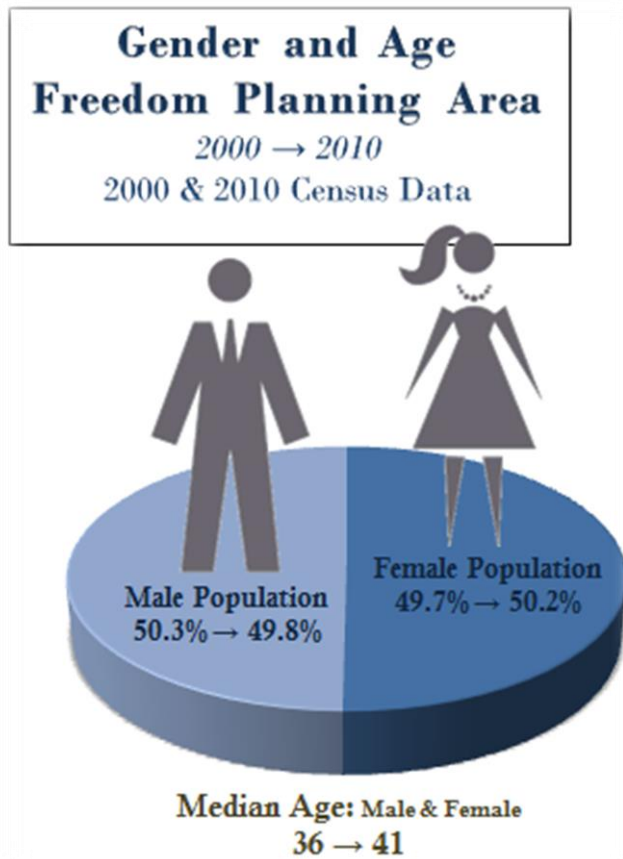
³Source: U.S. Census Bureau

⁴Source: ACS 5-Year Estimates '11-'15

²⁰ 2010 Census data or ACS 5-Year estimates 2011-2015 unless otherwise noted.

Gender

According to census data, in 2000, the female population in the county and state was slightly higher than the male population, by 1.2% and 3.4%, respectively. These trends remained constant from 2000 to 2010. In 2000, the male population in Freedom was slightly higher (0.6%) than the female population, but in 2010 the female population was slightly higher (0.4%) than the male population, aligning with gender trends in the county and the state.



Age

According to census data, between 2000 and 2010, the median age in Freedom increased from 36.4 years to 41.0 years (12.6%); in the Town of Sykesville, it increased from 33.6 years to 37.3 years (11.0%); in the county, it increased from 36.9 to 41.1(11.4%); and in the state, it increased by two years to 38 years (5.6%). American Community Survey 5-Year Estimates '11-'15 data show that the median age in Maryland is consistent with the 2010 Census, while the median age in Freedom and Carroll County is slightly higher. See EL4_Table 2.

EL4_Table 2: Median Age

Comparison of 2000 Census, 2010 Census & ACS 5-Year Estimates

Year	Sykesville (years)	Freedom/ Eldersburg CDP (years)	Carroll County (years)	Maryland (years)
2000 Census	33.6	36.4	36.9	36.0
2010 Census	37.3	41.0	41.1	38.0
ACS 5-YR '11-15	36.5	42.2	42.2	38.1

Census data further indicates that between 2000 and 2010, Freedom and the Town of Sykesville saw an increase in persons 45 years or older – percentage changes of 42.9% and 46.8%, respectively, while the total population in the two jurisdictions together rose by only 9.5%. The percentage of the total population in Freedom attributed to this age group rose from 33.1% in 2000 to 42.9% in 2010; and in the Town of Sykesville, from 25.1% to 34.8%. The largest percentage increase in Freedom, almost 58%, was in the 60-74 age category. This could be attributed to a number of factors, including residents aging in place, increased longevity, the increased availability of senior housing over the last decade, less in-migration overall, and fewer applications for residential permits since the start of the recession in the mid-2000s. Conversely, in Freedom, residents in the 35-44 year old age group decreased by 1,001 people, or 18.1%, accounting for only 14.8% of Freedom’s population in 2010. The 20-34 year old age category also decreased in Freedom over the decade, by 7.5%, while all the remaining age brackets grew. In the Town of Sykesville, the age ranges of 19 and under, 35-44 years, and 75 years and over decreased, while all other age brackets increased. In the State of Maryland, these shifts were similar, with a decrease (21%) in the percentage of the population in the 35-44 age group, and increases, of 13.9% and 11.9%, respectively, in the 45-59 and 60-74 age categories. See EL4_Table 3 and EL4_Table 4.

EL4_Table 3: Age Breakdown of Population – Freedom/Eldersburg CDP
2000 & 2010 Census

	Age Bracket	Population	% of Population	% Population Change
2000 Census	19 Years & Under	8,669	31.2%	N/A
	20-34 Years of Age	4,363	15.7%	N/A
	35-44 Years of Age	5,525	19.9%	N/A
	45-59 Years of Age	5,571	20.1%	N/A
	60-74 Years of Age	2,322	8.4%	N/A
	75 Years & Over	1,291	4.6%	N/A
	Total	27,741	100%	
2010 Census	19 Years & Under	8,856	29.0%	2.2%
	20-34 Years of Age	4,037	13.2%	-7.5%
	35-44 Years of Age	4,524	14.8%	-18.1%
	45-59 Years of Age	7,781	25.5%	39.7%
	60-74 Years of Age	3,664	12.0%	57.8%
	75 Years & Over	1,669	5.5%	29.2%
	Total	30,531	100%	

**EL4 Table 4: Age Breakdown of Population – Sykesville
2000 & 2010 Census**

	Age Bracket	Population	% of Population	% Population Change
2000 Census	19 Years & Under	1,420	33.8%	N/A
	20-34 Years of Age	811	19.3%	N/A
	35-44 Years of Age	913	21.7%	N/A
	45-59 Years of Age	581	13.8%	N/A
	60-74 Years of Age	198	4.7%	N/A
	75 Years & Over	274	6.5%	N/A
	Total	4,197	100%	N/A
2010 Census	19 Years & Under	1,252	28.2%	-11.8%
	20-34 Years of Age	849	19.1%	4.7%
	35-44 Years of Age	789	17.8%	-13.6%
	45-59 Years of Age	1,075	24.2%	85.0%
	60-74 Years of Age	305	6.9%	54.0%
	75 Years & Over	166	3.7%	-39.4%
	Total	4,436	100%	5.7%

Housing and Household Characteristics

Housing Age and Composition

According to the ACS 5-Year Estimates ‘11-‘15, Freedom contains 10,858 housing units. Approximately 91.2% of the housing structures are single-family homes. Five to nine unit structures constitute 2.0% of the housing stock; 10 to 19 unit structures constitute 4.3% of the housing stock; and 20+ units constitute 1.1% of the housing stock. Two-unit structures, three or four-unit structures, and mobile home units constitute less than 1% percent, each. (See EL5_Table 1 in Element 5) As indicated by the population data above, Freedom has experienced significant housing growth since 1970. Over 82% of Freedom’s residential development occurred between 1970 and 2015. See EL4_Table 5.

EL4 Table 5: Housing Age – Sykesville, Freedom/Eldersburg CDP, Carroll County & Maryland American Community Survey 5-Year Estimates '11-'15

Age	Sykesville		Freedom/ Eldersburg CDP		Carroll County		Maryland	
	#	%	#	%	#	%	#	%
Built 2010-2015	0	0%	186	1.7%	538	.9%	37,520	1.6%
Built 2000-2009	156	8.4%	1,834	16.9%	9,758	15.5%	296,356	12.3%
Built 1990 to 1999	586	31.6%	2,508	23.1%	11,224	17.8%	346,529	14.4%
Built 1980 to 1989	399	21.5%	1,952	18.0%	11,572	18.4%	377,911	15.7%
Built 1970 to 1979	289	15.6%	2,428	22.4%	11,767	18.7%	347,341	14.4%
Built 1960 to 1969	43	2.3%	793	7.3%	4,318	6.9%	285,637	11.9%
Built 1950 to 1959	152	8.2%	624	5.7%	4,312	6.9%	285,472	11.8%
Built 1940 to 1949	76	4.1%	152	1.4%	1,665	2.6%	137,303	5.7%
Built 1939 or prior	151	8.2%	381	3.5%	7,765	12.3%	296,187	12.3%
Total	1,852	100%	10,858	100%	62,919	100%	2,410,256	100%

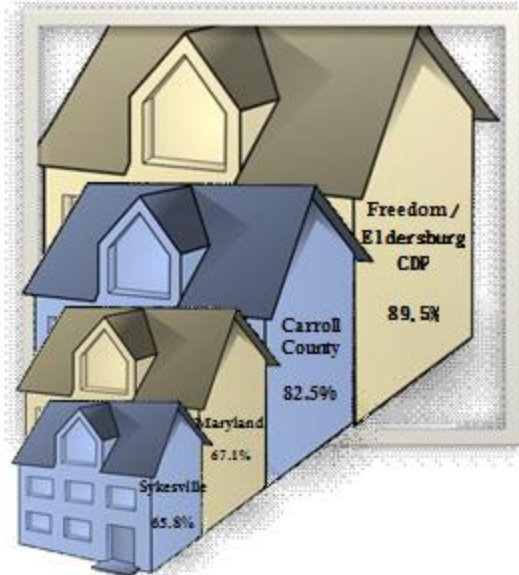
Homeownership

Homeownership has remained relatively constant in Freedom, the county, and the state from the 2000 Census through the ACS 5-Year Estimates '11-'15. Freedom has a significantly higher homeownership rate (almost 90%) compared to the Town of Sykesville, the county and the state. The town has a lower homeownership rate, which decreased from 2000 to 2010, and increased slightly in the '11-'15 report. The state's homeownership rate decreased between 2000 and 2010, but increased again to 67.1% in '11-'15. Carroll County's homeownership rate, while lower than the Eldersburg CDP, was higher than the town's and the state's rates, comprising 82.0% of the housing units in 2000 and increasing slightly in '11-'15 to 82.5%. See EL4 Table 6.

EL4 Table 6: Homeownership Comparison of 2000 Census, 2010 Census & ACS 5-Year Estimates '11-'15

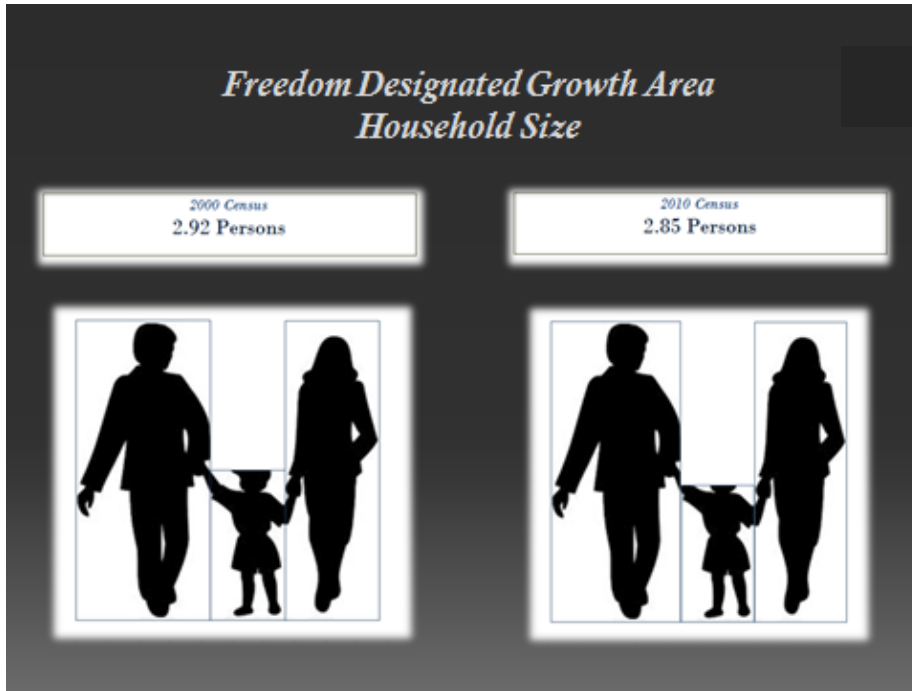
Year	Sykesville	Freedom/ Eldersburg CDP ¹	Carroll County	Maryland
2000 Census	67.9%	88.8%	82.0%	67.7%
2010 Census	63.8%	85.1%	78.6%	61.8%
ACS 5-YR '11-15	65.8%	89.5%	82.5%	67.1%

Homeownership Rate
ACS 5-YR '11 - '15



Household Size

The average number of persons per household in Freedom in 2010 was 2.85, which is higher than the average number of persons per household in the Town of Sykesville, the county, and the state. While the number of households in Freedom increased by 15.4% between 2000 and 2010, the average number of persons per household fell slightly from 2.92 to 2.85. The household sizes for the Town of Sykesville and Carroll County also fell between 2000 and 2010, while the household size for the state held steady at 2.61.



Vacancy Rate

According to the 2010 census, 2.7% of Freedom’s 10,858 housing units were vacant. This vacancy rate was considerably lower than the countywide vacancy rate of 4.2%, 4.4% in the Town of Sykesville, and 9.3% statewide. Between 2000 and 2010, Freedom’s vacancy rate increased by only 3.8%. This data indicates a stable community in light of the economic uncertainty from the mid-2000s to present. In contrast, the vacancy rate for the Town of Sykesville in 2010 was more than double the 2000 census vacancy rate of 2.1%. See EL4_Table 7.

**EL4_Table 7: Vacancy Rate
Comparison of 2000 Census, 2010 Census, & ACS 5-Year Estimates '11-'15**

Year	Sykesville	Freedom/ Eldersburg CDP	Carroll County	Maryland
2000 Census	2.1%	2.6%	3.2%	7.7%
2010 Census	4.4%	2.7%	4.2%	9.3%
ACS 5-YR '11-15*	8.3%	2.2%	4.6%	10.1%

*The margin of error for many of the ACS 5-Year Estimates Data is high, which may account for data significant discrepancies compared to the 2010 census.

Housing Value

In 2000, Freedom’s predominant housing value (40.6% of all units) ranged in price from \$150,000-\$199,999. Housing in this price category also represented the largest portion of the county’s housing stock. By ’11 –’15, the housing units ranging in value from \$300,000 to \$499,999 increased substantially, accounting for 52%.0 of Freedom’s housing stock. The Town of Sykesville’s housing stock saw a dramatic increase from 2.8% of the housing units to 61.6% within this price range. This portion of the housing segment also increased in the county and the state during this time period. The housing boom from 2000 to 2006 positively influenced the number of homes with higher median values being constructed throughout the Town of Sykesville, Freedom, the county, and the state. In addition, as indicated by the housing age data found in EL4_Table 5, the ratio of newer housing stock is higher in Freedom compared to countywide, and to the state as a whole. See EL4_Table 8.

**EL4_Table 9: Housing Value - Owner Occupied Units
Census 2000 & American Community Survey 5-Year Estimate ‘11-‘15**

Value	Sykesville		Freedom/ Eldersburg CDP		Carroll County		Maryland	
	#	%	#	%	#	%	#	%
Census 2000								
Less than \$50,000	0	0%	6	0.01%	133	0.3%	44,906	3.8%
\$50,000 to \$99,999	44	4.9%	143	1.9%	2,684	7.0%	227,547	19.3%
\$100,000 to \$149,999	339	37.6%	1,831	23.8%	12,566	32.7%	346,627	29.4%
\$150,000 to \$199,999	134	14.9%	3,119	40.6%	12,953	33.7%	246,058	20.9%
\$200,000 to \$299,999	359	39.8%	2,083	27.1%	8,017	20.9%	189,652	16.1%
\$300,000 to \$499,999	25	2.8%	468	6.1%	1,894	4.9%	91,576	7.8%
\$500,000 to \$999,999	0	0%	25	0.3%	176	0.5%	27,743	2.4%
\$1,000,000 or more	0	0%	8	0.1%	17	0%	4,670	0.4%
Total	901	100%	7,683	100%	38,440	100%	1,178,779	100%
Median Value	\$177,500		\$174,800		\$162,500		\$146,000	
American Community Survey 5-Year Estimate ‘11-‘15								
Less than \$50,000	0	0.0%	127	1.3%	1,071	2.2%	51,549	3.6%
\$50,000 to \$99,999	0	0.0%	26	0.3%	287	0.6%	60,423	4.2%
\$100,000 to \$149,999	19	1.6%	121	1.3%	1,309	2.7%	105,379	7.3%
\$150,000 to \$199,999	35	3.0%	445	4.7%	3,952	8.0%	174,491	12.1%
\$200,000 to \$299,999	311	26.3%	2,132	22.3%	14,972	30.4%	379,819	26.2%
\$300,000 to \$499,999	729	61.6%	4,971	52.0%	21,097	42.9%	422,217	29.2%
\$500,000 to \$999,999	89	7.5%	1,653	17.3%	6,090	12.4%	214,546	14.8%
\$1,000,000 or more	0	0.0%	78	0.8%	430	0.9%	39,238	2.7%
Total	1,183	100%	9,553	100%	49,208	100%	1,447,662	100%
Median Housing	\$351,600		\$362,800		\$321,300		\$286,900	

Household Income

According to the ACS 5-Year Estimates '11-'15, 53.0% of the households in Freedom had incomes of \$100,000 or over. This number is substantially higher than the county (41.7%) and the state (36.4%) percentage of households in this income range. According to the 2000 Census, the median household income for Freedom was \$70,851, while it was \$52,868 in the state, \$60,021 countywide, and \$66,551 in the Town of Sykesville. Since the 2000 Census, median household incomes have risen by 39.1% in the state, 41.2% in the county, 49.6% in Freedom, and 37.3% in the town. During the ACS 5-Year Estimates '11-'15 reporting cycle, the median household income for Freedom was \$106,725, which is higher than the town (\$101,854), the county (\$85,385) and the state (\$74,551). See EL4_Table 10.

EL4_Table 10: Household Income
American Community Survey 5-Year Estimates '11-'15

Income Range	Sykesville		Freedom/ Eldersburg CDP		Carroll County		Maryland	
	#	%	#	%	#	%	#	%
Less than \$10,000	43	2.5%	196	1.8%	1,541	2.6%	110,926	5.1%
\$10,000 - \$14,999	64	3.8%	140	1.3%	1,423	2.4%	71,461	3.3%
\$15,000 - \$24,999	43	2.5%	558	5.3%	4,054	6.8%	149,200	6.9%
\$25,000 - \$34,999	80	4.7%	564	5.3%	3,785	6.3%	156,267	7.2%
\$35,000 - \$49,999	152	8.9%	804	7.6%	5,972	10.0%	230,782	10.7%
\$50,000 - \$74,999	210	12.4%	1,320	12.4%	9,138	15.2%	370,180	17.1%
\$75,000 - \$99,999	213	12.5%	1,415	13.3%	9,077	15.1%	289,546	13.4%
\$100,000 - \$149,999	617	36.3%	2,338	22.0%	13,165	21.9%	394,212	18.2%
\$150,000 - \$199,999	192	11.3%	1,881	17.7%	7,176	12.0%	194,589	9.0%
\$200,000 or more	85	5.0%	1,408	13.3%	4,673	7.8%	199,226	9.2%
Total Households	1,699	100%	10,624	100%	60,004	100%	2,166,389	100%
Median Income	\$101,854		\$106,725		\$85,385		\$74,551	



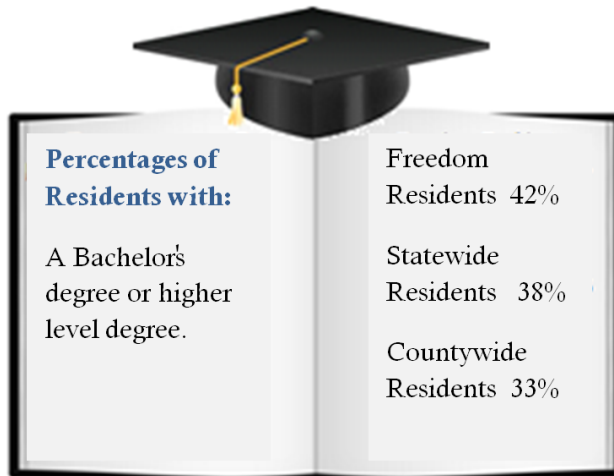
Education

According to ACS 5-Year Estimates '11-'15, a greater number of residents in Freedom have pursued higher education status compared to the county and state. In 2000, 31.4% of Freedom residents completed college degrees at a bachelor's level or above, while that number was 24.8% in the county. As seen in EL4_Table 11, this trend continues today.

According to ACS 5-Year Estimates 2011-2015, 42.3% of residents living within Freedom have completed a bachelor’s degree or higher. By comparison, 33.0% of residents countywide and 37.9% of residents statewide have completed bachelor’s degrees or higher level degrees. During this period, more than half of the population over 25 years of age in Freedom, (50.1%) have earned some type of college degree. See EL4_Table 10.

**EL4_Table 10: Education Attainment of Persons 25 Years of Age or Over
American Community Survey 5-Year Estimates ‘11-‘15**

Education	Sykesville	Freedom/ Eldersburg CDP	Carroll County	Maryland
Less than 9 th Grade	2.4%	1.7%	2.1%	4.2%
9 th to 12 th Grade, No Diploma	4.6%	5.0%	5.8%	6.5%
High School Graduate or Equivalent	20.4%	23.6%	30.6%	25.5%
Some College, No Degree	19.9%	19.7%	20.7%	19.5%
Associate’s Degree	6.5%	7.8%	7.7%	6.4%
Bachelor’s Degree	28.9%	28.2%	20.8%	20.6%
Graduate or Professional Degree	17.1%	14.1%	12.2%	17.3%
Total	100%	100%	100%	100%



Summary of Population, Housing, Income and Education Trends

From 1970 to 2010, Freedom’s population grew by more than 200%, making it the fastest growing area in the county. The median age is increasing over time in Freedom, the Town of Sykesville, and the county, and at a slightly faster rate than the state. The population in Freedom and the Town of Sykesville is shifting, with a growing percentage of residents over

45 years of age.

Most of the housing stock in Freedom is comprised of single family homes, with the most significant housing growth occurring after 1980 and into the mid-2000s. Homeownership within Freedom has always been relatively high compared to the Town of Sykesville, the county and state; and it remained relatively constant from 2000 to present. Between 2000 and 2010, household vacancy rates were relatively low in Freedom, despite the national recession. However, in the town, vacancy rates have more than doubled during that same time period. Housing values have increased over time, possibly due to the fact that most of the houses built in Freedom were built after 1980, creating a newer housing stock comparatively to the county and some areas of the state. Household income in Freedom has increased over the past three decades and is markedly higher than that of the county and state. Education levels are also highest in Freedom, with more than half of all adults over the age of 25 having some type of college degree.

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Element 5: Housing

Goals & Objectives

Goal: Allow development of housing types and densities in appropriately timed and sized residential developments that meet the needs of the population and preserves the character of existing communities.

Objective 1: Refine zoning and development regulatory measures that are respectful of existing communities and mitigate barriers to development.

Objective 2: Encourage and provide for communities that are respectful of existing land use policies and market forces.

Housing Profile²¹

Housing Composition

As described in the previous Element, Freedom’s housing stock is predominantly comprised of single-family units – 91.2% (detached and attached) of which 83.0% are single-family detached. The remaining housing consists of townhomes and multi-unit structures (8.2%), and mobile homes (less than 1%). Residential development is generally concentrated in the unincorporated area of Eldersburg in the MD 26 and MD 32 corridors, and is less dense outside of Eldersburg. Housing patterns in Freedom provide opportunities for infill development throughout the more densely developed corridors. Although single-family housing dominates the residential development market within Freedom, several apartment and condominium buildings and retirement communities are interspersed amongst the single-family housing and commercial development located within the heart of Freedom and in the Town of Sykesville.

<u>Selected Housing Data</u> <u>Freedom Community Planning Area</u>	
Housing Units	10,858
Occupied Units	10,624
# of Households w/Mortgages	7,343
Median Housing Value	\$362,800
Owner Occupied Units	9,553
Single Family Units	91.2%
Vacancy Rate	2.2%

Source: ACS 5-Year Estimates '11 -'15

²¹ American Community Survey 5-Year Estimates 2011-2015, Eldersburg Census Designated Place (CDP) unless otherwise noted. This data also excludes Sykesville unless otherwise noted.

**EL5_Table 1: Freedom Housing Composition¹
ACS 5-Year Estimates '11-'15**

Housing Type	# of units	% of Total
1 unit detached	9,008	83.0%
1 unit attached	894	8.2%
2 units	22	0.2%
3 to 4 units	61	0.6%
5 to 9 units	222	2.0%
10 to 19 units	469	4.3%
20 or more units	123	1.1%
Mobile homes	59	0.5%
Total	10,858	100%

¹ Excludes the Town of Sykesville

According to the American Community Survey (ACS) 5-Year Estimates '11-'15, Freedom's housing stock is comprised of 10,858 units, of which 10,624 (97.8%) are occupied. Of the occupied housing units, 9,553 (89.9%) are owner-occupied. Of the occupied units, 7,343 (76.9%) have mortgages. The overall vacancy rate is 2.2%, of which rental housing comprises 85% of all vacant units. The overall housing stock is in relatively good condition, with only 21 lacking complete plumbing facilities and 35 homes reported as having incomplete kitchens. Additionally, over 82% of Freedom's housing was built after 1970, and

41.7% of the homes were constructed after 1990. See EL4_Table 5 in the previous Element.

As detailed in Element 4: Demographics, the ACS 5-Year Estimates '11-'15 indicate that of the 10,624 households in Freedom, 78.9% are family households; married-couple families represent 86.4% of all family households. The average household size was 2.91 persons.



Housing Market

Over the years, Freedom was influenced by market forces resulting in a more expensive housing stock compared to the Town of Sykesville, the remaining portions of Carroll County, and most of the surrounding jurisdictions. Potential homebuyers were attracted to Freedom for a number of reasons, including:

- Comparative housing quality and size to the surrounding markets;
- Less expensive housing stock than Howard and Anne Arundel Counties;
- Accessibility to the Washington, DC and Baltimore job markets;
- Recreational opportunities found in state and locally managed parks, including environmental areas, playgrounds, ballfields, and lakes;
- Historic resources and natural attractions found in the main streets of nearby municipalities and scattered throughout the county;
- Landscapes dominated by rural and farming land uses beyond Freedom’s boundaries; and
- A quality education system.

Below is a discussion of Freedom’s housing market, including an analysis of Freedom’s housing census data compared to Carroll, Baltimore, Cecil, Frederick, Harford, Howard and Washington Counties.

The State of Maryland and the Town of Sykesville data is included for informational purposes only.

EL5_Table 2: Median Household Income and Owner-Occupied Home Value in Freedom and the Comparison Jurisdictions – ACS 5-Yr Est. '11-'15

Jurisdiction/Area	Median Household Income	Median Owner-Occupied Home Value
Town of Sykesville	\$101,854	\$351,600
Freedom	\$106,725	\$362,800
Carroll County	\$85,385	\$321,300
Baltimore County	\$67,095	\$246,600
Cecil County	\$66,396	\$242,900
Frederick County	\$83,700	\$300,100
Harford County	\$80,465	\$278,500
Howard County	\$110,238	\$429,100
Washington County	\$56,228	\$200,100
Maryland	\$74,551	\$286,900

Housing Value and Purchasing Power

Freedom’s median owner-occupied home value is \$362,800, which is a reflection of the competitive attractiveness many homebuyers

perceive inherent in Freedom’s current single family home residential communities. This

competitive lifestyle advantage should be protected, and is also evidenced by the fact prices are more than the Town of Sykesville, Carroll County, and the surrounding counties of Baltimore, Cecil, Frederick, Harford, and Washington. Howard County is the only exception²² Furthermore, examination of the ACS 5-Year Estimates ’11-’15 shows that Freedom’s higher median owner-occupied housing value generally attracts potential

²² Note: This comparison is of all types of owner-occupied housing, and does not take into account the variety of housing types in each jurisdiction.

residents earning \$100,000+ annually, while potential homebuyers earning less than \$100,000 may not be able to afford to purchase the median owner-occupied valued home in Freedom. This conclusion is based upon a comparison of the median household income and owner-occupied median home values of Baltimore, Carroll, Cecil, Frederick, Harford, Howard, and Washington Counties. See EL5_Table 2.

An examination of the data in EL5_Table 2 indicates, as expected, that median household income correlates directly with the owner-occupied median home value. For example, the most expensive housing market among highly desirable jurisdictions is Howard County, with the highest median household income of \$110,238, and the highest owner-occupied median home value of \$429,100. The second most expensive housing market is Freedom, with the second highest median household income of \$106,725 and the second most expensive median owner-occupied home value of \$362,800. Sykesville and Carroll County have the third and fourth highest median household incomes and the third and fourth highest owner-occupied median home values, and so forth. In all these counties, the median household income is between 25% and 29% of the median owner-occupied home value. Furthermore, the majority of homeowners with mortgages in Freedom (74.2%) and Sykesville (84.0%), as well as in the other jurisdictions (between 67% and 72%) spend less than 30% of their annual income on selected housing costs. This is consistent with, although slightly higher than, nationwide data, which indicates that 64.5% of all homeowners with mortgages spend less than 30% on selected housing costs. Selected housing costs include the mortgage, second mortgage and/or home equity loans, real estate taxes, homeowners insurance, condo fee (if applicable), mobile home cost (if applicable), and utilities (electric, gas, water, sewer and other). See EL5_Table 3.

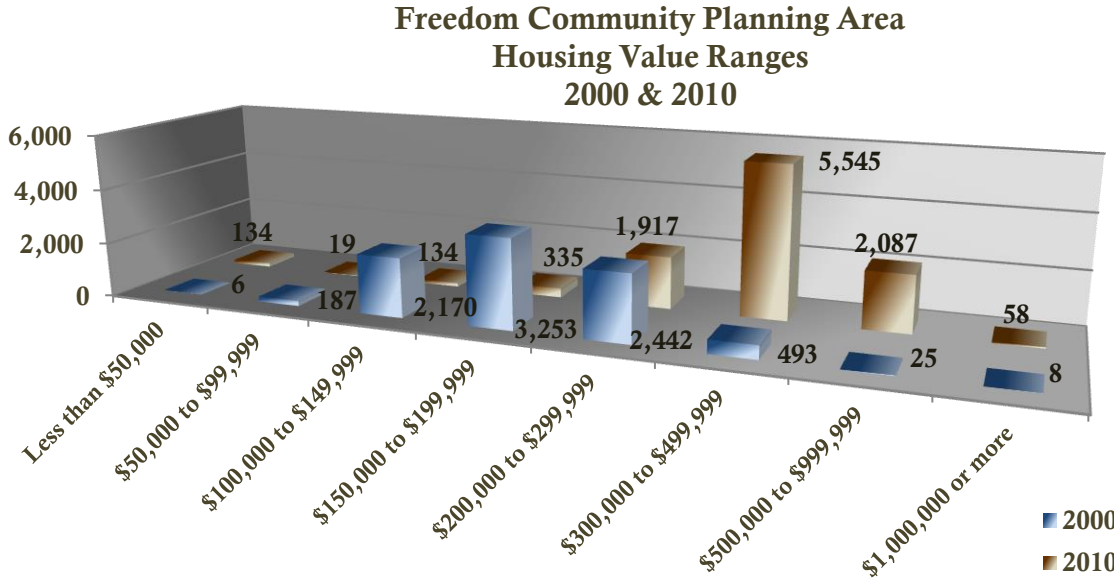
To verify that Freedom's median owner-occupied home value is not skewed by a disproportionate number of extremely high valued homes, housing value ranges were examined. Freedom's housing stock contains 70.1% of its homes valued at \$300,000+, second only to Howard County, at 76.5%. The majority of the \$300,000+ homes in Freedom are in the \$300,000 to \$499,000 range; only .8% of the total housing stock in Freedom is valued at \$1 million+. Therefore, Freedom's median owner-occupied home value is not skewed by \$1 million+ valued homes; rather, it is homes valued between \$300,000 - \$499,000 and \$500,000 - \$999,999 that make the area's owner-occupied median home value as strong as it is compared to surrounding jurisdictions. See EL5_Table 4.

**EL5 Table 3: Selected Housing Costs in Freedom and the Comparison Jurisdictions
ACS 5-Year Estimates '11-'15**

Jurisdiction/Area	Median Selected Household Monthly Costs	Units With Mortgages	Spend Less Than 30% of Income on Household Costs	
Town of Sykesville	\$2,151	1,080	907	84.0%
Freedom	\$2,173	7,333	5,439	74.2%
Carroll County	\$2,020	36,986	25,664	69.4%
Baltimore County	\$1,724	143,942	100,032	69.5%
Cecil County	\$1,741	18,721	12,649	67.4%
Frederick County	\$1,840	50,968	35,864	70.3%
Harford County	\$1,900	52,799	37,372	70.8%
Howard County	\$2,470	63,211	45,796	72.5%
Washington County	\$1,557	24,325	16,592	68.2%
Maryland	\$1,951	1,076,864	727,064	67.5%

**EL5 Table 4: Owner-Occupied Housing Values by Price Range in Freedom and the Comparison Jurisdictions
ACS 5-Year Estimates '11-'15**

Home Value Range	Town of Sykesville	Freedom	Carroll County	Baltimore County	Cecil County	Frederick County	Harford County	Howard County	Washington County	Maryland
<\$50,000	0.0%	1.3%	2.2%	3.1%	6.9%	2.1%	4.1%	2.3%	4.7%	3.6%
\$50K-\$99K	0.0%	0.3%	0.6%	3.2%	3.6%	1.3%	2.1%	0.8%	6.6%	4.2%
\$100K-\$149K	1.6%	1.3%	2.7%	9.3%	8.6%	5.4%	5.8%	1.2%	16.1%	7.3%
\$150K-\$199K	3.0%	4.7%	8.0%	17.7%	16.0%	11.1%	12.5%	3.8%	22.5%	12.1%
\$200K-\$299K	26.3%	22.3%	30.4%	31.5%	36.5%	30.0%	31.9%	15.5%	28.7%	26.2%
\$300K-\$499K	61.6%	52.0%	42.9%	23.9%	23.3%	38.1%	34.8%	39.2%	16.5%	29.2%
\$500K-\$999K	7.5%	17.3%	12.4%	9.7%	4.2%	10.9%	8.2%	34.9%	3.8%	14.8%
\$1M or more	0 (0.0%)	0.8%	0.9%	1.7%	0.9%	1.0%	0.7%	2.4%	1.0%	2.7%



Housing Availability and Stability

How does the higher owner-occupied median home value impact Freedom’s housing availability and stability over the short and long term planning horizons?

EL5_ Table 5: New Housing Units Among the Freedom Area and the Comparison Jurisdictions
ACS 5-Year Estimates '11-'15

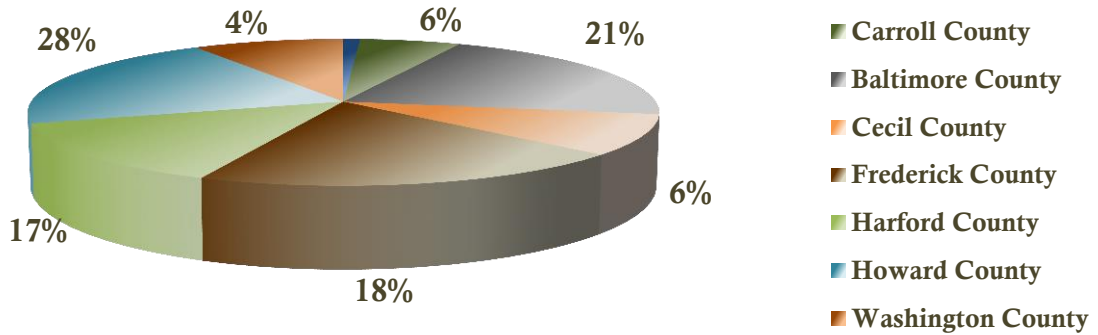
New Housing

Although the national recession at the end of the decade negatively impacted all new housing construction, the number of housing units built in 2010 or later, and the percentage of new housing units among the local jurisdictions, demonstrates that Carroll County’s average annual housing growth, including Freedom, was comparatively slow from 2011-2015. Carroll County’s

Jurisdiction/Area	Avg.# of Housing Units Built in Each Jurisdiction	% of New Housing Units Among All Jurisdictions
Carroll County	264	5.8%
Baltimore County	934	20.6%
Cecil County	294	6.5%
Frederick County	806	17.8%
Harford County	759	16.8%
Howard County	1,270	28.0%
Washington County	204	4.5%
Total	4,531	100%
Maryland	13,240	

5.8% share was considerably lower than Howard and Baltimore Counties, which had the

**Housing Constructed in the Freedom Area and Surrounding Jurisdictions (includes the Town of Sykesville)
ACS 5-Year Estimates '11-15**



highest proportion of new housing: 28.0% and 20.6%, respectively. Frederick and Harford Counties also experienced relatively strong housing growth, 17.8% and 16.8%, respectively. (EL5_Table 5) While not useful for comparison purposes with other counties, Freedom’s low average number of housing units constructed in 2010 or later, 41, or 15.5 of Carroll County’s total, indicates that housing accessibility and availability is limited compared to surrounding jurisdictions.

Additional data regarding housing starts through 2014 verifies this assessment.²³ Carroll County reported 696 residential building permits in 2005, which accounted for 6% of the total for the six jurisdictions that comprise the Baltimore Metropolitan Region.²⁴ The number of permits issued declined through 2011, with only 183 permits issued, as did the number of residential permits for the entire Baltimore region. However, the percentage of permits attributed to Carroll County during this 6-year period also steadily fell; the county’s housing starts accounted for only 3% of the region’s total in 2011. Over the next three years, as the economy recovered from the recession, the number of residential permits in Carroll County and the entire region increased to pre-recession levels²⁵. In 2014, 356 residential permits were issued in Carroll County, again accounting for 6% of the region’s total. Carroll County has consistently accounted for the lowest percentage of total new housing starts in the region, with Harford County, the second-lowest, accounting for between 10% and 13% over the 10-year period.

Housing Profile Summary

The previous sections indicate that Freedom’s housing market is relatively stable, with a low vacancy rate (2.2%) and a high percentage of households (89.9 %) owning their homes.

²³ Baltimore Metropolitan Council Residential New Construction Reports, 2005-2014.

²⁴ The Baltimore Metropolitan Region includes Anne Arundel, Baltimore, Harford, Carroll, and Howard Counties, and Baltimore City.

²⁵ In 2007, 322 residential permits were issued in Carroll County and 6,029 permits were issued in the Baltimore region; in 2014, 356 residential permits were issued in Carroll County and 6,419 permits were issued in the Baltimore region.

More than two-thirds of these homeowners spend less than 30% of their incomes on housing costs. The housing composition is relatively new, with approximately 82% of the homes built after 1970, and is relatively homogenous, with a predominance of single-family detached units. Housing is more expensive in Freedom than in surrounding jurisdictions, with the exception of premium areas of surrounding jurisdictions. Additionally, Carroll County, with Freedom as a primary growth area, has successfully mitigated excess growth, and experienced fewer new housing starts than the surrounding jurisdictions over the past ten years. A significant segment of the home market in Freedom appeals to buyers seeking higher-priced homes. What do these findings mean for the housing needs in Freedom?

Housing Needs

As stated previously, the Freedom Community Planning Area (CPA) includes one of the county's nine Designated Growth Areas (DGAs), which are the smaller geographic areas of the county where the majority of development is planned to occur. Prudent development and redevelopment of these areas complements the long-term prosperity of the county, as well as the preservation of the county's agricultural and conservation land. The infrastructure, including water and sewer, roads, and other facilities, exists in Freedom to accommodate the quality and price-point of housing necessary for the economic vitality of Carroll County. Higher priced development in Freedom produces more tax revenue than it consumes and is good for the economic vitality of Carroll County. Furthermore, demand for higher-end homes remains strong, and therefore, affordable as evidenced by the fact very few units remain unsold. Undeveloped parcels provide a potential opportunity for higher density development, but concerns exist over compatibility with surrounding communities. Approximately 27% of the land in the 2001 Freedom CCP was designated as residential. This was virtually unchanged from the land use designation acreage in the 1977 Freedom Area "Mini" Plan. Of this amount, 15% was designated as medium density, which was for single-family homes with a density of no more than 2 units per acre, and 4% had a high density designation, which allowed a variety of unit types with no more than 6 units per acre. Both of these designations are envisioned for areas that lie within the planned water and sewer service boundaries. These designations, and the accompanying zoning districts, have produced the homogeneous housing stock that currently exists in Freedom, with 91% of all houses being single-family.

It is important to note that Freedom's population of 60+ years is increasing as the age-segment of young families with school-aged children is decreasing. Between 2000 and 2010, the portion of Freedom's population between 60 and 75 years of age grew by almost 58%, while the total population grew by only 10%. In 2010, almost one in six people in Freedom was over the age of 60. This demographic trend is due in part to the aging of the baby boomers and an increase in overall longevity, and is expected to continue nationwide over the next 30 years. Over the same period, the age-segment of 20-44 years in Freedom experienced an approximately 13% decrease; meanwhile, the school-aged segment of the population grew by only 2.2 percent. The housing challenge facing Freedom throughout the planning horizon is twofold: provide housing to meet the needs and desires of the aging population in a manner that allows them to age in their community; and provide housing

that attracts young adults and families with young children.

Freedom’s population segment of baby boomers will require a range of housing options. Some may want to “age-in-place”, or remain in the single-family home and/or neighborhood in which they currently live. Nearly two-thirds of baby boomers surveyed nationwide have no plans to move at all, and more than half of those who are moving will move within 30 miles of their current home.²⁶ As of 2012, the proportion of this age cohort that continued to reside in a single-family home had yet to decline²⁷. This is supported by a 2010 survey by AARP that found that nine in ten baby boomers prefer to remain in their current residences for as long as possible.²⁸

However, maintaining the status quo indefinitely will not be tenable for most. Eventually, most baby boomers may need or demand different housing types as they age, moving out of their single-

family homes located on large lots and into smaller attached or detached homes such as villas, townhomes, apartment-style living communities, retirement age-restricted communities, in-law apartments, or townhomes located on smaller lots. Seniors recognize the importance of having easy-to-maintain homes as they age, but most (69%) still want a yard or garden, and will overwhelmingly seek single-story homes when they move.²⁹ Also, many who require assisted living may wish to remain in their communities, wanting to be close to their families and familiar surroundings.

The share of 55+ aged persons in Freedom is similar to that of surrounding area jurisdictions, which indicates that these jurisdictions will be competing to accommodate the 55+ aged population segment. (EL5_Table 6) Freedom’s higher owner-occupied median home value may influence the ability to retain and attract the 55+ aged population, since less expensive and more diverse housing options exist in some of the surrounding jurisdictions. Additionally, younger person households earning less than \$100,000, if desiring to live in Freedom, will have difficulty finding housing opportunities due to the relative high cost of housing.

**EL5_Table 6: Population Segment 55+ and Older in the Freedom Area and the Comparison Jurisdictions
ACS 5-Year Estimates '11-'15**

Jurisdiction/Area	# of 55+ Aged Persons in Each Jurisdiction/Area	% of 55+ Aged Persons in Each Jurisdiction/Area
Town of Sykesville	910	20.1%
Freedom	8,930	28.4%
Carroll County	47,473	28.4%
Baltimore County	225,126	28.1%
Cecil County	25,700	25.6%
Frederick County	55,975	23.6%
Harford County	63,769	25.8%
Howard County	67,487	22.4%
Washington County	39,985	28.5%
Maryland	1,543,874	26.0%

²⁶ <http://www.nielsen.com/us/en/insights/news/2015/most-baby-boomers-are-not-downsizing-quite-the-contrary.html>

²⁷ <http://www.fanniema.com/resources/file/research/datanotes/pdf/housing-insights-061214.pdf>.

²⁸ Teresa A. Keenan, Home and Community Preferences of the 45+ Population, AARP, November 2010.

²⁹ <http://www.nielsen.com/us/en/insights/news/2015/most-baby-boomers-are-not-downsizing-quite-the-contrary.html>

To ensure that Freedom’s viability and sustainability remains strong over the next 30 years, it is also important to attract young families with children to Freedom. Given Freedom’s predominance of detached single-family dwellings and median owner-occupied housing value of \$362,800, limited options currently exist for residents desiring to age-in-community, and for those younger households earning less than the current median household income. Furthermore, Freedom’s housing stock is over 91% single-family, significantly higher than surrounding counties, illustrating the comparative lack of variety to meet housing needs and desires. (EL5_Table 7)

**EL5_Table 7: Housing Diversification in the Freedom Area and the Surrounding Jurisdictions
ACS 5-Year Estimates '11-'15**

Jurisdiction/ Area	Single-Family – %of Housing Stock
Town of Sykesville	75.1%
Freedom	91.2%
Carroll County	88.0%
Baltimore County	71.5%
Cecil County	76.2%
Frederick County	83.1%
Harford County	81.3%
Howard County	74.4%
Washington County	77.5%
Maryland	72.9%

A Great Place to Live, Raise a Family and Retire

Studies show that although younger people may leave rural counties upon graduating from school or college, they later return upon getting married, in order to raise their children in Carroll’s safe, desirable single family home communities. The Freedom area has evolved into one of the most sought after bedroom communities north of Interstate 70. This plan must protect Freedom’s reputation as a “Great Place to Raise a Family”, and should not endeavor to transform the area in a way that would jeopardize this strong market identity. At the same time, it may be prudent to ensure adequate accommodations exist for 55+ communities, and “Generational Housing” wherein multiple generations of family members live under the same roof. This may be realized through the following:

- (a) ***Certification of the 2014 Freedom Bicycle-Pedestrian Master Plan.*** The 2014 Freedom Bicycle-Pedestrian Master Plan includes an assessment of existing conditions and makes recommendations to improve safety and access by linking community and regional destinations. It also serves as a guide to staff and local decision makers to promote and realize connectivity and pedestrian access through the allocation of capital project funding, seeking and obtaining grant funding, and consistently requiring road connections as approval conditions for relevant development projects. A more detailed discussion of the 2014 Plan may be found in the Transportation Element of this plan.
- (b) ***The County’s public transit routes and schedules, and transit response-demand service.*** Connectivity through transit options for the aging population is offered through the county’s fixed bus routes and the county’s Demand-Response Service. A more detailed discussion of this program may be found in the Transportation Element of this plan.
- (c) ***The centralized location of commercial, retail and institutional land uses in the heart of Freedom.*** The centralized location of these types of uses within the MD 32 and MD 26 corridors provides opportunities to improve walkability and accessibility.
- (d) ***The County’s Zoning and Subdivision Codes, (Chapters 155 and 158), which currently allow***

for a limited variety of housing types and development patterns to serve a diverse population.

Housing designed for older adults is often age restricted, and the Carroll County zoning code includes four such housing types: Assisted Living Facilities, Continuing Care Retirement Communities, Nursing Homes, and Retirement Homes. Currently, there are four facilities in Freedom, including three in Sykesville, to accommodate the aging population. The Carroll County Code also permits housing and development techniques that provide for the incorporation of aging residents into traditional neighborhoods. The following zoning and regulatory tools are currently in place to accommodate the changing needs of Freedom's aging population.

- a. ***Nursing homes, continuing care retirement communities, assisted living, and retirement homes are permitted, either by right or as a conditional use, in all zoning districts, except industrial.*** See EL5_Table 9. Varying restrictions and conditions are required within the different districts, such as density determinations, traffic study requirements, site plan, layout and exterior design review. These types of housing options are conditional uses in residential zoning districts, and are permitted by right in the commercial zoning districts.
- b. ***Cluster development patterns are permitted in all residential zoning districts except for the R-7,500 district.*** Clustering allows lots and yards which may be smaller than otherwise permitted, resulting in additional open space or recreational areas. Densities and housing types must remain the same as the underlying zones.
- c. ***Planned Unit Developments (PUDs) are permitted in the R-7,500 and R-10,000 zoning districts, and allow for relatively higher density and more flexibility in design and housing types than is normally permitted.*** PUDs have minimum tract size requirements, and allow a variety of housing types, including single-family, townhouses, and apartments, with certain density, height, lot size, and yard restrictions.
- d. ***Attached and detached accessory units are permitted in every residential zoning district.*** Only one detached or attached accessory dwelling unit is allowed per primary residence, with certain conditions regarding owner occupancy of one of the dwellings, size, parking, and access. According to the 2010 Census data, only 3.6% of households in Freedom consisted of three or more generations, compared with 12% nationwide.³⁰ Adding an "in-law" apartment is feasible under this scenario.

³⁰ Some of the reasons cited for the recent increase in multigenerational households, particularly increased immigration, are not as relevant in the Freedom area.

Existing Senior Housing

(Source: Carroll County Zoning Code)

Assisted-Living Facility – Provides housing and supportive services, supervision, personalized assistance, health-related services, or a combination thereof, that meets the needs of individuals who are unable to perform activities of daily living in a way that promotes optimum dignity and independence for the individuals.

Continuing Care Retirement Community – A building or group of buildings which provides a continuity of residential occupancy and health care for persons 55 years or older. This facility includes dwelling units for independent living, assisted-living facilities, plus a skilled nursing facility and other ancillary facilities to serve residents, as determined necessary.

Nursing Home – A residential health-care facility which provides institutional lodging, nursing care, personal care and supervision to aged, chronically ill, physically infirm, or convalescent patients.

Retirement Home – A development consisting of one or more buildings designed to meet the needs of the residences of senior citizens or age-restricted adult housing.

Housing for Young Adults and Families with Young Children

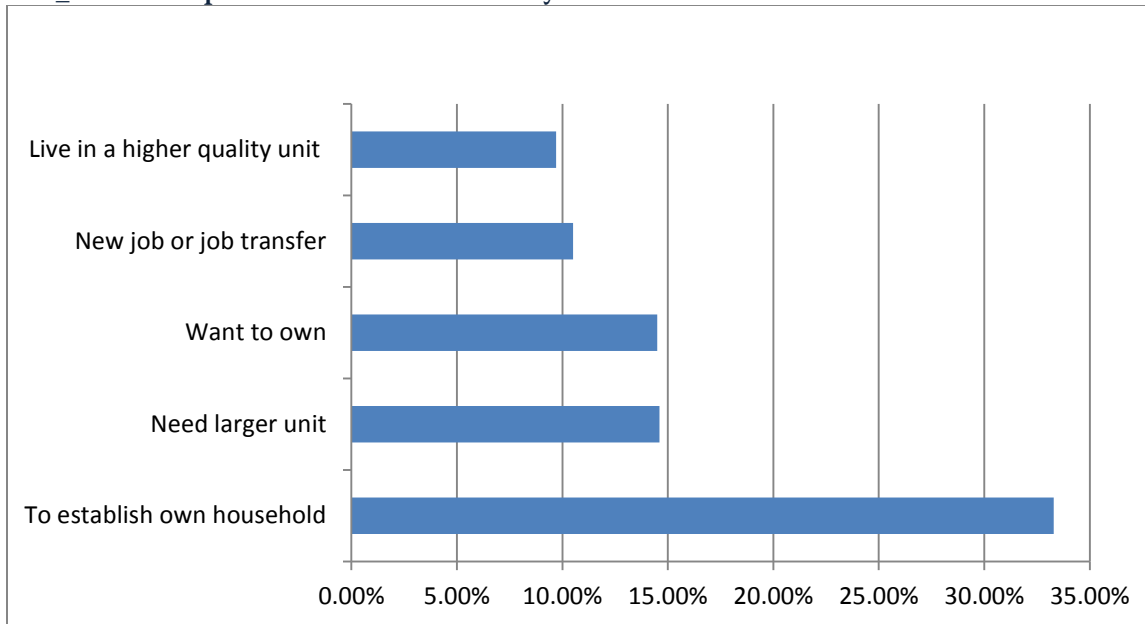
Younger adults, many of whom delayed marriage, families and homeownership during the recession, must also be considered in the Freedom housing analysis. Millennials (generally considered those born between 1982 and 2000), will have a major impact on the housing market over the next 30 years, as they enter their thirties and forties in greater numbers. Recent surveys indicate that the majority of millennials, even those currently residing in a city, want to live in single family homes outside the urban center.³¹ The majority of millennial home buyers, 77%, are couples, with 79% being first time home buyers.³² According to the National Association of Realtors, millennials accounted for 32% of home purchases nationwide between June, 2013 and July 2014, a larger share than any other generation.³³ The top five reasons for millennials to move, as reported by the National Association of Home Builders, are shown in EL5_Table 9.

³¹ <http://www.wsj.com/articles/millennials-prefer-single-family-homes-in-the-suburbs-1421896797>.

³² National Association of Realtor's 2013 Home Buyer and Seller generational Trends study.

³³ National Association of Realtors' Home Buyer and Seller Generational Trends Report 2015.

EL5_Table 9: Top 5 reasons for Millennial Buyers to Move



Source: <http://www.keepingcurrentmatters.com/2014/12/19/millennial-buyers-their-preferences-infographic/>

A number of nationwide surveys conducted over the past several years indicate that, contrary to conventional thought, the housing preferences of this age cohort are not significantly different than those of the baby boomers who preceded them, with several notable exceptions.³⁴ Various surveys show that between 66% and 70% of millennials would prefer to own a home in the suburbs, and up to 24% want to live in rural areas, if they can afford to and maintain their lifestyle. Seventy-seven percent (77%) prefer an “essential” home over a “luxury” home, but 81% want three or more bedrooms in the home. The majority of millennials have a strong preference for owning a single-family detached home, although with different efficiencies and upgrades than their parents. Ninety percent (90%) of the 25-34 year-olds who purchased a home between 2012 and 2013 chose a single-family residence, surpassing the rate at which young adults bought single-family homes at the peak of the housing boom in 2005/2006. Within the single-family category, detached homes dominate, accounting for nearly 80% of all owner-occupied units with young householders. Fifty-nine percent (59%) of those surveyed prefer a home in a neighborhood that has a variety of housing types, including townhouses and multi-family units. Of particular significance is that they prefer smaller lots with less maintenance, and walkability (49% of those surveyed) is an important feature of the area in which they would like to live. A mixed use neighborhood with amenities was deemed desirable by 62% of those surveyed. These amenities include a variety of recreational facilities, such as trails, pools, ballfields, and other areas that provide social opportunities.

³⁴FannieMae Housing Insights, Volume 5, Issue1; <http://realtormag.realtor.org/daily-news/2013/05/23/millennials-show-preference>; <http://www.newgeography.com/content/003685-millennial-lifestyles-will>; <https://www.planning.org/policy/polls/investing/pdf/pollinvestingreport.pdf>

The ACS 5-Year Estimates '11-'15 indicate that the higher owner-occupied median home value in Freedom may deter potential homebuyers earning \$100,000 or less from purchasing homes in Freedom. Many in this income category are millennials.³⁵ However, a review of MRIS statistics paints another picture. Based on the most recent MRIS statistics available at the time of this plan's development (July, 2018), there were 87 homes listed as "Active" in Freedom. Yet, the average Days-on-Market (DOM) was a very brief 59 days... indicating sales are robust and competitive across the board. Furthermore, an analysis of properties listed and sold in Q1/Q2 CY2018 indicating an amazingly low average Days-on-Market (DOM) of only 18 days. The fact that homes are selling so quickly suggests they are "affordable" to a vast segment of buyers that value the lifestyle offered by Freedom's existing communities. As discussed previously (EL5_Table 5), between 2000 and 2010, Carroll County accounted for only 6% of the regional residential housing growth, and Freedom's housing market received only 1% of the housing growth among Carroll, Baltimore, Cecil, Frederick, Harford, Howard and Washington Counties. If the Freedom Community had indicated a desire to further accelerate growth, and attract a broader spectrum of the regional housing growth, factors influencing the cost of residential development amongst Freedom and surrounding jurisdictions would need to have been examined. But, this was not the case. These factors would include the composition of housing stock, zoning regulations, particularly an adequate amount of appropriately zoned land, development related fees, and other factors as deemed relevant. Walkability and accessibility to commercial and recreational amenities are also crucial, and is addressed in Element 11 as part of the Complete Streets Policy discussion. However, at this juncture, given the strong demand for existing housing as evidenced by DOM figures of less than two months, and stress on existing roads there appears to be little or no appetite for this within the existing community.

Housing Resources Assessment

The county's development policies and zoning ordinance allow for a limited variety of housing types, housing density and development patterns in Freedom. Planned Unit Developments (PUDs), currently permitted in the R-10,000 and R-7,500 districts, have the stated objective of providing "suitable sites for relatively higher density types of residential structures ...to permit the optimum amount of freedom and variety in the design and management of such varying types of residential structures".³⁶ While a variety of housing types and lot sizes are permitted, there are not incentives provided for innovative site and building design, creative approaches to the development of land, or for on-site amenities. These types of amenities are highly desirable to potential Freedom residents of all ages, and inducements for their provision are often in place in other jurisdictions.

The implementation measures are not fully in place to allow for housing geared towards encouraging the aging population to remain in the community. For a number of reasons, many seniors are delaying seeking assisted living arrangements. Some wish to remain in their current home, while others would like to continue to live independently in a smaller, lower maintenance home. Zoning, subdivision, and building code regulations should

³⁵ According to www.salarylist.com, the median salary for millennial workers nationwide is \$74,140.

³⁶ Carroll County, Maryland Code of Ordinances, Sec. 155.093 (B)

facilitate designs that are adaptable and allow for these options, as well as for different generations to live in a single home. Regulations should also allow for technologies, devices, and in-home management systems that optimize active aging. The use of new technologies for home-centric assistance products and broadband connectivity provide social engagement, safety, and healthcare applications to assist the aging population. Flexible zoning regulations, such as smaller lots and front setbacks to facilitate neighbor interaction, should be considered. For those who choose age-restricted and assisted living communities and facilities, appropriately zoned land should be available in proximity to essential goods and services. In all cases, the goal should be a built environment that provides opportunities for older people to easily participate in community life and activities.

The current residential zoning districts in Freedom also limit the housing options for young adults and families with young children. As stated above, while the current PUD provisions provide some of the flexibility necessary for a community with a variety of housing types and sizes, incentives to facilitate a mix of uses and connectivity are lacking. A review of available land indicates that there are opportunities to provide for alternative housing types and development patterns. This concept will be discussed in more detail in Element 7: Land Use.

Recommendations

1. Review and possibly amend the County Zoning Code (Chapter 158) and Subdivision Regulations (Chapter 155) to facilitate a variety of housing types to serve all ages, including single-family detached, attached, and semi-detached, townhouses, and multifamily homes in the Freedom area.
2. Review and possibly amend Chapters 155 and 158 to facilitate, where appropriate, higher density development in the Designated Growth Area.
3. Conduct an assessment of the PUD provisions, as well as other development tools currently in place, in order to improve their applicability in providing well-designed communities with diverse housing types and onsite amenities.
4. Investigate a variety of new techniques and incentives, including density bonuses and flexible lot size and bulk regulations, to enable development and housing design that is desirable for residents at all stages of life.
5. Encourage, in the limited number of remaining sites, large mixed-use planned developments that allow for a variety of housing types, businesses, and recreational amenities to serve all ages.
6. Encourage, in areas where appropriate, particularly areas with planned or existing water and sewer availability, infill development in character with the existing housing in Freedom's established neighborhoods to meet the county's future needs for higher density.
7. Designate future residential development, particularly for senior citizens, in proximity and accessible to commercial and recreational opportunities.
8. Continue to investigate the adequacy of water and sewer capacity in the Freedom area to accommodate the increased residential development proposed in this plan.

Element 6: Economic Development

Goals & Objectives

Goal: Facilitate economic development opportunities that support the local skilled workforce and entrepreneurs, and expand the county’s employment tax base.

Objective 1: Support the goals of the Carroll County Department of Economic Development.

Objective 2: Focus on the growth of existing businesses and employment retention, as well attracting new commercial and industrial enterprises.

Objective 3: Focus on development and redevelopment of existing vacant and underutilized commercial and industrial properties.

Objective 4: Create a positive business and regulatory environment to compete with surrounding jurisdictions.

Objective 5: Promote economic development opportunities that leverage Freedom’s natural, cultural, and heritage assets.

Objective 6: Promote development that creates areas with a “sense of place” and “destinations” that encourage interaction among residents and users.

Objective 7: Encourage economic development that provides a broader range of skill levels and earning potential for residents who desire to work and live in Freedom and Carroll County.

Objective 8: Continue to work with the Town of Sykesville to promote complimentary businesses and destinations.

Background & Existing Conditions

Economic Development Assets

When considering locating in a particular area, businesses assess a number of factors, including the suitability of the potential workforce, the proximity and type of other businesses in the area, the transportation network and other necessary infrastructure, and the quality of life in the area for potential employees, clients, and customers. Freedom has many assets that make it attractive to a variety of businesses, including:

- Freedom’s residents are more educated, earn higher incomes, and live in higher priced homes than the county as a whole, as well as most surrounding jurisdictions. This provides both a skilled workforce for emerging businesses and demand for a variety of

- retail and service uses.
- Freedom is one of the county’s centers of commerce, with MD 26 and MD 32 bisecting the Community planning area (CPA). The density of work locations in Freedom is primarily concentrated in the vicinity of MD 26 and MD 32.
- There is relatively little crime, and adequate public safety facilities and manpower to respond to emergency calls. (See Element 10: Public Facilities and Services)
- School capacity in the Freedom area is adequate to accommodate new residents and students. (See Element 10: Public Facilities and Services)
- The Freedom Water Service Area has an adequate water supply to service properties within the Existing/Final Planning, Priority and Future Water Service categories. (See Element 10: Public Facilities and Services)
- Freedom also has numerous parks and recreational opportunities, as well as ample publically-owned conservation land for passive recreation uses.
- Freedom, as well as the county, has been wired with a fiber-optic network to support employment uses and redevelopment.
- Freedom’s housing vacancy rate has remained low, indicating a stable housing market.
- Finally, business retention in Freedom is relatively high.

Major Employers

EL6_Table 1: Freedom Area Major Employers

Employer	Location	Product/Service Type	# of Employees	Regular FT Employees
Carroll County Public Schools	Various Locations	Education (K-12)	N/A	N/A
Springfield Hospital Center	Sykesville/Freedom DGA	Mental Health Care	833	810
Intergrace – Fairhaven	Sykesville/Freedom DGA	Retirement/Assisted Living	700	not available
Northrop Grumman	Sykesville/Freedom DGA	Electronic Manufacturing/ Testing	400	400
GSE Systems, Inc.	Eldersburg/Freedom DGA	Technology Engineering	109	109

Source: Carroll County Department of Economic Development, 2015.

An assessment of economic development in the Freedom CPA necessitates a review of Carroll County as a whole, as well as the Town of Sykesville. According to the Department of Economic Development, major employers in Carroll County are in the construction, clothing, education, engineering, government, health services, manufacturing, retirement/assisted living, and warehousing/distributing industries. The county’s 29 major employers employ an estimated 15,105 people, with an estimated 51.4% of those employees working regular full time hours. Five of those major employers, Carroll County Public Schools, Springfield Hospital Center, Intergrace – Fairhaven, Northrop Grumman, and GSE Systems, Inc., are located in the Freedom area, including Sykesville. (See EL6_Table

1). Other notable businesses in Freedom include Dal-Tile and Ottenberg’s Bakery.

Several properties with significant economic development potential are not located in the Freedom CPA, but rather in the Town of Sykesville. These properties, most notably the Warfield Complex, have the potential to be major employment centers in the region, and the catalyst for commercial development throughout the area. The Warfield Complex is an historic property that is envisioned to be redeveloped as a mixed-use commercial office, retail, and residential development. According to the 2010 Town of Sykesville Master Plan, revised in 2014, the Warfield planning area is approximately 138 acres in size. It includes 14 buildings that are laid out “campus style” in two clusters that cover 22 acres of the planning area, with the remainder being undeveloped or preserved as dedicated passive town parkland. To date, three of the fourteen buildings have been renovated. Tenants include Nexion Health, Carroll County Dance Studio, and Zeteo Tech. The Warfield Collaborative is under contract to create a mixed use with residential, office, and retail amenities.

The U.S. 2012 Economic Census data, the most recent available, indicates that a major portion of establishments surveyed in the Eldersburg CDP in late 2012 were professional, scientific, and technical services (17.9%); and health care and social assistance (13.8%). Two relatively new companies of this type located in Eldersburg include Advanced Biotechnologies (ABI) and America’s Remote Help Desk (ARHD). As a bedroom community to other major employment centers, a great deal of the commercial development in recent years has also been in the retail (14.2%), food service (10.4%), and other service (9.0%) sectors to serve the needs of the residential community. Freedom has not been home to many new large-scale manufacturing or wholesale trade uses in recent years, and these two sectors account for only 2.6% and 4.4% of all establishments, respectively. Early in 2017, however, CoastTec relocated to Eldersburg from Baltimore. This manufacturer occupies 62,500 square feet and employs approximately 50 people.

Workforce

Composition

According to the American Community Survey (ACS) Selected Economic Data ‘11-’15, 16,631 people over the age of 16 who live in Freedom are employed, both inside and outside of the area. Approximately 58% of these workers are between the ages of 30 and 54; almost equal shares of the remaining workers (approximately 20%) are either below the age of 30 or above the age of 54. The unemployment rate is relatively low, particularly compared to surrounding jurisdictions, at 3.8 percent. (See EL6_Table 2) Freedom’s resident workforce composition breaks down as follows:

- 51.3% are in management, business, science and arts;

EL6_Table 2: Unemployment Rate in the Freedom Planning Area & other Maryland Jurisdictions

Jurisdiction/Area	Unemployment Rate
Freedom DGA	3.8%
Carroll County	4.6%
Baltimore County	6.9%
Cecil County	7.5%
Frederick County	5.8%
Harford County	6.4%
Howard County	4.9%
Washington County	5.7%
Maryland	7.4%

Source: ACS 5-Year Estimates ‘11-’15

- 21.6% are in sales and office occupations;
- 13.3% are in service occupations;
- 7.6% are in natural resources, construction and maintenance;
- 6.2% are in production, transportation and material moving.

The majority of Freedom’s resident workers, 74.3%, are employed in the private sector, followed by nearly 20.7% employed by the government, and approximately 5% are self-employed.

Earnings

Fifty-three percent (53%) of Freedom’s households earn \$100,000+ annually, including benefits. Freedom’s workforce earns comparatively more than Carroll County, the state, and with the exception of Howard County, the surrounding jurisdictions. (See EL6_Table 3) As expected, this correlates to the information regarding Median Household Income presented in EL5_Table 2.

Destinations

According to Census 2010 and Transportation Analysis Zone (TAZ) data³⁷, 16,517 workers reside in Freedom, of which 88.8% are employed outside of Freedom. The majority of job destinations are to the south and east of the Eldersburg area, in areas such as Baltimore (8.0%), Columbia (7.2%), Ellicott City (4.1%), Woodlawn (3.1%), Towson (2.8%), and Owings Mills (2.5%). These job destinations of Freedom residents require daily peak hour travel on MD 32 and MD 26. Westminster, to the north, accounts for 2.7% of Eldersburg residents’ employment. No other location accounts for more than 2% of all work destinations. Of the 10,244 people working in businesses located in Freedom, 82% live outside of Freedom. (See Table EL6_Table 4 for workforce and employee flows and EL6_Map 1 for the inflow and outflow of workforce and employees in Freedom).

EL6_Table 3: Workforce Earnings of \$100,000 + Including Benefits in Freedom and the Comparison Jurisdictions – Selected Economic Data

Jurisdiction/ Area	Households Earning \$100,000+ annually including benefits
Town of Sykesville	43.3%
Freedom DGA	53.0%
Carroll County	50.8%
Baltimore County	39.8%
Cecil County	29.1%
Frederick County	41.6%
Harford County	38.4%
Howard County	55.0%
Washington County	21.3%
Maryland	36.4%

Source: ACS 5-Yr Estimates '11-'15

EL6_Table 4: Freedom Worker Totals and Flows Census 2010: Transportation Analysis Zones

Worker Flow	Count	Share
Employed in Freedom	10,244	100%
Employed in Freedom but Living Outside	8,402	82%
Employed and Living in Freedom	1,842	18%
Living in Freedom	16,517	100%
Living in Freedom but Employed Outside	14,675	88.8%
Living and Employed in Freedom	1,842	11.2%

Source: U.S. Census Bureau, Center for Economic Studies

³⁷ 2010 census data and Transportation Analysis Zones (TAZs): 00000967 - 00001065. Note: The TAZs do not match the Eldersburg CDP boundaries precisely; however, they provide a useful approximation of workers and commuter data that correlates with the Freedom Planning Area.

Travel Times

The majority of workers who reside in Freedom, (almost 57%) commute between 10 and 24 miles to work. Approximately 21% of Freedom’s workers commute less than 10 miles to work, which includes the estimated 665 workers, or 4.0% of the total employed residents of Freedom who work from home. Almost 18% of all workers travel between 25 to 50 miles to work. (See EL6_Table 5) For frame of reference, Columbia is approximately 22 miles from Eldersburg; Baltimore City is approximately 26 miles; Fort Meade is approximately 30 miles; and Washington, D.C. is approximately 50 miles from Eldersburg.

Median travel times for resident workers in Freedom and Carroll County are among the longest in the region, compared to Baltimore, Cecil, Harford, Howard and Washington Counties, although the margin between Freedom and Washington County is only 7.6 minutes. (See EL6_Table 6) The overlay arrows shown on the map do not indicate the specific directionality of worker flow between home and workplace.

**EL6_Table 5: Freedom Workers’ Distance Traveled
Census 2010: Transportation Analysis Zones**

Distance	Count	Share
Less than 10 Miles	3,491	21.1%
10 to 24 Miles	9,353	56.6%
25 to 50 Miles	2,951	17.9%
Greater than 50 Miles	722	4.4%
Total Jobs	16,517	100%

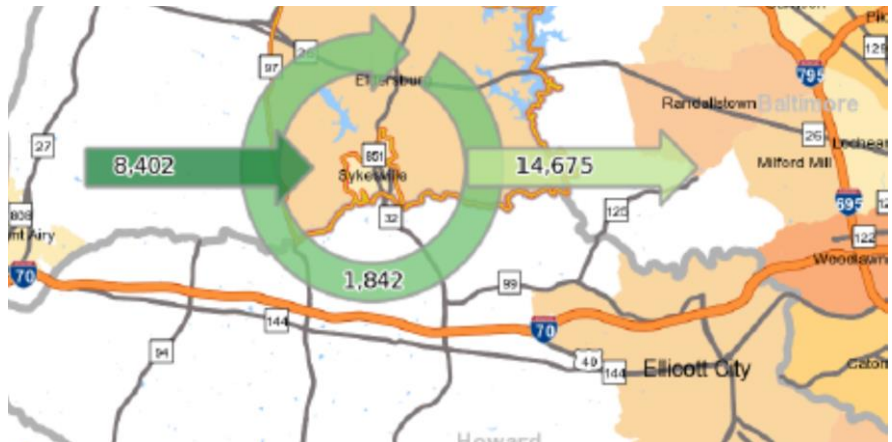
Source: U.S. Census Bureau, Center for Economic Studies, 2010

EL6_Table 6: Median Commute Times in Freedom & Other Maryland Jurisdictions

Jurisdiction/Area	Median Commute Time (minutes)
Town of Sykesville	34.2
Freedom DGA	36.0
Carroll County	35.2
Baltimore County	29.1
Cecil County	28.8
Frederick County	34.9
Harford County	31.7
Howard County	30.5
Washington County	28.4
Maryland	32.3

Source: ACS Selected Economic Characteristics 5-Year Estimates ’11-’15

EL6_Map 1: Inflow/Outflow of Jobs in Freedom, 2010



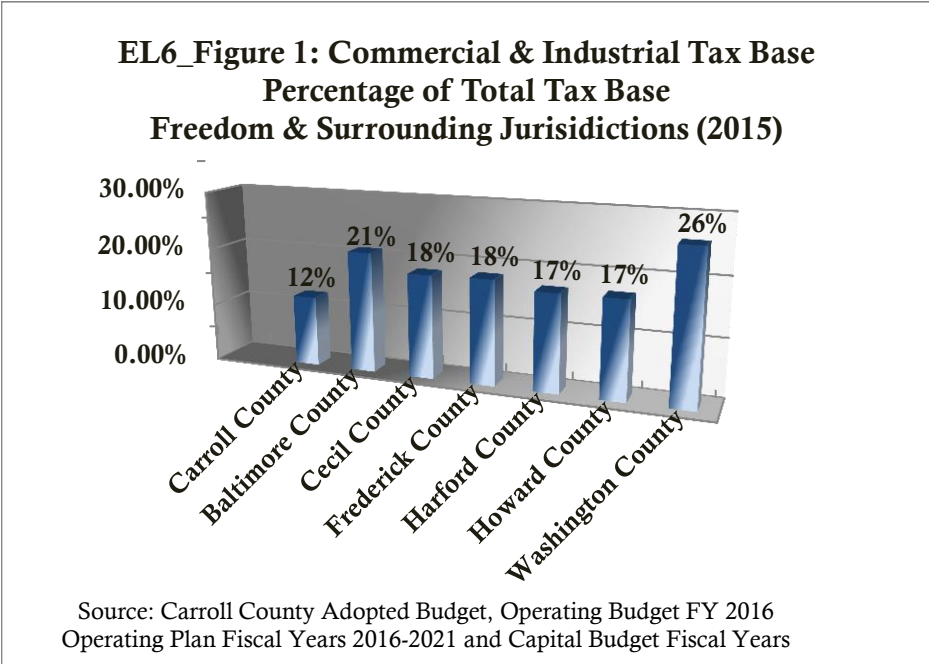
- Employed and Live in Eldersburg CDP
- Employed in Eldersburg CDP, but Live Outside
- Live in Eldersburg CDP, but are Employed Outside

Source: U.S. Census Bureau, Center for Economic Studies, 2010

The median travel times of all the comparable jurisdictions are between 28 and 36 minutes, which is typical of suburban communities, but higher than the national average, which is 25.4 minutes. Factors that influence travel time include not only the distance between home and work, but the capacity and condition of the roads, as well as the level of congestion during peak travel times. Expansion of, and improvements to, Freedom’s roads, particularly MD 26 and MD 32, would alleviate the burden of these travel times on Freedom’s residents. More importantly, improvements to these major roads would facilitate the migration of workers into Freedom, and would also attract employers to the area. These improvements are therefore an integral tenet of an overall economic development strategy.

Commercial and Industrial Tax Base

A strong and vital economy is essential to the fiscal sustainability of any community. Real property taxes, from all types of property, account for almost one-half of all Carroll County revenue.³⁸ This revenue is used to fund a myriad of county services, including schools, public safety, recreation, roads, citizen services, and general government functions. A strong commercial/industrial base can relieve the tax burden on residents. Conversely, a relatively small commercial/industrial base increases the burden on residential taxpayers, often constraining the level of services that can be offered at a given tax rate. For every tax dollar contributed to Carroll County’s revenue for a typical residential unit, more than one dollar is spent for facilities and services. This is not unique to Carroll County or Freedom. Virtually all nationwide studies support this conclusion. For every tax dollar collected from residential properties, between \$1.15 and \$1.53 is returned in the form of local government services, primarily because of the cost of public schools.³⁹ On the other hand, for every tax dollar collected from commercial/industrial land uses, between \$.35 and \$.65 is returned in the form of government services, indicating the provision of fewer public services for this land use. While these dollar figures do not take into account specific types of development in each land use category, amenity value, the interaction of multiple land uses, or



³⁸ Adopted Operating & Capital Budget - FY 16

³⁹ Source: Urban Programs Resource Network.

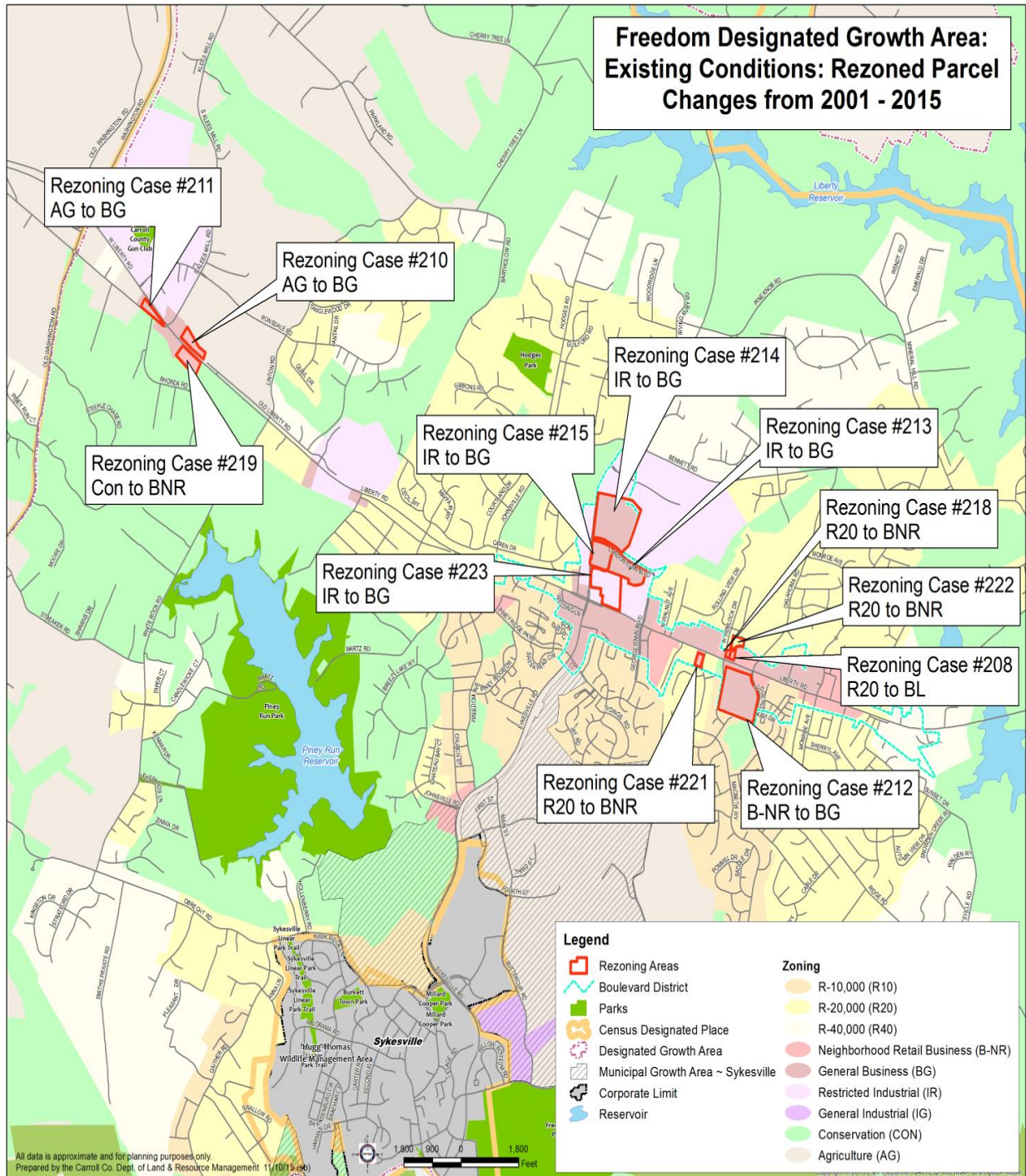
traffic and environmental impacts, they provide a framework for assessing the desirability of broad land use categories. In Carroll County, commercial and industrial uses accounted for 12.16% of the property tax base in FY2014, and in Freedom, commercial and industrial land uses accounted for 10.37%⁴⁰ of Freedom's property tax base. The commercial and industrial tax bases in Freedom and Carroll County are the lowest among the surrounding jurisdictions. (See EL6_Figure 1) As stated above, this shortfall places a heavier burden on the homeowners of the county.

Current Land Use

As discussed previously, a number of properties designated in the 2001 Freedom Community Comprehensive Plan as industrial and residential along MD 26 and MD 32 have been or are in the process of being developed as commercial businesses. Currently, 12% of the land designated for industrial purposes in the 2001 Master Plan is used for business, retail and other commercial uses. This includes a number of conditional uses that have been approved by the Board of Zoning Appeals (BZA) for commercial purposes. There have also been a number of rezonings to the B-NR and B-G zoning districts, primarily in the MD 26 and MD 32 corridors. (See EL6_Map 2 and EL7_Table 3) The recent rezoning of parcels within these areas reflects the growing demand for commercial uses to support the residential population. The rezoning requests have been granted partially based on findings of consistency with the concepts expressed in the 2001 Plan. The 2001 Plan also described that while there was a shortage of employment designated land generally throughout the county, there was an even greater shortage of commercial land available within Freedom. In 2001, less than one percent (0.9) of Freedom was designated for commercial or business uses.

⁴⁰ Source: Carroll County Office of Management and Budget.

EL6_Map 2: Rezoning to Business Districts 2001 - 2015



Assessment of Employment Potential

A comprehensive assessment of the county's employment land and needs was conducted by Parsons Brinckerhoff (PB) in 2007. This study evaluated trends in regional and local commercial land development, and analyzed factors that could hinder successful economic development. The study included projections of the number of jobs that could be expected to be created in Carroll County through 2030. Based on the emerging economic opportunities identified, PB concluded that jobs in Carroll County could increase by approximately 50%, from 80,000 to 120,000. It was concluded that this would only be possible if appropriate land is zoned for non-residential development, and if the county makes the investment necessary to serve these areas with water and sewer service and adequate roadways. The presence and severity of environmental features was also considered a limiting factor.

The study further assessed the areas in the county that were in the best position to meet the projected demand for employment. Freedom, particularly the MD 26 and MD 32 corridors, was identified. Of the 41,125 projected new jobs, 25% were projected to be in the MD 26 corridor and 11% in the MD 32 corridor. It was estimated that the projected acreage requirements to accommodate these new jobs is 1,155 in the MD 26 corridor and 490 acres in the MD 32 corridor. According to recent Buildable Land Inventory calculations, undeveloped, non-residential land in Freedom falls far short of the projected need. This assessment does not take into account the specific zoning categories of the land or the size of the parcels. However, it provides a guide as to whether or not Freedom's land use, and by extension, zoning, lays the groundwork and provides the implementation measures to accommodate potential economic development opportunities in Freedom. Based on the current land use numbers, Freedom is significantly short of meeting the non-residential lands recommended by the PB study.

Summary of Assets, Employers, Workforce, Tax Base, and Employment Potential

Freedom, which is one of Carroll County's Designated Growth Areas (DGA), has a number of attributes that make it attractive for future economic development. Its location, educated workforce, concentration of high-income residents, availability of water and sewer capacity and other public facilities, and existing commercial corridor make it the ideal location to grow the county's commercial tax base. The land necessary to accommodate some new commercial uses exists, but not to the extent deemed necessary.

The transition of Freedom's 1977 vision from an industrial employment center to a service, retail and commercial employment center is evidenced by the changes in land use over the past 35 years. The majority of jobs are in the various service sectors, including professional, health care, retail and food services. The concept in the original 1977 Freedom Comprehensive "Mini" Plan was for some portions of MD 26 to develop commercially, but not in a continuous strip. However, as a result of market forces, many properties in the corridor envisioned and zoned for residential and industrial uses now contain commercial land uses. The number of approved conditional uses within the MD 26 corridor demonstrates the need to re-examine land use designations of developed properties within

the vicinity to reflect the uses that are actually in place.

Additionally, while the representation of commercial development in Freedom appears to provide diverse employment opportunities, the job market in Freedom does not necessarily allow for local citizens to work in the community in which they live. This is evident in the data regarding travel distances and times, and the fact that the majority of residents, 88.8%, are commuting outside of Freedom to work. Additionally, most of Freedom's workers, 82%, live outside of Freedom. In addition to the relevance of these facts to employment opportunities for residents in Freedom, they also highlight the importance of the improvement of the transportation system to the vitality of the local economy.

Freedom falls short of the county's goal of 15% for the commercial and industrial property tax base, at 10.37%. This is notable since as one of the county's nine DGAs, Freedom is targeted for a greater share of all types of development.

Economic Development Needs

Employment

As stated previously, the vast majority, almost 90%, of employed Freedom residents travel outside of the area to reach their employment destinations. Another way to measure the balance between commercial and residential development is the ratio of jobs to housing. With a higher proportion of jobs, residents in the workforce have a greater opportunity to live and work in the same jurisdiction. According to the 2014 Carroll County Master Plan, the county's jobs-to-housing ratio, 1.37 in 2010, was second to last in the region only to Harford County. Howard and Montgomery County's ratios surpassed Carroll County's by a wide margin, at 1.81. In Freedom, the 2010 ratio of 10,244 jobs to 10,549 households is 0.97, meaning there are more households than jobs. An increase in the employment opportunities within Freedom would benefit existing residents, and serve to attract future residents to the area.

Furthermore, national employment trends, as well as recent commercial growth in the Freedom area, indicates a need for less heavy industrially-zoned land, and a greater need for appropriately zoned light industrial and commercial property within Freedom. This is particularly true in the MD 26 corridor. Although not under the area of consideration in this plan, the potential employment opportunities at the Warfield Complex, which was discussed earlier in this Element, will contribute to meeting the county's economic development

Services

As recommended in Element 5: Housing, the Freedom area is envisioned to be home to residents of all ages with a variety of service needs. These needs, which will include health care, business services, retail, restaurants, and other services, could be met within the Freedom community. This need was expressed during the community outreach process, particularly for more of a variety of service establishments, including a hotel.

Tax Base

As stated in the 2014 Carroll County Master Plan, the county’s objective is to improve the disparity in the tax base, and to increase the ratio of the commercial and industrial tax base in order to reduce the tax burden on the county residents. As the largest DGA, raising the ratio in Freedom is integral to this strategy.

Sense of Place

Throughout the citizen outreach process, the residents of Freedom noted the lack of a “town center” in Eldersburg and expressed a desire for more of a “sense of place” in the commercial corridors. While “sense of place” is not definable, it may be described as a place that has an identity or character that is strongly felt by residents. The problem is exacerbated by the fact that the majority of the MD 26 corridor, which bisects the area, is already developed. A cohesive vision for design improvements is therefore difficult to achieve. However, there remains a desire for scale-appropriate, pedestrian-friendly places, which could possibly be accomplished as economic redevelopment occurs.

Economic Development Resources Assessment

Land Use and Zoning

Land use designations and zoning regulations are among the most significant implementation tools that local government has to influence economic development. Successful economic development efforts largely depend on ensuring that suitable land is available and accessible. During the 2014 Carroll County Master Plan approval process, three commercial land use designations were approved, as well as an Employment Campus designation. The new commercial land use designations replace the two former business designations. The three commercial land use designations that are now in place in the county are:

- Commercial - Low Intensity
- Commercial - Medium Intensity
- Commercial - High Intensity

See Appendix D for an explanation of the new land use definitions.

The three new commercial land use designations will be the basis for three new commercial zoning districts that will replace the B-NR (Business Neighborhood-Retail) and the B-G (Business General) zoning districts. These three zoning districts and the new Employment Campus zoning district will provide the implementation tools to better represent the type of

Land Use Terms

Existing (Actual) Land Use – Current use of land - i.e., residential, commercial, industrial, institutional, conservation, etc.

Designated Land Use – land use envisioned by a master plan and forms the basis for future zoning.

commercial development that is on-the-ground, and to better plan for future commercial development throughout Freedom and the county.

The Carroll County Department of Economic Development

The Carroll County Department of Economic Development promotes Carroll County as an ideal location for prospective industries and businesses. The goals of the Department of Economic Development include:

- Increasing the commercial/industrial tax base and number of quality jobs;
- Supporting the development of new technology and the growth of residential industries;
- Increasing tourism in Carroll County and supporting the efforts of local tourism related businesses; and
- Assisting Carroll County businesses with the workforce development needs, and in finding employment opportunities.⁴¹

The Department of Economic Development utilizes numerous tools, including financing incentives, regulatory agency assistance, workforce training and development, business advocacy, and site identification and tours to accomplish its goals. For more information about economic development opportunities in Freedom and in Carroll County, see the Department of Economic Development's website, www.carrollbiz.org.

⁴¹Carroll County Adopted Operating and Capital Budget FY16-21

Recommendations

Economic development is primarily dependent on private sector forces, as well as national and regional factors, but the tools must be in place to facilitate the county's vision. The county can contribute to the attainment of its economic development objectives through the following actions:

1. Look for opportunities to increase the amount of land in the commercial and light industrial districts in the areas targeted for economic development.
2. Continue to aggressively pursue capacity improvements to MD 32 and MD 26 in order to reduce the travel time for Freedom residents working in areas to the south and east, for employees in Freedom commuting from outside the area, and for the more efficient movement of goods into and out of the area.
3. Ensure that local road connections are made and service road options are adequately explored and, if determined feasible, implemented, so that the road network enhances economic development opportunities within Freedom.
4. As recommended in the 2014 County Master Plan, ensure that the development review process for industrial and commercial development is predictable, consistent, and evenly applied to make Carroll County more attractive to existing and potential businesses.
5. Conduct a comprehensive, comparative analysis of the economic development policies, regulations and strategies in Carroll County and the surrounding jurisdictions.
6. Work with the Department of Economic Development to conduct an analysis of the businesses in Freedom to continue to ensure that the businesses are adequately and appropriately meeting the needs of the residents.
7. Consistently maintain the adequacy of water and sewer capacity in the Freedom area to accommodate the increased commercial development proposed in this plan.
8. Since economic development is closely tied to the adequacy of the transportation network, continue to improve and enhance the movement and conveyance of people and materials within Freedom's transportation network.
9. Continue to work closely with the Town of Sykesville and the Warfield Development Corporation to facilitate a development strategy for the Warfield Complex, and support the development of the Warfield Complex by designating complimentary land uses adjacent to it.
10. Address the visual appearance and lack of "sense of place" in Freedom's commercial

corridors (MD 26 and MD 32) by working with the development community to address citizens' concerns, jointly developing policies that may be implemented through the development review process.

Element 7: Land Use

Goals & Objectives

Goal: Pursue policies that facilitate the implementation of the Plan Vision Statement, including: development in appropriate areas at densities not to exceed those that are consistent with the character of existing communities, where water, sewer, and other infrastructure are projected to be available, thereby protecting and conserving agricultural and environmental resource areas throughout the county, while meeting the economic needs of the county.

Goal: Promote appropriately timed and scaled development which supports, enhances, and reinforces the identity and character of the Freedom Community Planning Area (CPA).

Goal: Support the county's agricultural vision as articulated in the Master Plan by encouraging agricultural activities and appropriate agricultural preservation within the Priority Preservation Area and the Rural Legacy Area, and direct agricultural preservation away from the Freedom Designated Growth Area (DGA).

Objective 1: Provide land use designations that protect the character and meet the needs of existing communities, while remaining consistent with the Vision and economic development goals articulated in this plan.

Objective 2: Limit agricultural land use designations and increase opportunities for a variety of residential and employment uses.

Growth and Development in Carroll County

Focusing development in DGAs has been the basic premise of planning in Carroll County since 1964, and the primary means of achieving the county's long-range planning vision. The Freedom CPA is the county's largest DGA, at almost 20,000 acres in size. The long-term vision is to direct development into and around the County's nine DGAs, while retaining the rural character and agricultural use of the surrounding lands. Implementation of that premise was strengthened in 1978 through the Adoption in the subdivision regulations of a lower density lot yield calculation formula for properties in the Agricultural Zoning District. This vision has been renewed and reaffirmed in successive plans, including 1977 and 2001 Freedom Plans, as well as in the 1981, 2000 and 2014 Carroll County Master Plans. Significant public investment and expenditures were made in pursuit of this vision.

Designated Growth Areas

Designated Growth Areas (DGAs) are the smaller geographic areas of the county where the majority of Carroll County's planned residential, commercial, and industrial development is currently concentrated and future growth is planned. These areas generally

are centered on a municipality, where historically higher density development has occurred, and where public water and sewer facilities and services are available. EL7_Map 1, entitled “Corporate Limit, Designated Growth Areas and Priority Funding Areas” identifies the existing DGAs in the county, based on adopted plans as of December, 2014. The Freedom DGA surrounds the Town of Sykesville on three sides: north, east and west. As described in Element 2, EL7_Map 2 entitled “Designated Growth Area and Priority Funding Area” shows the hierarchy of the Freedom Area: The Town of Sykesville’s corporate limits, Municipal Growth Area (MGA), Priority Funding Area (PFA), Designated Growth Area (DGA), and Community Planning Area (CPA). Each area is nested within the next.

This plan reduces the Freedom DGA from 28,901 acres to 19,461 acres, or by 9,441 acres. The rationale for this reduction in the DGA is because the majority of this acreage targeted for removal has a high concentration of environmental constraints and is therefore less appropriate for development. Since the intent of the DGA is to focus growth and development, having 33% of the area off limits to future development is contrary to the intent of the DGA concept. These undevelopable acres are made up of public and private resource conservations lands, dedicated to the protection of the Liberty Reservoir, the Patapsco River, and other resource lands.

Since the county began keeping track of development “In and Out of the DGA” in 2012, approximately 30% of the new residential units and approximately 25% of non-residential units in the county are developed in Freedom. This does not include new development in the Corporate Limits of the Town of Sykesville. When the town is included, this number is approximately 4.5% higher (see tables EL7_Table1 and EL7_Table2 for the dwelling unit breakdowns).

New Residential Units by Year in the Freedom CPA (does not include the corporate limits of Sykesville)

Year	DGA total	New Units	Total as of December 31 st	% of DGA Totals
2012	10,544	76	10,620	27.4
2013	10,666	71	10,737	30.2
2014	10,737	75	10,812	30.2
2015	10,812	153	10,965	30.4
2016	10,965	101	11,066	30.5
2017	11,066	71	11,137	30.5
EL7_Table 1			6 Year Average	29.8

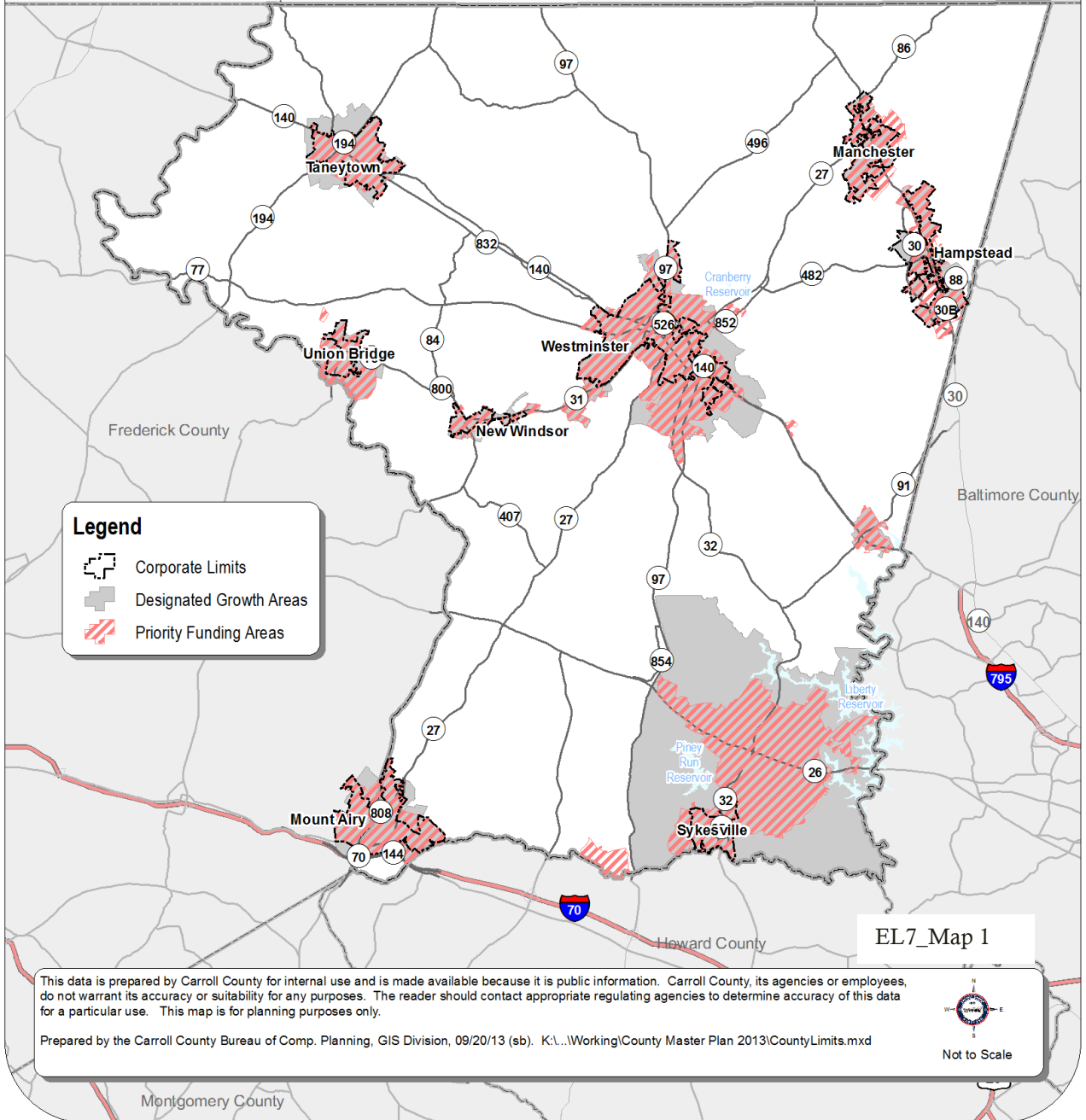
New Non-Residential Units by Year in the Freedom CPA

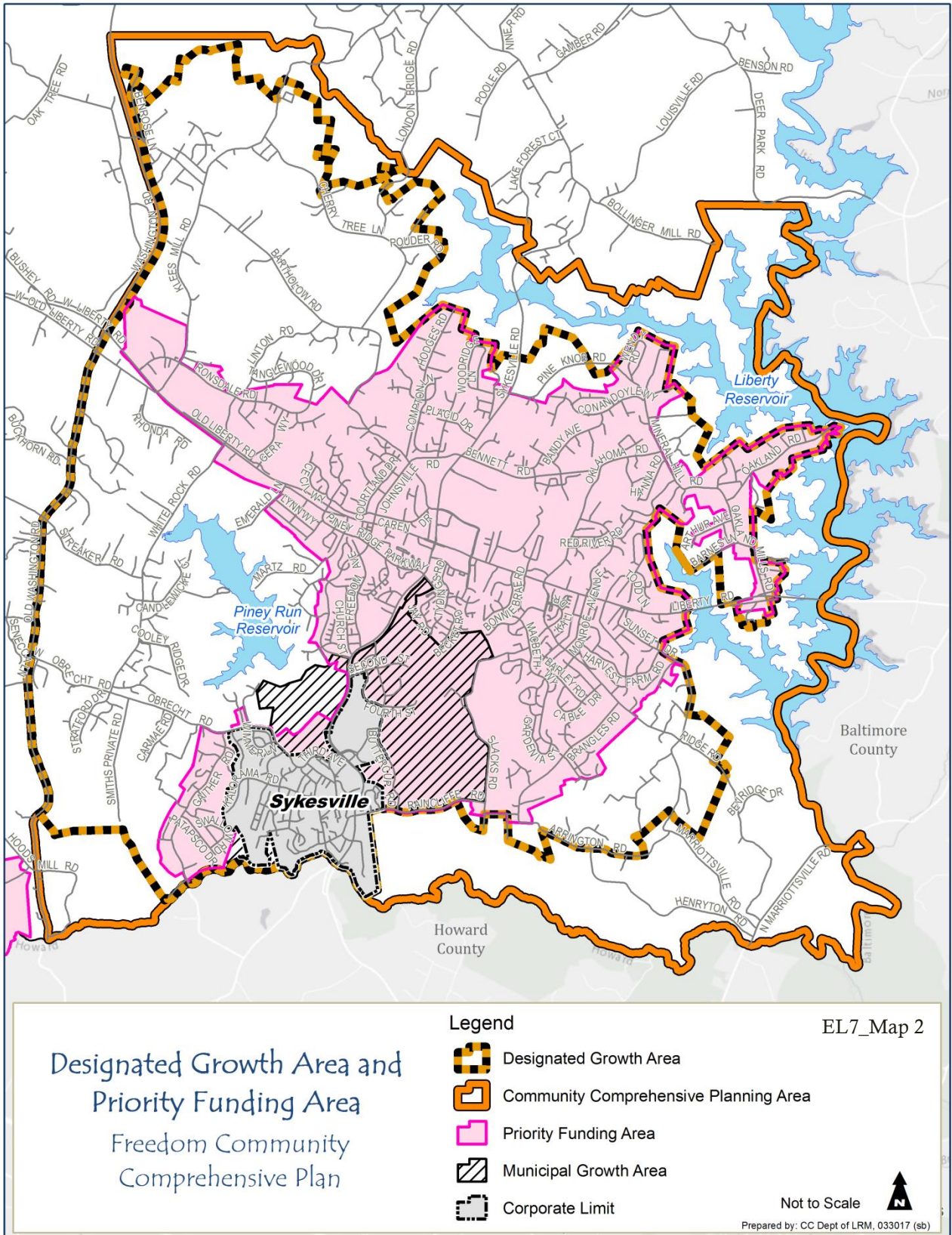
Year	New Units	% of DGA Totals
2012	5	17.9
2013	9	33.0
2014	3	10.0
2015	9	37.5
2016	3	12.5
EL7_Table 2	5 Year Average	22.2

The data in the table above shows that approximately one-third or more of new development in the county occurred in the Freedom DGA in recent years. Even with the reduction in the overall acreage of the Freedom DGA, this number will not be reduced because the acreage reduction was mostly taken from lands that do not have further development potential.

Corporate Limits, Designated Growth Areas, and Priority Funding Areas

Carroll County Master Plan



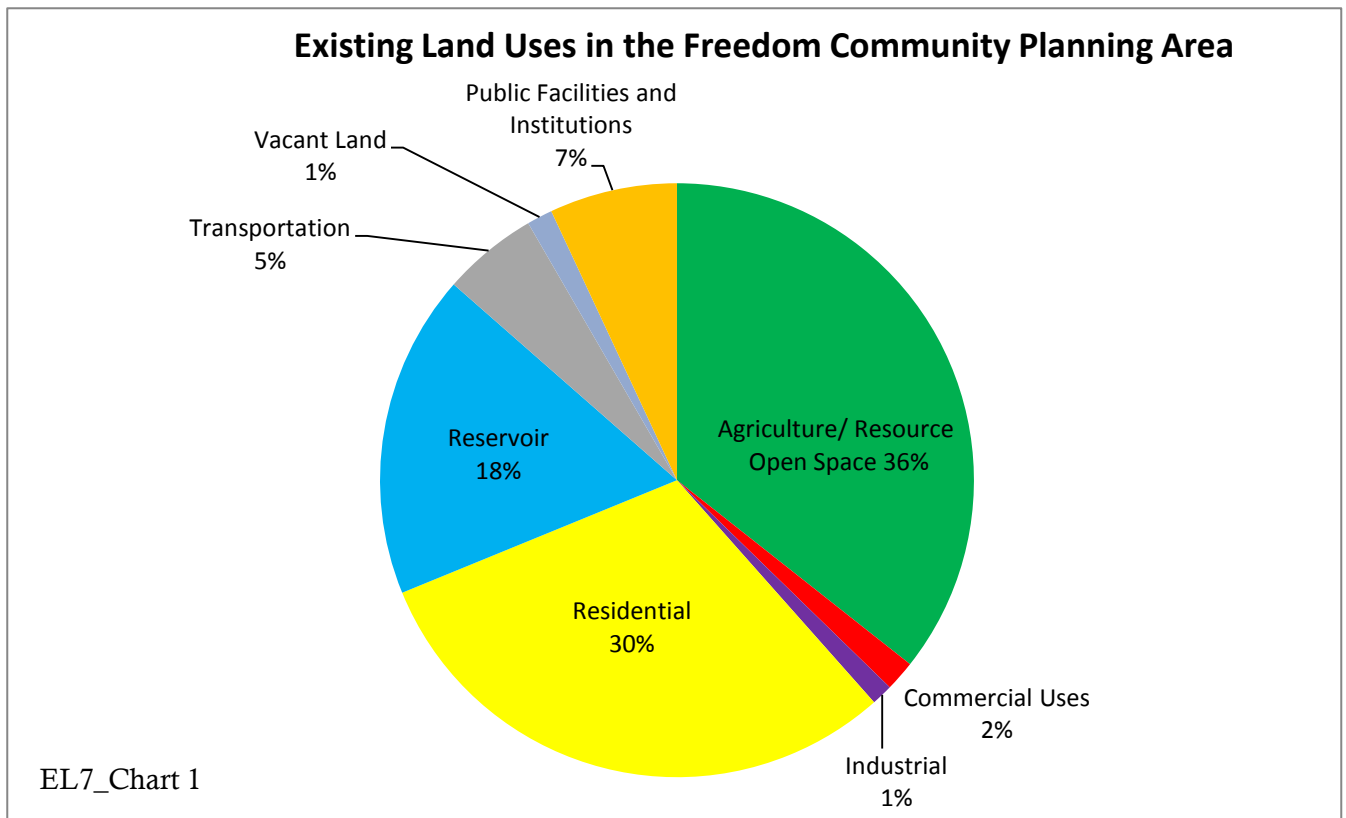


Land Use

Land is utilized and designated in various ways; this is called land use. How the land is currently being utilized is existing land use. Designated Land Use (DLU) is a designation given to a particular piece of property, indicating the way it is projected to be used in the future. Designated land use is the basis of consideration for zoning once the Plan is Adopted. Existing land use categories describe what exists on the ground, such as agriculture, commercial, forest, or transportation (see Appendix B). Designated land use categories are more prescriptive because they set the stage for future implementation actions, including zoning (see Appendix D).

Existing Land Use

Freedom's Existing Land Use is predominately made up of Agricultural/Resource/Open Space lands (36%), and if the reservoir lands are included in this percentage, over half (54%) of the Freedom area is currently in some type of resource-based use. When all residential lands are combined: High, Medium and Low densities make up only 30% of the total area.



The remaining 16% of the Freedom CPA is in some other type of use: commercial, industrial, public facilities, transportation, or vacant lands. These numbers take into account the Town of Sykesville. The Existing Land Use chart (EL7_Chart1) shows these breakdowns by category in more detail. When the Town of Sykesville is removed, these percentages remain the same because the town's proportions of land uses are similar to the Freedom CPA, meaning that the town does not significantly change the composition of the overall Freedom Planning Area.

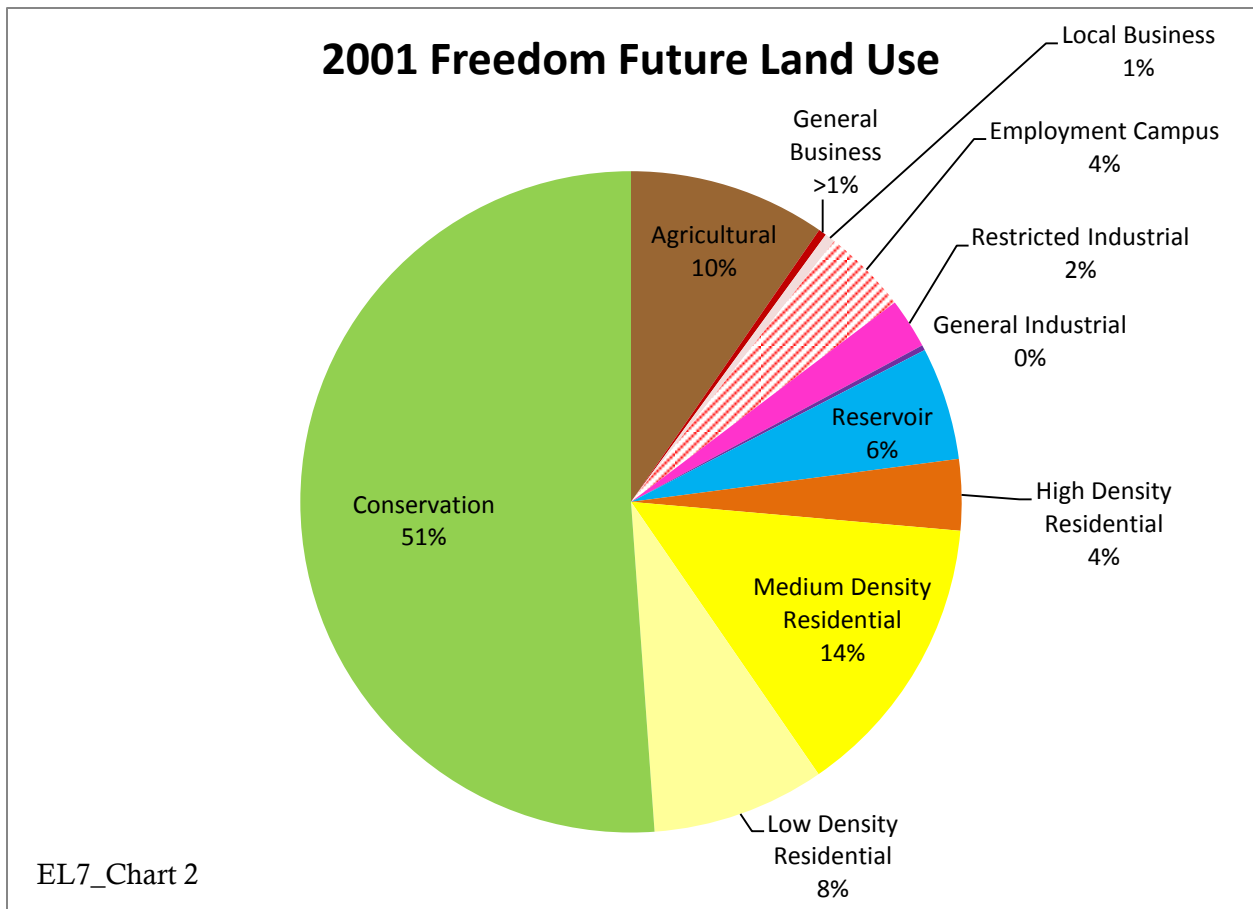
Designated Land Use

As stated earlier in the Element, Carroll County has been focusing growth and development into DGAs since 1964. The first major Plan focusing on the Freedom CPA was Adopted in 1977, with its first major update completed in 2001. Now, 17 years later, the Plan is being brought up-to-date. As in 1977, 2001 distribution and intensities of land uses stayed relatively the same. One can determine the success of implementation efforts of a particular plan and its evolution by evaluating and comparing the existing land uses to those presented as designated land uses in the current Adopted plan.

Land Use Terms

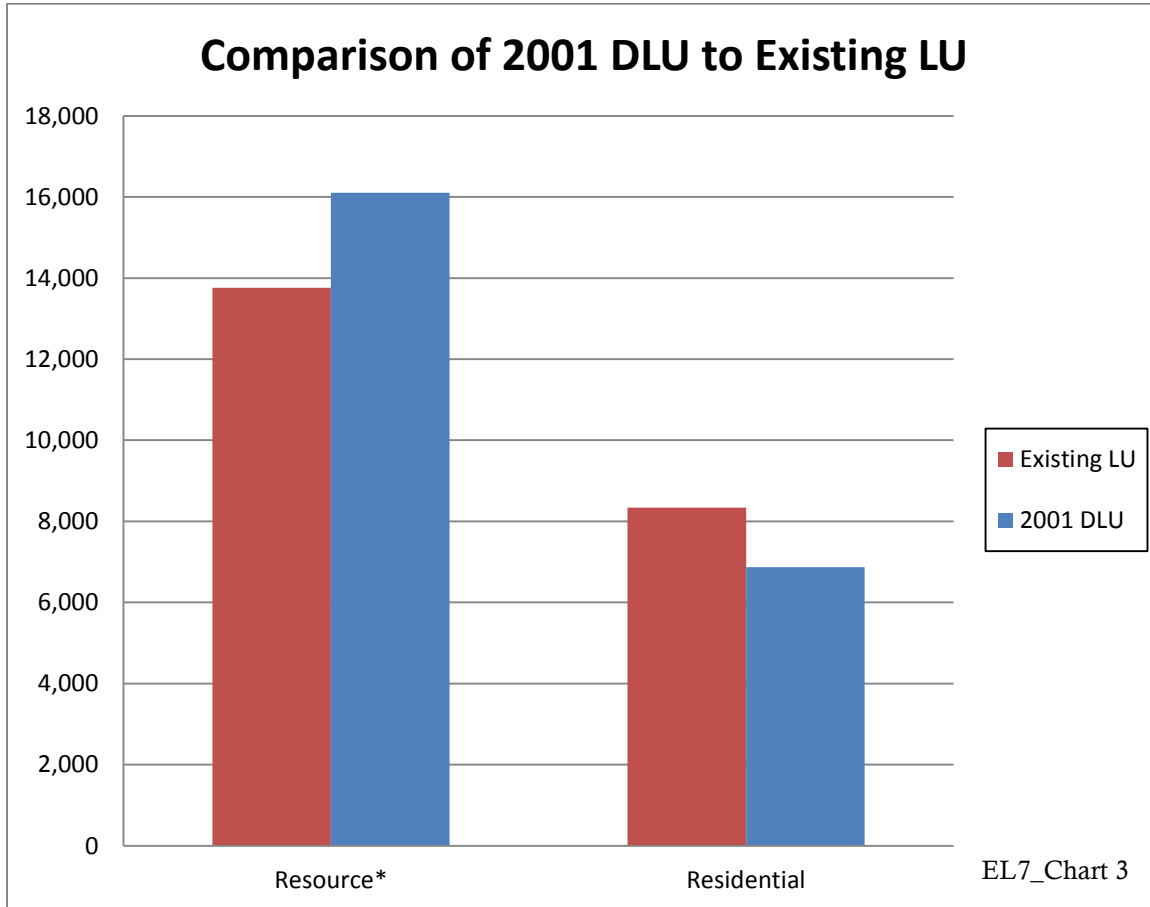
Existing Land Use - how the land is currently being used.

Designated Land Use - land use envisioned by a master plan and forms the basis for future zoning.



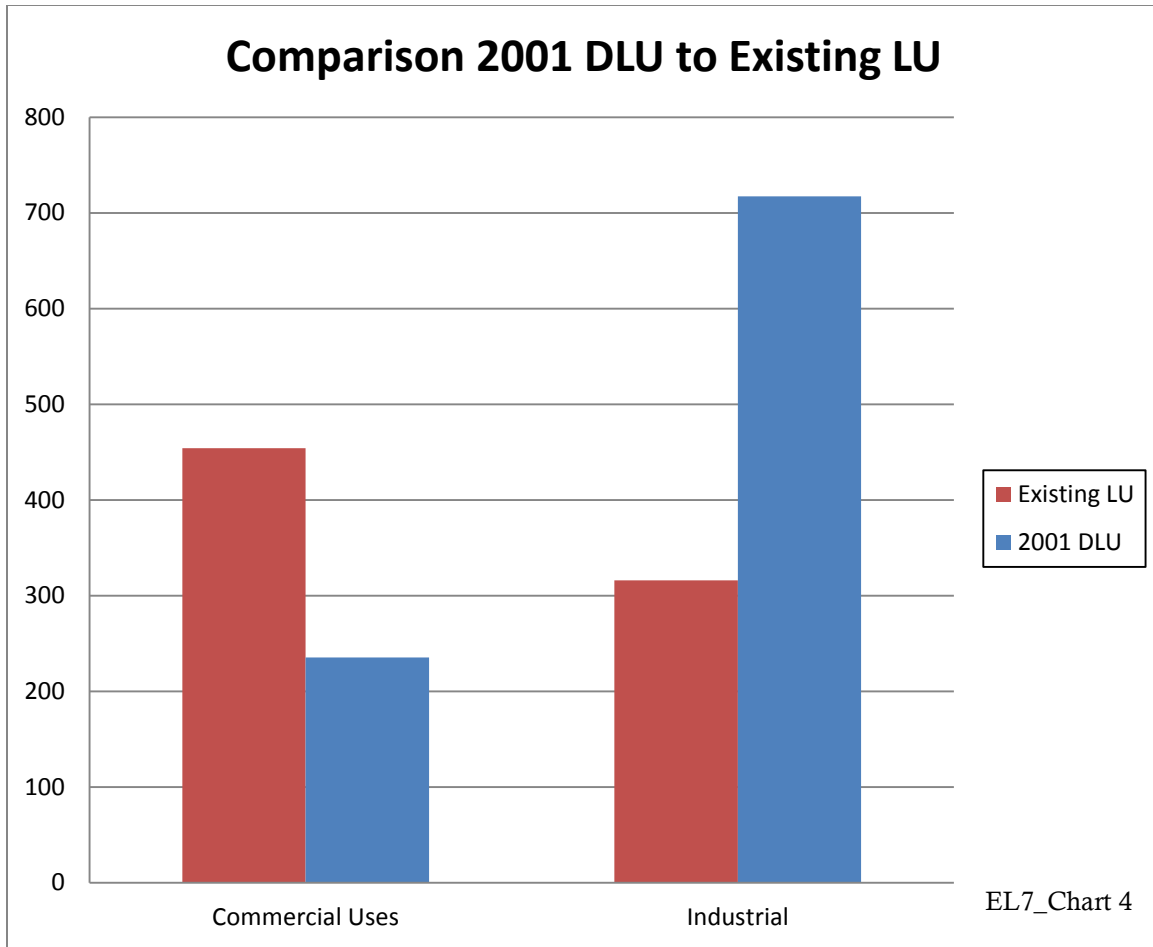
When comparing the Existing Use of Land (ELU) to the 2001 Designated Land Use (DLU), it is easy to see that the amount of Resource Land proposed in the 2001 Plan was not achieved, but the amount of residential land was more than what was proposed. This means that land that was designated for Resource Conservation converted to houses (see EL7_Chart 3). This is also true for Commercial and Industrial land. The 2001 Plan

proposed over 700 acres of industrial land for the Freedom CPA, but only a little over 300 acres of industrial property actually exist in the Freedom CPA. Although this is not a one-for-one exchange of industrial to commercial, it partially explains the conversion of industrial properties to other uses over the past 17 years.



*Resource included: Agricultural, Resource Conservation and Open Space Lands

This chart illustrates that the 2001 Plan did not accurately forecast designated land uses. The plan assumed that more lands would remain in a resource category; however, significant portions of these areas were used for residential development. The land uses identified in this plan update the 2001 map to show the changes that took place over the past seventeen years that were not accurately projected. The same holds true for commercial and industrial land. The Chart (EL7_Chart 4) on the next page shows that the 2001 Freedom Plan also did not accurately forecast the demand for commercial uses in the heart of the Freedom area.



Designated Land Use Concepts

Designated Land Use designations in this plan were carried out using a set of rules or planning concepts. These were similar to, and in some cases the same as, the concepts used during development of the *2014 Carroll County Master Plan*. New concepts were introduced to reflect the nature and purpose of the Freedom Area and its role as a DGA. These concepts were selected after careful deliberation, making sure that each concept supported the overarching goals and objectives established in the Freedom Community Comprehensive Plan. The way in which these concepts have evolved since 2001 are described below:

Conditional Use

Conditional uses are those which may be available to a property owner after a public hearing before the Board of Zoning Appeals (BZA). These are uses that are not permitted as a matter of right on a property.

- Concept 1: Recognize and bring up-to-date properties as they have manifested on the ground, especially those that are residentially or industrially designated, but are acting in a commercial manner through a Conditional Use approval or a Zoning Map Amendment.

- Concept 2: Designate a limited number of parcels within the Freedom CPA for both higher intensity residential and commercial uses, based on location and proximity to infrastructure.
- Concept 3: Identify additional employment lands (commercial, industrial, and employment uses) based on the 2007 EDLENS study (see Element 6) and meeting with the Department of Economic Development to determine appropriate properties, thereby working towards increasing the employment tax base for the CPA and the county as identified in the *2014 Carroll County Master Plan*.
- Concept 4: Designate public school sites as a School designation.

Case Number	Request	Location
208	Residential 20,000 to Business Local	1708 Liberty Rd Eldersburg north side of Liberty Rd (Rt 26 ~150 ft east of W Hemlock Dr)
210	Ag to Business General	44 Liberty Rd Sykesville 700 ft SE of Klee Mill Rd
211	Ag to Business General	100 West Old Liberty Rd southwest intersection of Liberty & Old Liberty Rds
212	Business Neighborhood Retail to Business General	South side of Liberty Rd, MD Rt. 26, and west side of Ridge Rd.
213	Industrial Restricted to Business General	South side of Londontown Boulevard, East of Bevard Road
214	Industrial Restricted to Business General	North East corner of Sykesville Road (MD 32) and Londontown Boulevard
215	Industrial Restricted to Business General	South East corner of Sykesville Road (MD 32) and Londontown Boulevard
218	Residential 20,000 to Business Neighborhood Retail	North side of Liberty Road (MD 26), east side of West Hemlock Drive, and south side of Dickenson Road
219	Conservation to Business Neighborhood Retail	South side of MD 26 and north side of Rhonda Road
221	Residential 20,000 to Business Neighborhood Retail	Southwest corner of MD 26 and Bonnie Brae Road
222	Residential 20,000 to Business Neighborhood Retail	Dickenson Road and Hemlock Lane
223	Industrial Restricted to Business General	1320 Liberty Road
		EL7_Table 3

Concept 1 is to recognize and bring up-to-date properties that have developed differently than envisioned in the 2001 Plan, especially those that are residentially or industrially zoned but are acting in a commercial manner. These properties developed through a Conditional Use approval or individual rezoning. Since 2001, there have been 12 zoning map amendments and 45 BZA cases. EL7_Table 3 and EL6_Map 2 show the rezoning cases and their outcomes.

Concept 2 designates a limited number of parcels within the Freedom CPA for both higher intensity residential and commercial uses based on location and proximity to infrastructure. Because of these factors, the Freedom DGA is designed and positioned to handle more development than other areas of the county. Freedom has a dense network of county and state roads at key locations to move local and through traffic efficiently and effectively. The Freedom CPA is also served with county water and sewer service, which is unique for Carroll County, since most of the county’s water and sewer service is provided by municipal systems. This is one area of the county where the county government can determine its own destiny in terms of strategic development to meet the needs of the goals and objectives set forth earlier in the plan for more diverse housing choices; more community amenities; and more commercial, employment and industrial opportunities to attract residents and businesses to locate in the area.

Following Concept 2, Concept 3 identifies additional employment lands (commercial, industrial, and employment uses) based on the EDLENS study (see Element 6) and meeting with the Department of Economic Development to determine appropriate properties, thereby working towards increasing the employment tax base for the planning area and the county. This is beyond identifying and recognizing what materialized as a result of past plans, but also identifying new lands that can satisfy these criteria. As a result, seventeen (17) acres of new Light Industrial and 128 acres of new Employment Campus lands are identified as part of this plan totaling 1,139 acres (4.5% of the Freedom CPA) of employment based designated land in the Freedom CPA. In addition, 591 acres of Commercial land was identified, of which 242 acres are new land use designations. However, this is not a one-for-one conversion. Many of the properties identified for a land use change to Commercial are in some type of commercial use currently or are commercially zoned. EL7_Table 4 shows the acres of existing land use that is commercial and the acreage of commercially-zoned land. This is not truly quantifiable because there are lands that are zoned commercial, which may not have developed yet or are not acting commercially; conversely there are lands that have been identified as commercial existing land use, but are not zoned as such.

Commercial Designations in the Plan	
Existing Use of Land (currently on the ground)	Acres
Commercial Zoned	475
EL7_Table 4	402

The final Concept, Concept 4, designated public schools as Schools. A “School” land use designation will include other limited low impact residentially friendly alternative uses that enable the county to reuse existing locations in ways that complement adjacent neighborhoods. See Appendix D for more details.

Buildable Land Inventory

The Buildable Land Inventory (BLI) is an inventory of residential land that is still buildable or able to be developed. It uses available Geographic Information System (GIS) data to analyze and estimate where and how much additional development *could* occur, not necessarily what *will* occur. The number of residential lots that could be created or single-family units constructed, is estimated based on the jurisdiction's current zoning and/or proposed future zoning (called "designated land use").

A BLI is a planning tool for making decisions related to the effectiveness of previously-adopted comprehensive plans and measures that could be used to implement desired changes. It is important to reiterate that the BLI is a planning tool. It is not meant, nor even able, to be exact. The BLI does, however, provide Carroll County with a mechanism to analyze residential development capacity throughout the county.

POTENTIAL DWELLING UNIT RANGE ESTIMATES

High Range- development capacity of a parcel is based on residential zoning densities without any constraints considered.

Medium Range- development capacity of a parcel is based on residential zoning densities with minimal constraints. Infrastructure and stormwater restrictions are considered. Typical lot size reduction is 10-15%.

Low Range- development capacity of a parcel is based on residential zoning densities with maximum constraints. Infrastructure, stormwater and environmental restrictions are considered. Typical lot size reduction is 20-30%.

RESIDENTIAL BUILDABLE LAND INVENTORY

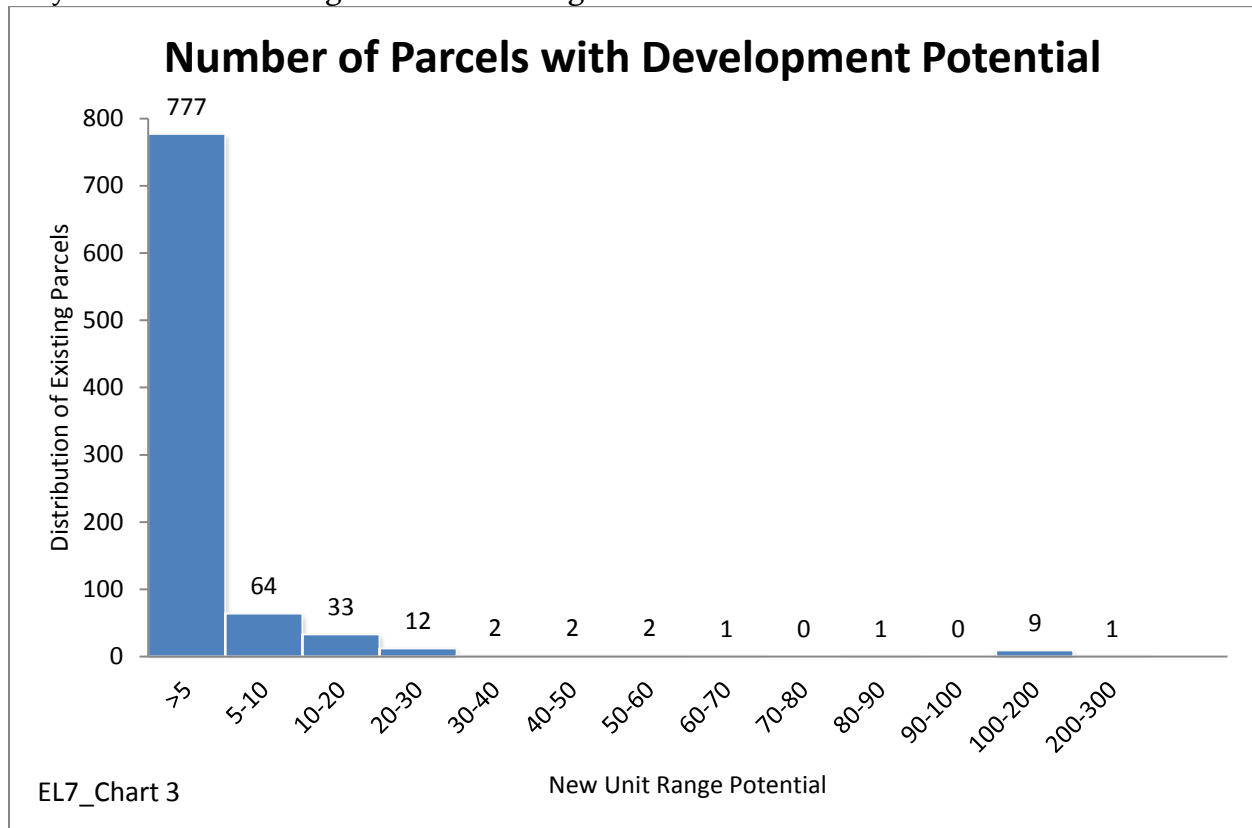
Calculations in the table below are based on the designated land use designations mapped in this Plan. The sidebar above describes the potential dwelling unit ranges. Three ranges are described: High, Medium and Low. Given that the Freedom CPA has been the county's largest DGA since the 1960's, the access to major transportation routes, its position in the region, and water and sewer infrastructure have led to significant development over the decades. Much of the Freedom CPA in its core has been subdivided and the "low hanging" parcels, those that are easiest to develop, have done so already. There are very few parcels in this planning area that have substantial opportunities for large subdivisions.

Designation	Typical Lot Size (sq ft)	Parcel Count*	Buildable Acres*	Low Range Potential Lots	Medium Range Potential Lots
Residential High	7,500	235	231	657	797
Residential Medium	21,780	370	1,499	1884	2,306
Residential Low	43,560	129	798	546	657
Resource Conservation	217,800	113	2,265	238	349
Agriculture	435,600	58	705	112	112
Totals**		905	5,498	3,437	4,221

* These numbers only reflect medium range estimates.
 **These do not include units in the Town of Sykesville's Corporate Limits

EL7_Table 7

EL7_Table 7 shows the two BLI range scenarios. The current yield based on existing zoning is 3,557. This is a “what can be done now” number. EL7_Chart 3 shows the distribution of these allocations using the Medium Range scenario. This distribution has very little relevant change in either the High or Low scenarios.



EL7_Chart 3

As seen in the chart above, the vast majority of parcels have an additional residential allocation of one unit. This equates to 552 parcels having one additional unit allocated to them, out of proposed 4,221 new units proposed in the Medium Scenario of the BLI.

COMMERCIAL BUILDABLE LAND INVENTORY

The need for new employment based lands is recognized in the most recently Adopted Carroll County Master Plan. As stated earlier, identification of employment lands is a key tenet of this plan’s land use recommendations. The BLI acreage for employment based lands is less than what is designated, because this is only the buildable portion. EL7_Table 8 shows the amount of commercial, industrial and employment campus buildable land available acreage as a result of DLU designations in this plan. The buildable commercial, industrial and employment campus acreage equates to 45% of the actual acres of land designated in this plan as such. The amount of commercial, industrial and employment campus acreage designated is 1,139 acres. The Commercial-Industrial BLI is calculated to determine the amount of developable acres, not number of units or square footage of building. Determining this acreage is similar to that of the Residential BLI.

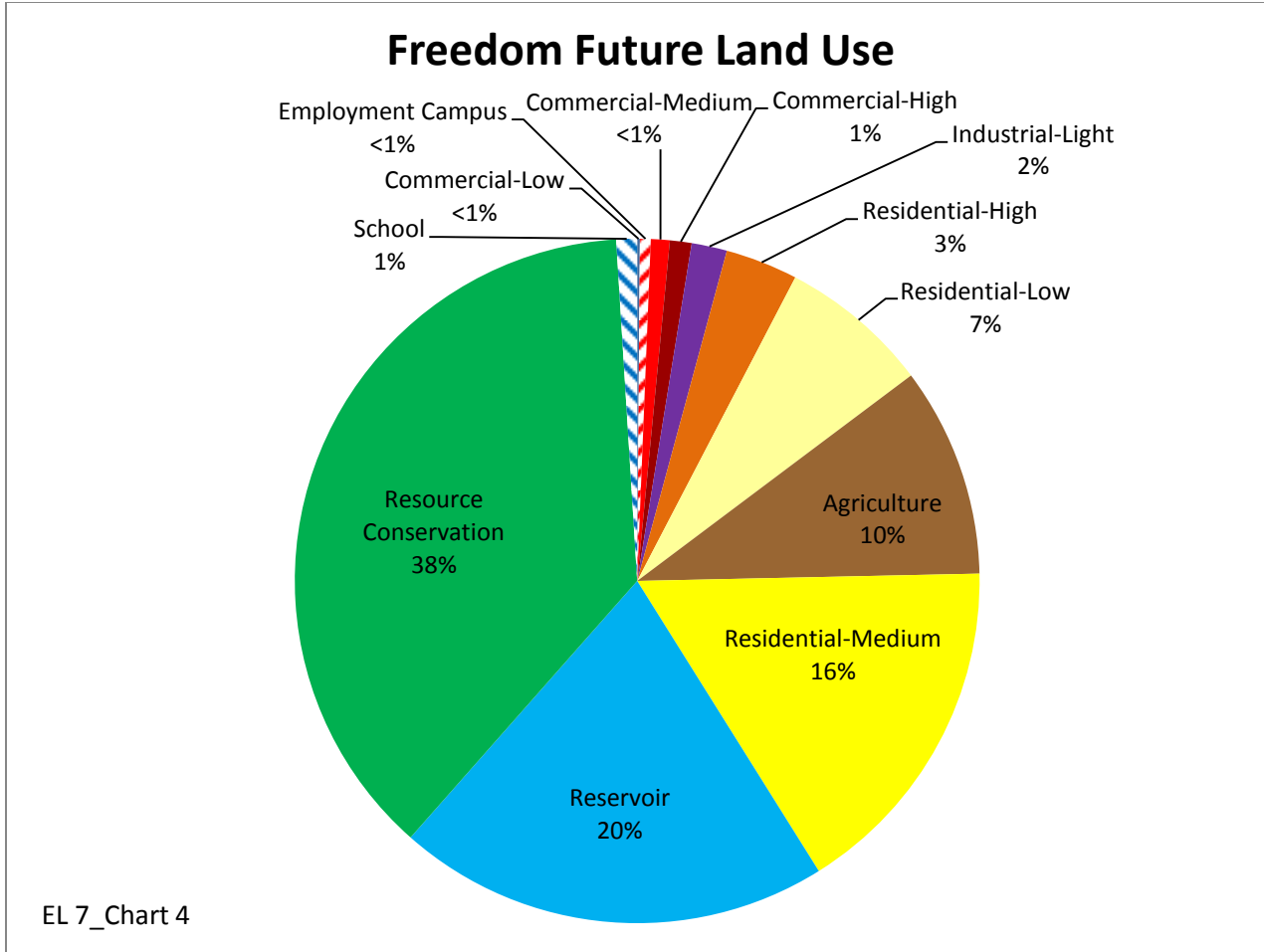
Commercial-Industrial BLI Designated Land Use	New Buildable Acres	Designated Land Use Acres
Commercial-High	72	336
Commercial-Medium	95	224
Commercial-Low	18	31
Industrial-Light	207	420
Employment Campus	126	128.00
Total New Acres	518	1,139

These steps are:

- Step 1: Identify constraints such as FEMA 100-year floodplains, Wetlands, Impervious Surface
- Step 2: Join the Parcel Data with the DLU. This relates each parcel with a land use designation.
- Step 3: Identification of all Parcels that are designated Commercial and Industrial.
- Step 4: Subtract “Partial Constraints” from the Parcel - At this point the remaining land will be considered buildable.
- Step 5: Identify Improved and Vacant Parcels- Use the county’s address point data to identify those properties that are improved and those that are vacant.
- Step 7: Identify Developed Parcels that are not Further Developable.

DESIGNATED LAND USE –PERCENTAGES

The land uses in the Freedom Area have not changed significantly in the past 17 years since the Adoption of the 2001 Freedom Community Comprehensive Plan. As shown in EL 7_Chart 2 and EL 7_Chart 4, the landscape is still dominated by resource conservation, agriculture, and reservoir areas. Commercial and industrial acreages are still the smallest percentage of the area, with residential uses comprising the largest percentage of the built environment.



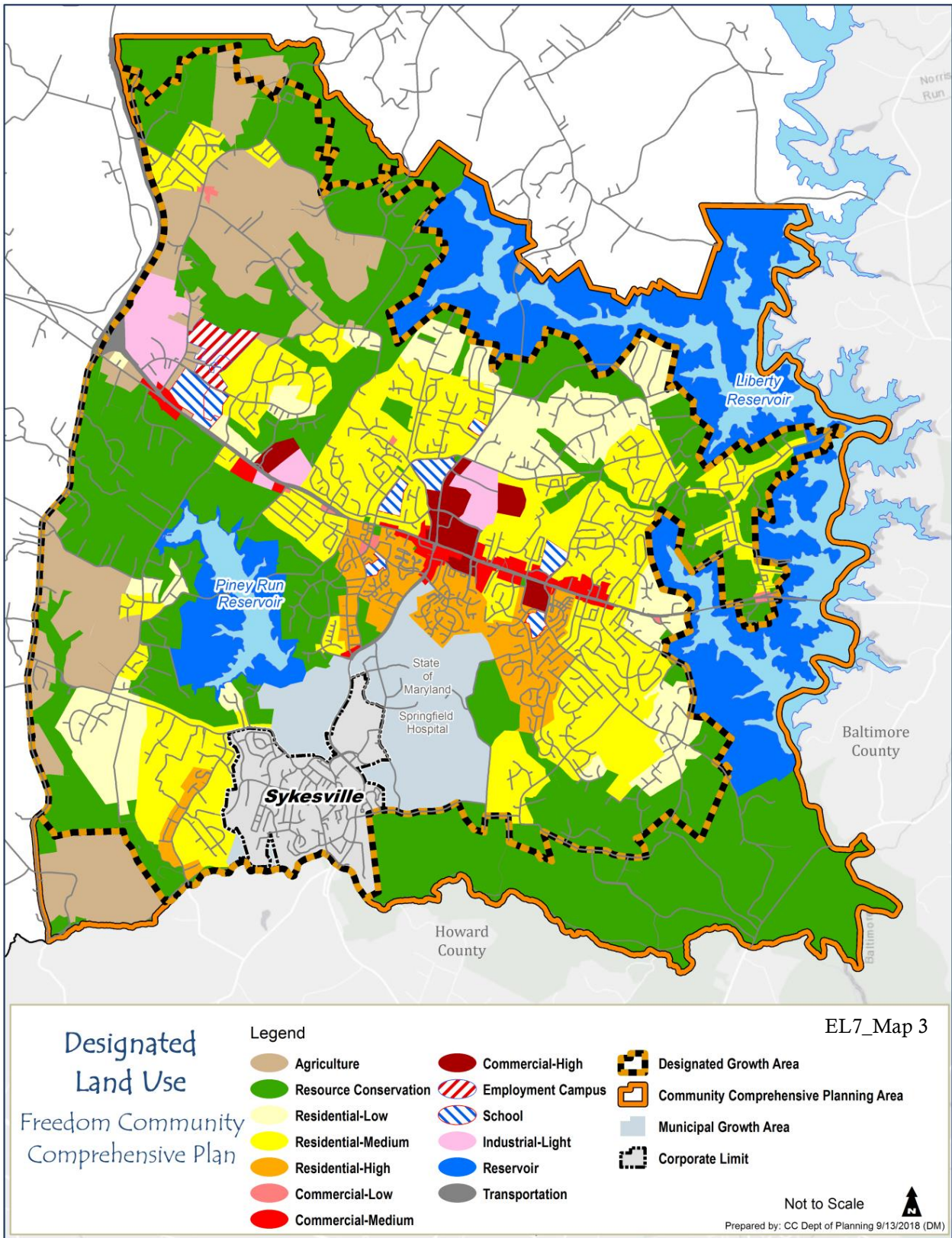
Even with the additional Commercial and Industrial lands, the area is still dominated by Agriculture, Resource Conservation and Reservoir lands, which make up over 68% of the CPA. Residential lands constitute 26% of the Freedom CPA. The majority of this is Medium Density Residential, with small percentages split between Low and High Density Residential. These percentage break downs are very similar to those in 2001 (see EL7_Chart 2). Again, these residential designations do not represent a substantial change from the 2001 Plan. Approximately three-quarters of the area is in some type of resource land or low intensity residential use that limits development; the remaining quarter of the land area is in varying degrees in more intense use categories.

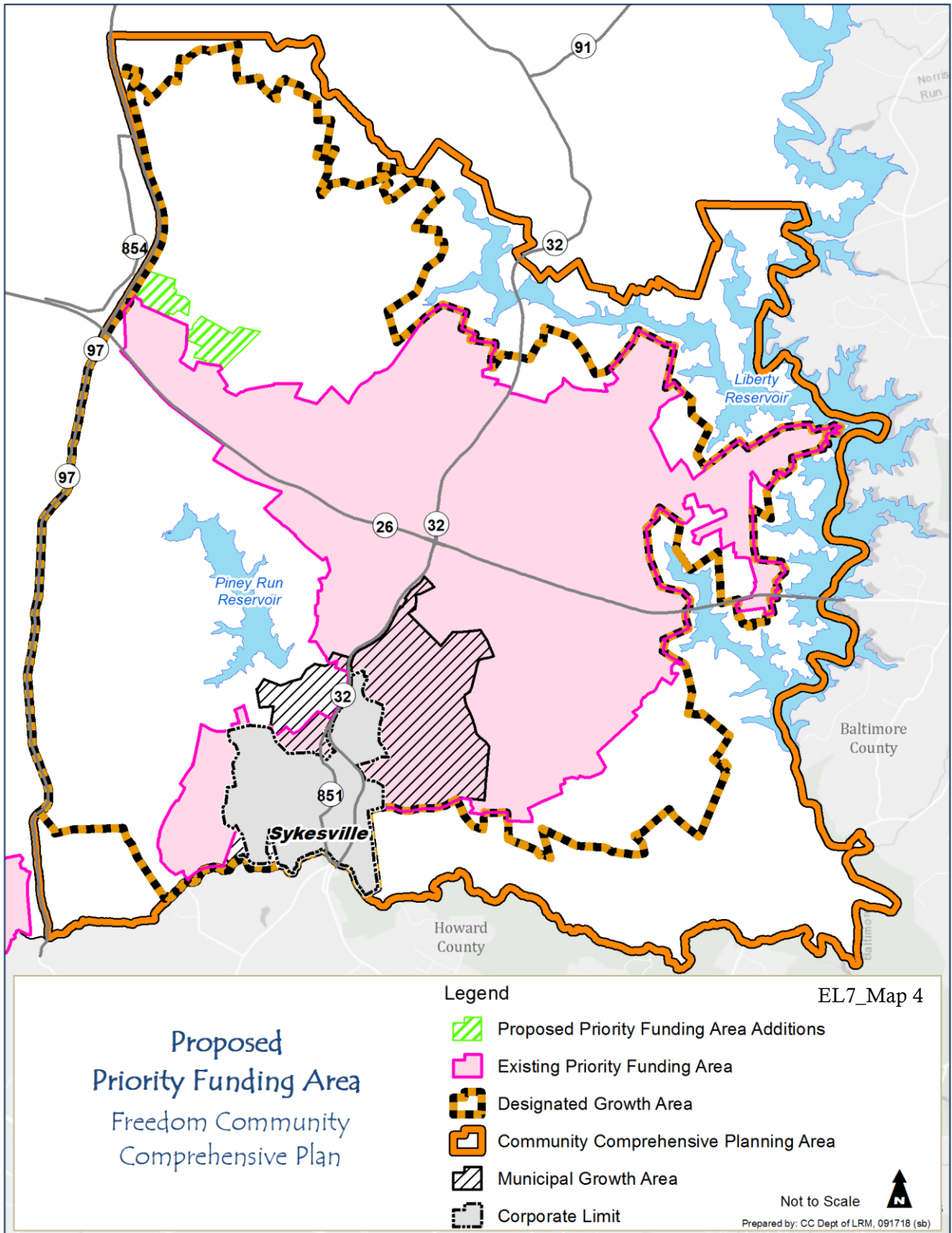
The DLU Map (EL7_Map 3) shows the location of the designated land uses allocated to each parcel in the Freedom CPA. Even with the additional Commercial and Industrial land use designations, the Freedom area likely still falls short of the county goal of 15% employment tax base, with employment lands accounting for only 1,139 plus acres, or about 5%, of the total land in the CPA. This percentage does not account for the Town of Sykesville, which has 185 acres of planned employment and local business zoning. Even with this acreage, the percentage of Commercial/Industrial lands within the Freedom CPA is only approximately 5%.

The map below (EL7_Map 3) shows the location of these land use designations. The

majority of the Resource Conservation and Reservoir lands make up the perimeter of the CPA. The commercial core is found along the MD 26 and MD 32 corridors in the heart of the Planning Area. The Light Industrial land use category, along with the Employment Campus designation, is found in the western portion of the Planning Area. This orderly land use pattern makes the Freedom area attractive for future growth and development as well as maintaining a high quality of life that the citizens of Carroll County have come to know and expect.

In order to achieve these Designated Land Use designations, water and sewer utilities serving these parcels is imperative. To ensure the county's ability to adequately serve these parcels, an extension of the PFA boundary is necessary for some of these properties. As discussed in Element 2 of this document, Priority Funding Areas (PFA) are targeted areas that receive state funds for infrastructure based on availability of existing and/or planned water and sewer services, a permitted residential density of 3.5 dwelling units per acre, and designation as a growth area – residential or economic development – in a Master Plan. The additional areas (shown in the green hatched pattern in EL7_Map 4) meet the criteria cited above for economic development. Approximately 214 additional acres of PFA are being proposed.





Recommendations

1. Work with the Town of Sykesville to incorporate ways to achieve the county's goal to pursue policies that facilitate development in appropriate areas, including the DGAs, when updating the Community Comprehensive Plans.
2. Continue to coordinate with the Town of Sykesville on Designated Land Use designations outside of their MGAs and DGAs, but still within the one-mile buffer, per the Town-County Agreements.
3. Periodically review the Carroll County Zoning Code (Chapter 158) to maintain compliance with the updated Freedom Community Comprehensive Plan.
4. Continue to develop an annual concurrency management report that monitors development and details remaining capacities.
5. Investigate various state programs that strengthen reinvestment, revitalization and promote the Freedom CPA.
6. Develop and implement a long-term corridor enhancement project for the MD 26 business district to improve conveyance, connectivity, and increase redevelopment opportunities.
7. Approve development at a rate that does not exceed the county's financial ability to provide public facilities in a timely manner.
8. Promote Community Investment Program (CIP) projects that are necessary to realize this land use plan.
9. Review, revise and amend the County Zoning Ordinance to eliminate Conditional Uses that are inconsistent with the intention of the base zoning.
10. Contract the DGA to remove parcels outside the planned water and sewer service areas that are zoned Conservation and/or are not intended for development, such as those owned by the state, City of Baltimore, or subject to a land preservation easement.
11. Upon Adoption of the plan, pursue revising the PFA boundary to reflect Map EL7_Map 4.
12. Residential infill, clustering, and redevelopment may be approved to the extent it is consistent with the fabric of existing communities and does not overburden available public facilities.
13. Residential densities and/or any increases to residential densities should be limited to protect the fabric of existing communities. These strategies should include, but may not be limited to: zoning text amendments, subdivision text modifications, the

establishment of a new zoning district and/or overlay zones in areas served by infrastructure, and that facilitate the recommendations contained within this Plan and the County's overall land use vision.

Element 8: Cultural, Historical, and Tourism Amenities

Goals & Objectives

Goal: Identify and conserve Freedom's architectural, historic, and cultural heritage.

Goal: Develop strategies for intelligent use, conservation, and when appropriate, preservation, of Freedom's heritage.

Objective 1: Utilize public-private partnerships to encourage conservation opportunities and activities.

Objective 2: Continue to promote public education and outreach for tourism and historic preservation opportunities.

Objective 3: Utilize state and federal resources to identify, catalogue, and encourage protection of notable cultural and historic resources in the Freedom Community Planning Area (CPA).

Historic Properties, Buildings, and Sites

Historic resources and natural attractions give a community its identity. These resources provide a sense of who we are, where we came from, and where we may be going. Conservation of these important assets helps us to understand the present as a product of the past and as a modifier of the future. Protecting these buildings and landscapes conserves tangible and visible links with a community's past, conserves places that are important parts of a community's identity, and retains important resources that may provide historical information about how an area was settled, developed, or declined, all while serving as a harbinger of what is to come. The Freedom community has a number of historically-significant sites that, along with the scenic views, open spaces, reservoirs, and other environmental resources, are major components of its unique



character. Currently, there are approximately 1,730 historic sites in Carroll County that are included on the Maryland Inventory of Historic Properties (MIHP)⁴². About nine percent of these sites, (156⁴³) lie partially or fully within the Freedom area (including Sykesville). Seven of these properties are on the National Register of Historic Places (NRHP) and 15 properties are eligible for NRHP designation. Across the county, preservation easements have been placed on 37 historic resources. Freedom contains seven of these sites which are protected by Maryland Historic Trust (MHT) Easements⁴⁴. (Note: Two historic sites are under agricultural easements, Bennett-Kelly Farm and the Harden-Beasman Farm, also known as Koller Farm, which is in ruin. An agricultural easement preserves the land not the structure.). These NRHP and MHT properties may be viewed in the following tables. A full list of historic sites in Freedom may be found in Appendix E.

EL8 Table 1: Freedom Historic Sites – National Register of Historic Places

MIHP NO	NAME	ADDRESS	LISTED DATE
CARR-167	Wesley Chapel Methodist Episcopal Church	1011 Liberty Rd	1984
CARR-653	Moses Brown House	6736 Ridge Road,	1980
CARR-269	Springfield Presbyterian Church	7300 Spout Hill Rd	1986
CARR-91	Branton Manor	2819 Old Liberty Road	1978
CARR-1024	Sykesville Historic District	Main St.	1985
CARR-1643	Warfield Complex, Hubner, and T Buildings	5th St	2000
CARR-1672	Bennett-Kelly Farm	5842 Oakland Rd	2004

⁴² These properties have been surveyed and documented, but have not been evaluated for historical significance.

⁴³ Carroll County has 152 recorded historic sites, shown in the Historic Sites Map. This number reflects the state record of 156.

⁴⁴ “As contractual agreements between a property owner and a qualified organization, preservation easements can safeguard historic homes, farmsteads, archeological sites, historic landscapes and other features. Typically, owners of easement properties agree that they must receive MHT’s consent and approval before making changes to the protected building, and before constructing new buildings. Owners also agree to maintain the property and buildings in good condition, and to provide limited access for the public to view the historic structures.” MD Department of Planning, MHT. <https://mht.maryland.gov/easement.shtml>

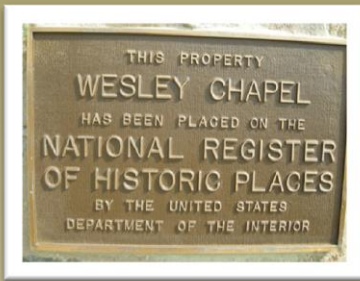
EL8 Table 2: Freedom Historic Sites – Maryland Historic Trust Easement Program

MIHP NO	EASEMENT NAME	ADDRESS	RECORD DATE
CARR-1294	Bloomfield	402 Obrecht Road	1991
CARR-1252	Springfield Hospital Gatehouse	7283 Cooper Drive	1997
CARR-239	Fenwick House	Arrington Road	1993
CARR-1487	Sykesville Black Schoolhouse	524 Schoolhouse Road	2000
CARR-265	Sykesville Train Depot	7618 Main Street (MD851)	1989
CARR-1212-1223	Warfield Property	5 th Street; Main Street	2004
CARR-1719	Sykesville Freedom Firehouse	Sykesville Road	2003

Combined, these structures and sites add up to a valuable amenity with considerable cultural, ethnic, and economic value accruing to residents of the Freedom community. Some notable sites include the buildings that make up the Springfield Hospital Center and Warfield Complex, and the Sykesville Train Depot (now Baldwin’s Station Restaurant). The lands around the former B&O train stop are envisioned by the town plan to include tourism, commercial and recreation uses. There is opportunity in the Springfield/Warfield Complex to preserve the multiple buildings that are NRHP eligible and create an attractive space for all users.

Wesley Chapel Methodist Episcopal Church – CARR-167

“The Methodist movement in America began in Carroll County, Maryland about 1760. Wesley Chapel was erected to serve one of the earliest Methodist congregations in the county, reputedly organized in 1780. The present building reflects the efforts of a mature, established group. The Wesley Chapel is the oldest unaltered Methodist house of worship remaining in the county.” “The building has remained substantially unaltered since its construction in 1822, and presents a significant example of early 19th century vernacular church architecture in the rural Piedmont region of Maryland.” Taken from: MHT, Maryland’s National Register Properties. <http://mht.maryland.gov/NR/index.html>



County Photo



An additional property that is not currently listed on the MIHP that deserves specific recognition for its historical significance is the cemetery located at the intersection of Lancaster Drive and Hodges Road. This cemetery is home to several hundred Colored Troops who fought and died during the American Civil War. These troops, who are now buried in this cemetery, were originally buried in Baltimore City, but were moved when the cemetery property was auctioned off due to bankruptcy and public health issues in the late 1950s. After the closing of the cemetery, the National Association for the Advancement of Colored People (NAACP) fought for the right to move the Colored Troops and their headstones to its currently location. This information was brought to the county's attention through the Heart of the Civil War Heritage Area advisory board.

Springfield Presbyterian Church – CARR-269

“The Springfield Presbyterian Church is a significant landmark of community history and religion in Sykesville. The structure served as the area's first school as well as the building of worship for the Presbyterian congregation. The church has had a number of influential Marylanders associated with it including George Patterson, renown for his agricultural experimentation at his estate "Springfield," who donated the land for the church, and Frank Brown, past Governor of Maryland. The church is also one of the best examples of the rural interpretation of early 19th century Classicism in Carroll County. Despite its widespread popularity, this style was not employed widely in the county; its influence is most apparent in major public buildings such as Springfield Presbyterian Church and the County Courthouse.” Taken from: MHT, Maryland's National Register Properties. <http://mht.maryland.gov/NR/index.html>



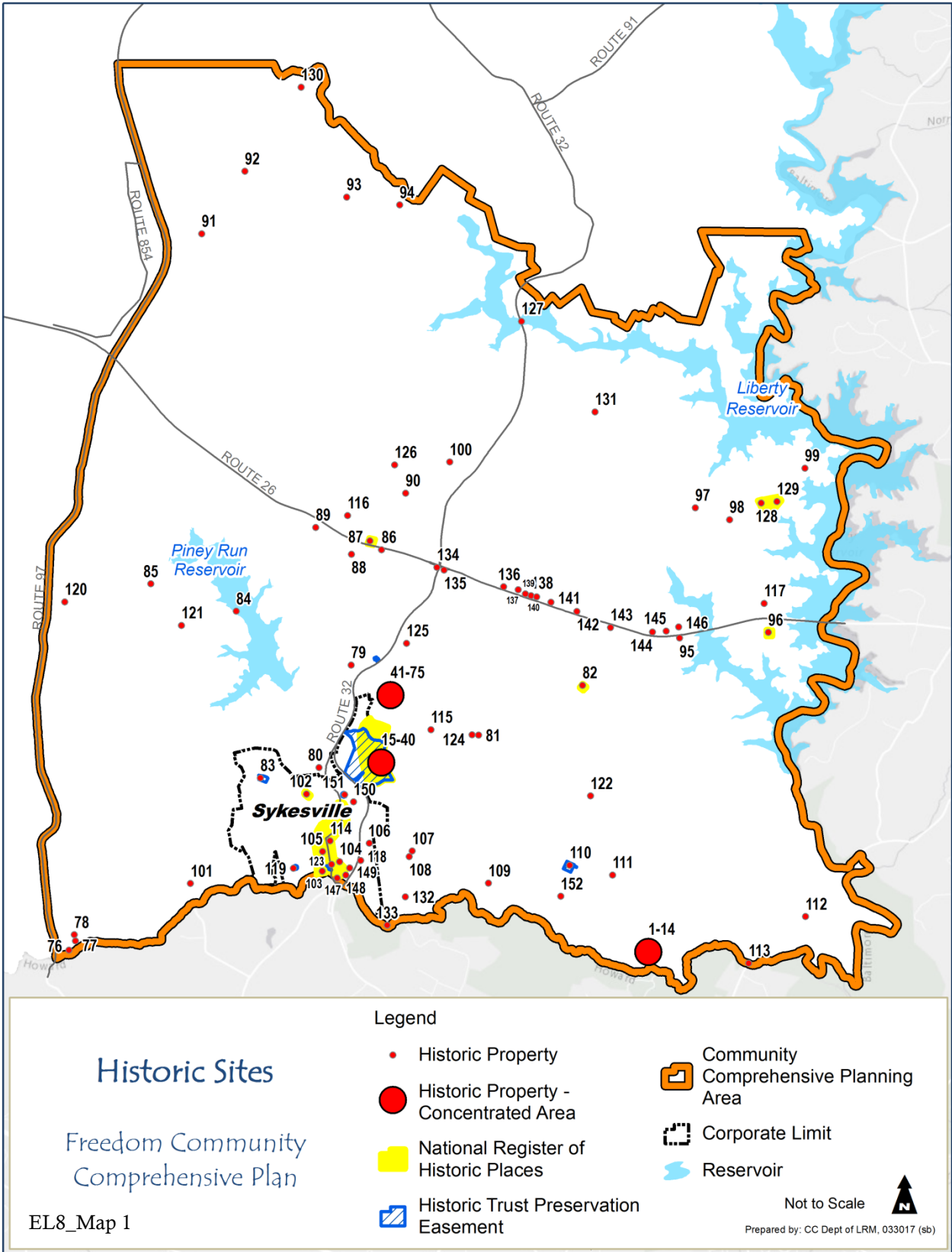
County Photo

Branton Manor – CARR-91

“Branton Manor is interesting for its odd combination of three architectural styles and for some of the features of its different structures. The central section is very narrow, apparently built to fit the space between the two earlier sections. Though smaller than many of its type, it is a representative of the Federal style so popular throughout Carroll County and other areas of Maryland from the late 18th century until the third and fourth decades of the 19th century. The west section is one of the few examples in Carroll County of a tidewater house form common elsewhere in 18th-century Maryland. The section is unusual in the house form, though, having two corner chimneys rather than end chimneys and being constructed of stone rather than the more common brick or frame. The other 18th century section to the west of the center is a German house type with evidence of a pent roof, its asymmetrical fenestration and its smaller scale second story. In addition to these factors in relation to style, Branton Manor appears to be largely unaltered (except for the east section).” Taken from: MHT, Maryland’s National Register Properties. <http://mht.maryland.gov/NR/index.html>



Photo from MD National Register Properties



Note: A corresponding listing of historic sites in the Freedom Planning area may be found in Appendix E.

Creative Placemaking

There is also opportunity to preserve, better utilize and connect these sites through a recently developed concept called Creative Placemaking. Creative Placemaking is a tool being used nationwide that supports tourism and can boost economic activity. It may also be used to reflect the historic character of an area, facilitating community identity and the “sense of place” that has been discussed by the residents of the Freedom area throughout the plan preparation process. Creative Placemaking activities capitalize on the unique characteristics of an area, providing social, cultural and economic benefits to residents and merchants. “In creative placemaking, partners from public, private, non-profit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative Placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired.”⁴⁵ The National Endowment for the Arts (NEA), which offers grants in support of creative placemaking, demonstrates how beneficial it can be to economic development and offers keys to successful placemaking. Successful Creative Placemaking:

- Is prompted by an initiator with innovative vision and drive
- Tailors strategy to distinctive features of place
- Mobilizes public will
- Attracts private sector buy-in
- Enjoys support of local artists and cultural leaders
- Builds partnerships across sectors, missions, and levels of government⁴⁶

In order to be successful in Freedom, Creative Placemaking must be prompted by a current

Creative Placemaking Fosters Economic Development

- Recirculates residents’ incomes locally at a higher rate
- Re-uses vacant and underutilized land, buildings, and infrastructure
- Creates jobs in construction, local businesses, and cultural activity
- Expands entrepreneurial ranks of artists and designers
- Trains the next generation of cultural workers
- Attracts and retains non-arts-related businesses and skills”

Markusen, Ann and Anne Gadwa. Creative Placemaking. National Endowment for the Arts. Pp.4& 5
<https://www.arts.gov/sites/default/files/CreativePlacemaking-Paper.pdf>

⁴⁵ Markusen, Ann and Anne Gadwa. Creative Placemaking. National Endowment for the Arts. P. 3
<https://www.arts.gov/sites/default/files/CreativePlacemaking-Paper.pdf>

⁴⁶ Markusen, Ann and Anne Gadwa. Creative Placemaking. National Endowment for the Arts. Pp.4& 5
<https://www.arts.gov/sites/default/files/CreativePlacemaking-Paper.pdf>

resident or business owner who is able to utilize these keys for the benefit of the community.

In Sykesville, there are various activities that take place on and around Main Street showing placemaking examples. First Fridays are used to host events such as concerts and block parties and offer deals and discounts to attract people to Sykesville's historic district. The Historic Colored Schoolhouse, originally a school house for educating African Americans in the early 1900s, is now used to educate children of various ethnicities and ages through field trips and tours. Below is a photo from www.mainstreetmaryland.org of ice sculpting event on Sykesville's Main Street.



Partnerships with various entities such as the Historical Society of Carroll County, Carroll County Arts Council, McDaniel College's Art and Art History Program, farmers, and citizen groups could bring creative ideas to historical places and common public spaces that could enhance the Freedom community. Other examples of successful creative placemaking can be found in rural areas around the country.

Tourism Opportunities

Through its various heritage areas and cultural programs, Freedom has much to offer in the way of tourism opportunities. The area's heritage could be a major attraction when

marketing its unique Civil War characteristics, historic architecture, and Sykesville Main Street. There is even opportunity to capitalize on the unique historic stories that take place in Freedom which accompany its historic structures, such as the land of the Springfield Hospital, the 50 slaves that once tilled it, and the story of Napoleon Bonaparte's brother Jerome and Elizabeth "Betsy" Patterson Bonaparte (previously mentioned in Element 1).

Main Street Program

Sykesville is one of the four Main Street programs that are located in Carroll County. The National Trust for Historic Preservation National Main Street Center (NMSC) has developed a national network of over 2,000 historic downtowns and neighborhood commercial districts called Main Street America™. This program seeks to "[celebrate] the breadth and diversity of our nation-wide network, [create] a better system to recognize different levels of achievement, and [provide] a platform to broaden our movement in scale and impact." Main Street America™ is dedicated to improving community quality of life and preserving the unique heritage of downtowns and commercial districts. NMSC has a proven Main Street Four-Point Approach® that involves a four-part program to coordinate organization, economic restructuring/reinvestment, promotion, and design which nationally has returned an \$18.00 private investment for each dollar of public investment over its 35 year existence. In Maryland, a fifth element, measures to achieve a "Clean, Safe and Green" community, are part of the evaluation and implementation process. "The cumulative success of the Main Street Four-Point Approach® and Main Street programs on the local level has earned this revitalization strategy a reputation as one of the most powerful economic development tools in the nation."

Sykesville Historic District – CARR-1024

“The Sykesville Historic District is significant for its architecture, comprising a cohesive collection of commercial, residential, and ecclesiastical buildings dating from c. 1850 through c. 1925; these buildings and their setting retain sufficient integrity to enable the district to convey a sense of a rural Maryland town in the first quarter of the 20th century.

The district also includes a small commercial area characterized by two- and three-story masonry buildings of eclectic Neoclassical and Georgian Revival design, and several two-story shed-roofed frame storefronts. The southern anchor of the district is an outstanding Queen Anne railroad station dated 1883, reflecting Sykesville's importance as an early stop on the Baltimore and Ohio main line.” Taken from: MHT, Maryland's National Register Properties. <http://mht.maryland.gov/NR/index.html>

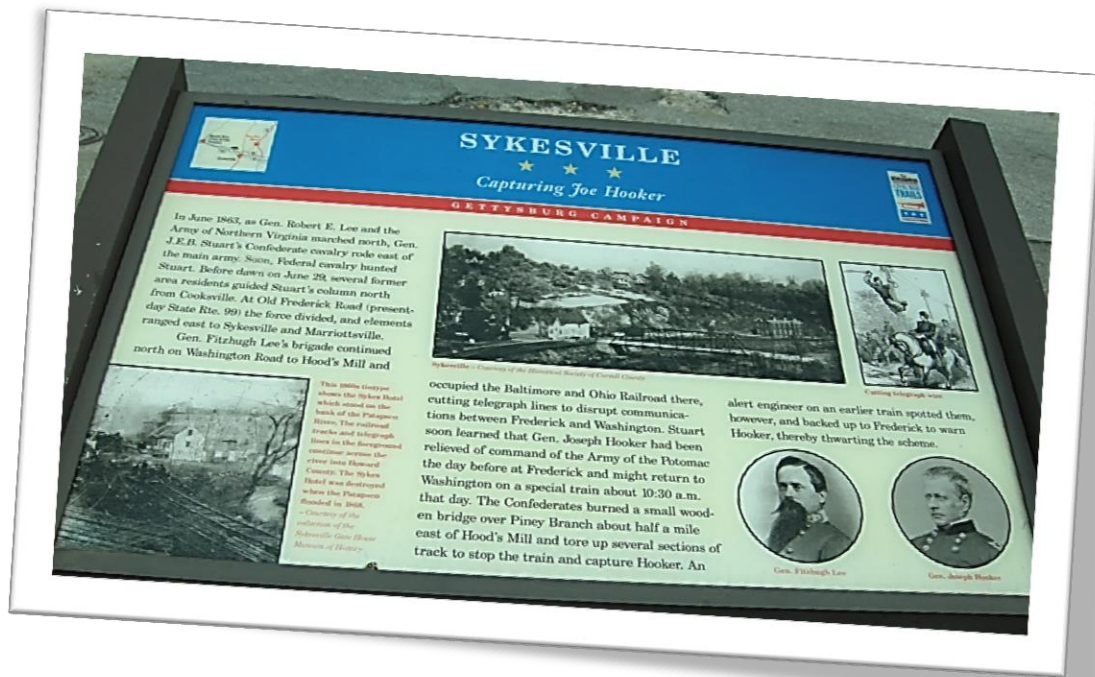


Heart of the Civil War Heritage Area and Journey Through Hallowed Ground

Heart of the Civil War Heritage Area

Heart of the Civil War Heritage Area (HCWHA) is comprised of three Maryland counties – Washington, Frederick, and Carroll. It is a nonprofit that is a part of the Maryland Heritage Areas Program. The mission of HCWHA is to “promote the stewardship of our historic, cultural, and natural Civil War resources; encourage superior visitor experiences; and stimulate tourism, economic prosperity, and educational development, thereby improving the quality of life in our community for the benefit of both residents and visitors.”⁴⁷ Being in the HCWHA allows businesses and organizations to use state grants, loans, and tax incentives to undertake projects that support the heritage area's goals and capitalize on the area's significant Civil War-related history.

The Freedom area is notable in this program for its role in the Confederate advance to the Battle of Gettysburg. The Battle of Gettysburg in July, 1863 is generally seen as the turning point in the Civil War, when the Union victory ended Lee's invasion of the north. It is notable due to the number of casualties and for the strategic value of the campaign and for the tactics employed. It was also the inspiration for Lincoln's famous Gettysburg Address.



EL8_Figure 1: Gettysburg Campaign Marker along Sykesville Main Street

The northern route taken by the Confederates cut through the heart of Freedom along what is currently MD 32, allowing for the movement of over 60,000 troops from the southern end of Carroll County to Gettysburg. MD 32 is part of the Gettysburg Invasion and Retreat

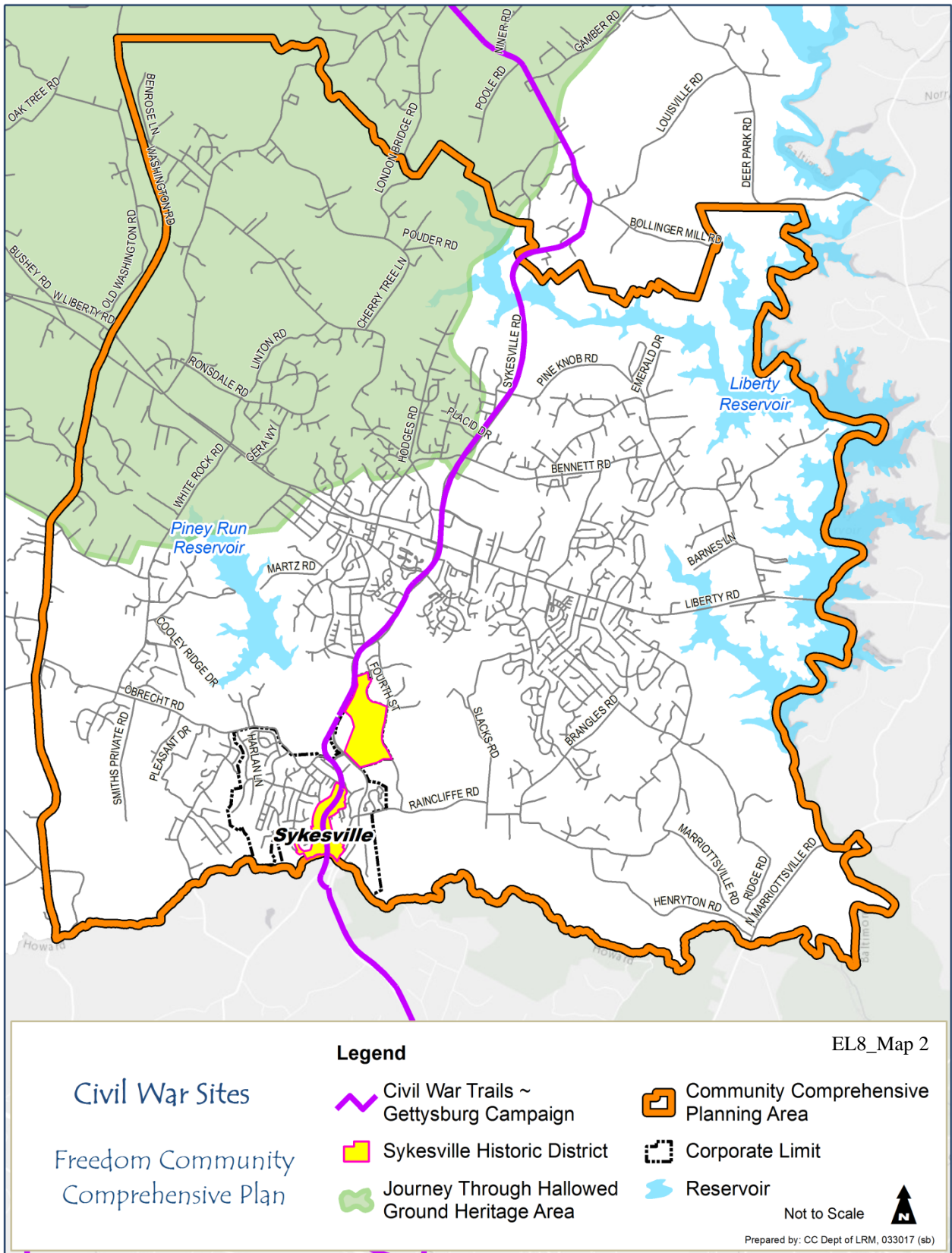
⁴⁷ Heart of the Civil War Heritage Area <http://www.heartofthecivilwar.org/about>

route of the popular Civil War Trails program. It is marked as the driving route of the Confederate Cavalry Advance. Considering that nearby Gettysburg National Military Park attracted over one million visitors in 2015, using interpretive signage to create a visitor attraction along this route could have a significant impact on the Freedom Community. HCWHA encourages partners to follow Civil War Trail standards for new signage, and the Maryland Office of Tourism is heavily invested in marketing the Civil War Trails program.

Journey Through Hallowed Ground

Journey Through Hallowed Ground (JTHG) is a historic corridor encompassing sites of national significance associated with the Revolutionary War, the War of 1812, presidential history, the Civil War, as well as Native-American and African-American heritage. JTHG is made up of a 180-mile long, 75-mile wide area stretching into four states, Pennsylvania, Maryland, West Virginia and Virginia. The JTHG Partnership is a non-profit dedicated to raising awareness of American heritage in a region that has more history than any other region in the nation. The area is a National Heritage Area that includes award-winning programs for students of all ages.⁴⁸ The northwest portion of the Freedom area is a part of this corridor. The historic sites in this area should be examined for significance. Various events, creative spaces, and attractions could be created that may attract tourists and businesses.

⁴⁸ <https://www.hallowedground.org/>



Recommendations

The following recommendations capitalize on the considerable resources already available in the Freedom community, while also presenting a means to enhance the existing and future character of Freedom.

1. Promote intelligent and appropriate use of historic resources in the Freedom community
 - Promote the adaptive re-use of historically-significant buildings to preserve the history of the community while also serving residents of the neighborhoods in Freedom.
 - Consider using Creative Placemaking as a tool to support tourism and economic activity.
 - Consider development review modifications to encourage new buildings and subdivisions to respect historically recognized properties and sites through creative design and placement of new roads, buildings, signage, landscaping, etc.
 - To achieve the countywide Master Plan’s goal to preserve Carroll County’s “historic experience”, the various historic buildings within the Freedom area should become the focus of conservation initiatives and protection strategies.
2. Identify and promote bicycle and pedestrian connections, where possible, to key historic, tourism, and scenic destinations that will yield the greatest impact on the community as a whole.
 - Connecting destinations through bicycle and pedestrian facilities will promote recreation, tourism, and economic growth activities.
3. Continue to work and coordinate with the Town of Sykesville.
 - Seek to capitalize on opportunities to utilize the many cultural and historical sites and resources within the municipal limits of Sykesville, including a portion of the Warfield Complex.
4. Develop programs for the Freedom area that will encourage and enhance historic preservation.
 - It is important for the Freedom community to recognize and support historic preservation in the creation of livable communities and to help promote preservation through the stewardship of its own historic resources. Opportunities exist in the area of placemaking in rural communities.

- The Freedom area should benefit from countywide regulations that aim to foster and facilitate inter and intra governmental cooperation and assure appropriate funding both for personnel and for the maintenance and interpretation of buildings and sites in an effort to preserve and enhance its heritage resources.
5. Facilitate economic development by providing mechanisms for the public and private investment in historic properties.
 - Historic preservation can play an important role in the economic development of the Freedom community in general and the expansion of the tourism industry in particular. Public decision making should consider the potential for renewal and the value of investments in existing infrastructure. Economic incentives for the preservation, maintenance, and adaptive re use of historic structures that are currently either functionally or economically inefficient should be sought.
 6. Promote historic preservation through public education and outreach.
 - This includes the education of public officials and private citizens in the Freedom area on the benefits and methods of preservation, as well as the history, value, and unique qualities of the properties.
 - The history of the communities and the region in general, are vital to the understanding of, appreciation for, and preservation of our historic resources. This education process should start when young and should be ongoing.
 7. Create various events, creative spaces, and attractions that may attract tourists and businesses.
 - Consider utilizing exiting historic structures coupled with the arts in education such as dramatic plays, skits, artwork, and music to create attractive places.
 - There may be a tourism opportunity along MD 32, the northern route taken by the Confederates to the battle at Gettysburg, to mark its historical significance and create an attraction.
 8. Work with Maryland Historical Trust (MHT) to add the historic cemetery for Colored Troops located at the intersection of Lancaster Drive and Hodges Road to the Maryland Inventory of Historic Places.

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Element 9: Environmental Resources

Goals and Objectives

Goal: Continue to protect and maintain the recognized environmental resources and natural ecosystems in the Freedom area by administering land use practices that are in balance with, and minimize the effects on, the designated conservation areas.

Objective 1: Ensure that public and private land development, redevelopment, and use comply with applicable federal, state, and local environmental regulations.

Objective 2: Encourage responsible environmental stewardship through the county's goals, policies, programs and regulations.

Objective 3: Develop conservation goals, policies, programs and regulations based on verifiable science and on sound economics.

The Freedom Community Planning Area (CPA) shares its northern boundary with the Morgan Run Natural Environmental Area, the Liberty Reservoir and its wooded buffers to the east, and the wide floodplain and forested slopes of the South Branch Patapsco River to the south. These areas are transected by stream valleys, some with mature forests. Located west of MD 32, the Piney Run Reservoir and Park further contributes to the community's overall sense of character, through its conserved resources, including wetlands, forested areas, and open fields.

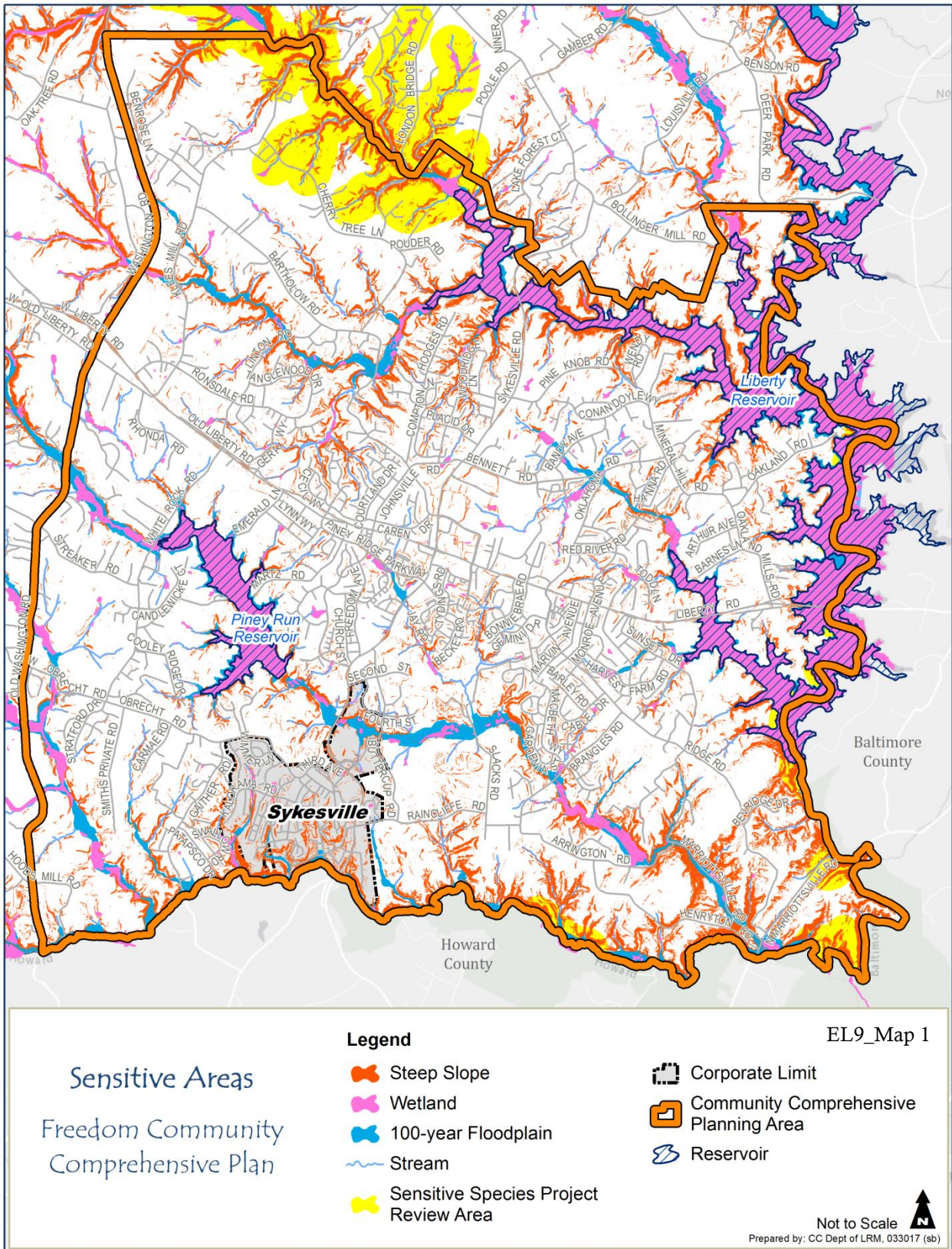
Environmental Features

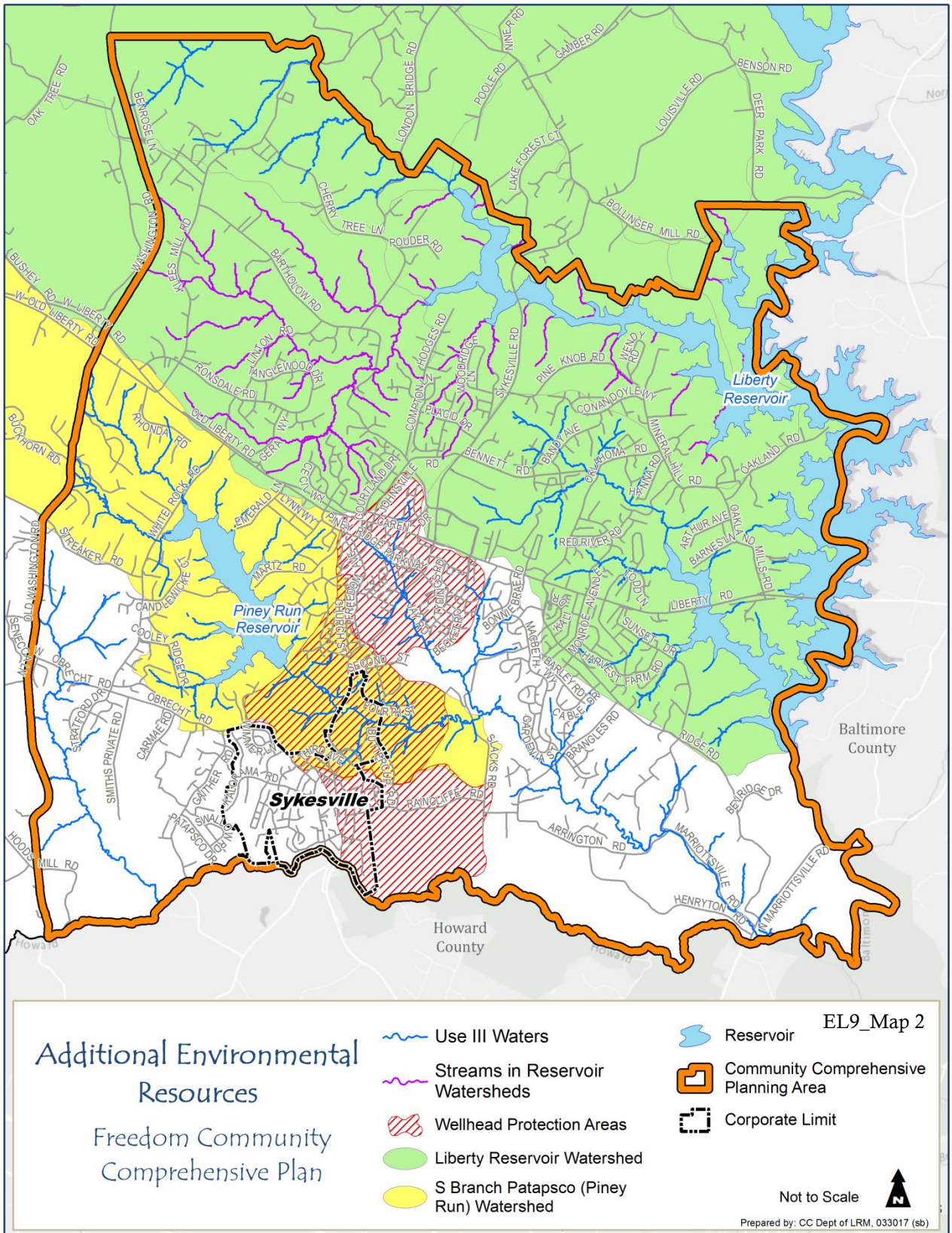
The Freedom CPA encompasses approximately 28,901 acres (45.15 square miles). Approximately 15,909 acres, or 62% of the CPA, is designated by this plan as Resource Conservation and Reservoir. The topography of the area can be described as gently rolling hills parted by waterways. The elevation of the area ranges from approximately 300 feet above sea level near Henryton in the southeastern corner of the CPA Area to approximately 800 feet above sea level near Klees Mill in the northwest corner of the CPA. Nearly half the area flows to the Liberty Reservoir; much of the remainder flows to the Piney Run Reservoir. Only in the southern portion of the CPA is the stream system not associated with an existing or planned water supply reservoir. The Piney Run Reservoir, Liberty Reservoir, and Morgan Run Natural Environmental Area create considerable expanses of forests and essentially undisturbed woodlands. The Piney Run Reservoir and adjacent woodlands comprise approximately 1,123 acres of water and forested land. The Carroll County side of the Liberty Reservoir watershed contains approximately 5,750 acres, which includes forested land, steep slopes, and a narrow floodplain along streams. Additional expanses of forest and woodlands can be found along the North and South Branches of the Patapsco River.

Mature forests, consisting of oaks, hickories, and beech, provide food for numerous wildlife species. Morgan Run and other stream valley/slope systems are characterized by older growth forests, providing increased micro habitats and higher wildlife diversity. Animal life identified in the Freedom area includes beaver, otter, rabbit, raccoon, white tail deer, and various reptiles and amphibians. The locations of forested areas follow the stream valleys and cover steep slopes. Much of the South Branch Patapsco River Valley is part of the Patapsco Valley State Park. The Piney Run Reservoir and Liberty Reservoir also have extensive forested areas serving as buffers, and may be considered as wildlife corridors, as can the previously mentioned Morgan Run Natural Environmental Area.

Environmental Conservation

The Planning Act of 1992 does not specify the extent or degree of conservation to be accorded to each environmental resource. Therefore, the definitions developed for each environmental resource also identify this level of conservation. The Glossary in Appendix A includes the definition of "sensitive areas", as defined under the Planning Act. Maps of the Freedom CPA's sensitive areas and the additional environmental resources may be found on the following pages. Since the Freedom area is its own CPA and encompasses the county's largest Designated Growth Area (DGA), the focus is more toward the conservation of sensitive resources. Therefore, the need for a separate Agriculture Element (which is an optional element in the Land Use Article) and Priority Preservation Element is not necessary for this plan. Given Carroll County's strong agricultural heritage and its commitment to preservation, these elements are thoroughly covered in the 2014 Carroll County Master Plan.





Sensitive Areas

100-year Floodplains

The land adjacent to a water body or stream inundated by the base flood with an estimated one percent chance of occurrence in any given year is referred to as the 100-year floodplain. Floodplain conservation protects people from flood hazards and prevents destruction of property by moderating and storing floodwaters and reducing erosion and sedimentation. An undisturbed floodplain contributes to water quality, which has a positive effect on drinking water supplies. Disturbance within a floodplain, such as development, adding fill or removing vegetation, changes runoff and drainage patterns, which may adversely impact water quality. Additionally, this change in the natural landscape diminishes floodplain function, possibly resulting in local and downstream flooding in areas that never experienced flood problems previously.

In 2010, the Federal Emergency Management Agency (FEMA) began its map modernization process by utilizing advanced stream studies, electronic data, and GIS to refine the accuracy of the county's Flood Insurance Rate Maps (FIRMS). FIRM updates are located on the county website at <http://ccgovernment.carr.org/ccg/MapServer4/GIS/webpage/FIRM-Coverpage.html>.

Carroll County has 17,388⁴⁹ acres of 100-year floodplain, 4,494 acres of which are located in the Freedom CPA. Chapter 153, Floodplain Management, of the County Code primarily protects the 100-year floodplain from grading and/or development impacts. Accompanying Chapter 153 is the Floodplain Management Manual: <http://ccgovernment.carr.org/ccg/resmgmt/>.

Forest Land

Forest habitats support different species of plants and animals; have abilities to protect streams, soils and water; provide economic value via timber management and wood products; and have positive effects on air quality and carbon sequestration. The size and location of forests also matter. Forests located on floodplains are particularly important for protecting streams, rivers and riverside communities against potentially devastating effects of floods.

Healthy, managed forests provide valued habitat and allow for natural processes that maintain water quality and flow downstream. Trees intake water through their roots, intercept rainfall before it reaches the ground and facilitate evapotranspiration. Forest floors also stabilize soils and act as temporary reservoirs, releasing water slowly into ground water aquifers. During periods of low rainfall, the forest floor acts as a natural sponge storing water and filtering sediment, nutrients and pollutants through large soil pore spaces. During periods of excessive rainfall, the forests also act as a natural sponge, trapping water, sediment, nutrients and pollutants through large soil pore spaces. Forests also provide wildlife and plant habitat, and act as a wind barrier reducing wind erosion.

There are 15,026 acres of forest land in the Freedom CPA. Freedom's forest lands account for 18% of the county's total. The county manages potential development and/or grading

⁴⁹ Effective FIRM, 2015

impacts to forest lands primarily through Chapter 150 of its County Code, Forest Conservation, which implements the State's Forest Conservation Act of 1991. Accompanying Chapter 150 is Carroll County's Forest Conservation Manual:

<http://ccgovernment.carr.org/ccg/resmgmt/forconsmanual.pdf>.

The County's Bureau of Resource Management (BRM) is conducting watershed assessments and developing restoration plans for each of nine 8-digit watersheds in the county. Assessment of our local streams will be performed on all nine watersheds through a stream corridor assessment (SCA). Potential stream buffer planting sites are determined through the SCA. The BRM established a "Stream Buffer Initiative", which assists property owners in having the stream buffers planted on these properties. As of May, 2016, the BRM reported approximately 26.27 acres (1.103 stream miles) were planted in the Liberty, South Branch of the Patapsco, and North Branch of the Patapsco watersheds, within which the CPA wholly or partially lies. Funding for these plantings was provided by Maryland Department of Natural Resource through the Governor O'Malley Stream Restoration Challenge and by Carroll County Government through the Community Investment Program (CIP).

Rare, Threatened and Endangered Species

In Maryland, over 200 plant and animal species became extinct over the past 350 years. Habitat destruction and degradation threaten another 413 native Maryland species. The key to protecting rare, threatened, and endangered species (RTEs) is to protect their habitat. EL9_Map 1: Sensitive Areas, includes the locations of Sensitive Species Project Review Areas (SSPRA) in the Freedom CPA which are identified as areas that may have endangered or threatened species and habitats. These areas are mainly in the Morgan Run Natural Environmental Area and the Patapsco Valley State Park.

DNR and the U.S. Fish and Wildlife Service (USFWS) regulate state and federal RTEs respectively. The county will not issue a forest conservation approval unless the Maryland Department of Natural Resources' (DNR) RTE determination letter, and if applicable, USFWS review and applicable protection plan(s) and/or federal permits are submitted to the county. Habitats for the RTE plant and animal species, or those in need of conservation as listed by DNR may be found at: <http://dnr.maryland.gov/wildlife>.

Steep Slopes and Highly Erodible Soils

Carroll County's highly erodible soils are mitigated primarily through Chapter 152, Grading, Erosion and Sediment Control. Steep slopes also are protected when determining the width of the water resource easement associated with stream buffers regulated in Chapter 154 of the County Code, Water Resource Management. Protective measures during construction are designed to minimize disturbance of steep slopes and highly erodible soils to maintain water quality.

Streams

Healthy streams contain a diversity of characteristics, including slow-moving runs, deep pools, gravel riffles, bends, and vegetative cover, sufficient dissolved oxygen and suitable temperatures. These features have a direct effect on the stream's ability to manage rainfall events, including the level and consistency of flow; and to serve as healthy habitat. Changes

in ground cover and land use intensity impact water quality and habitat function of streams. Soil disturbance can cause soil to erode and wash into streams if not managed properly during construction. Stormwater runoff management is required to decrease surface flow and water temperatures; and allow filtration of nutrients and pollutants. If improperly managed, stormwater could erode stream banks, widen stream channels, increase sedimentation and water pollution, and result in inconsistent stream flow, dissolved oxygen levels, and turbidity. These conditions diminish the stream's viability as a habitat for plant species and aquatic life, more so under extreme wet or dry conditions. These conditions can also contribute to increased localized flooding.

All of the county's environmental codes provide some level of protection to the county's streams and water quality. Chapter 151 of the County Code, Stormwater Management, significantly controls the adverse impacts associated with increased stormwater runoff. The county also manages potential development and grading impacts to streams through Chapter 154 of the County Code, Water Resource Management, which requires a minimum 50-foot stream buffer extending to the protective zones of the: (1) Surface Watershed Area, and (2) Surface Water Management Zone to protect reservoirs and tributary streams. Streams and their buffers are protected by easements that are conveyed to the county and recorded in the Land Records of Carroll County.

Stream Buffers

Stream buffers are naturally vegetated areas along a stream which often include floodplains, wetlands; and may be forest lands, grasslands, or a combination of both. Stream buffers function to protect water quality, quantity, and plant and animal habitat through stabilization of stream banks; filtration of stormwater, sediment, nutrients and pollutants by slowing runoff through accentuation; filtration of nutrients by plant uptake and/or other biological activities occurring in soils; reduced stormwater velocity; and shade from tree canopy maintaining and/or cooling waters.

Forested buffers contain deep root systems that stabilize soil and reduce erosion from high surface water flows. The forest floor filters water, encouraging percolation into groundwater, absorbs air pollutants, intercepts rainfall before it reaches the ground and facilitates evapotranspiration. This process allows intercepted water to evaporate and be utilized by the trees during photosynthesis. Forested stream buffers also provide wildlife and plant habitat, and act as a wind barrier reducing wind erosion. Grassland buffers provide many of the same functions as forest buffers but on a varying degree.

Carroll County has approximately 1,380 miles of streams within its borders, 131 miles in the Freedom CPA. The county manages potential development and/or grading impacts to streams and their buffers primarily through the regulatory mechanisms discussed in the *Streams* subsection above.

Wetlands

Wetlands serve an important function in maintaining quality and quantity of water supplies. In wetlands, inorganic nutrients are converted to organic materials and stored in the hydrophytic vegetation. Hydrophytic plants grow in water or on a substrate that is at least

periodically deficient in oxygen as a result of excessive water content. Stems, leaves, and roots slow the flow of runoff entering the wetland area thereby allowing sediment to settle out and be deposited in the wetlands prior to the runoff reaching stream waters. Wetlands also have a positive impact on the volume and speed of water that reaches the streams, functioning as natural stormwater management facilities. They absorb and retain water, slowly discharging it into the streams. Therefore, stream flows are maintained in normal conditions, as well as extreme wet and dry conditions. Wetland areas provide essential habitats to a wide variety of flora and fauna, including migrating waterfowl. Wetland impacts are managed through the previously mentioned Natural Resource regulations.

County Code Conservation Measures for Sensitive Areas

Several chapters of the County Code protect sensitive areas. The table below contains a brief description of each. All of these regulations provide some degree of protection to 100-year floodplains; Rare, Threatened, and Endangered Species (RTE) habitat; steep slopes; streams and their buffers; and wetlands and their buffers.

Chapter of County Code

Chapter 150, Forest Conservation. To maximize the benefits of forests in a cooperative effort with development, thereby slowing the loss of forested land in the county and improving the environment of both developed and undeveloped areas.

Chapter 151, Stormwater Management. The goal is to manage stormwater by using environmental site design (ESD) to the maximum extent practicable (MEP) to maintain after development as near as possible, the pre-development runoff characteristics, and to reduce stream channel erosion, pollution, siltation, and sedimentation, and local flooding, and use appropriate structural best management practices (BMPs) only when necessary.

Chapter 152, Grading and Sediment Control. The purpose of this Chapter is to establish minimum standards for the control of soil loss through erosion with the intent being to minimize sediment transport through runoff that may degrade the integrity and health of the county's stream system.

Chapter 153, Floodplain Management. To secure the public safety, promote health and general welfare, minimize property damage, encourage appropriate construction practices to minimize future damage, and to protect water supply, sanitary sewage disposal, and natural drainage.

Chapter 154, Water Resource Management. To protect and maintain the ground and surface water resources of the county by establishing minimum requirements for the protection of groundwater and surface water resources that contribute to existing or future community water supplies, standards for review of development activities, management standards, and design criteria for land use activities that occur subsequent to that review, and enforcement procedures for violations of standards adopted herein that contribute to or become a source of pollution.

Chapter 155, Subdivision and Development of Land. Requires delineation on the Environmental Site Design portion of the subdivision plan. Allows up to 50% of open space in clustered subdivisions (15% of the entire parcel must be preserved as open space).

Conservation of Additional Environmental Resources

The following section discusses the additional “sensitive areas” the county believes should be conserved. These additional sensitive areas are categorized as either groundwater resources or surface water resources. Groundwater resources include aquifers, carbonate rock areas (a type of aquifer), wells, and wellheads. Surface water resources include reservoir watersheds, Tier II waters, Use III waters, and Use III-P waters.

Groundwater

Groundwater is the water located beneath the ground's surface stored in soil pores and in

the fractures of rock formations. It is naturally replenished by precipitation which infiltrates into the ground. Groundwater is often contained in aquifers. Aquifers are underground layers of water-bearing permeable rock from which groundwater may be extracted. Carroll County relies heavily on groundwater from aquifers for its drinking water sources. The Freedom/Sykesville Water Service Area (WSA), however, relies on groundwater and surface water.

A wellhead is where groundwater is extracted from the subsurface for use. Every municipality and the Freedom/Sykesville WSA utilize wells/wellheads for drinking water, although not as a sole source. Protecting wellheads protects groundwater used for drinking water supplies and can reduce or eliminate costly water treatment. Wellhead protection areas are those subsurface regions which are estimated to contribute groundwater to a specific well. The protection and management of these areas ensures that water infiltrating the ground will remain clear and viable as a water supply source. Groundwater conservation is accomplished primarily through Chapter 154 of the County Code, Water Resource Management. For a more detailed discussion, refer to Chapter 13 of the Adopted 2014 Carroll County Master Plan.

Surface Water

Surface water comes from precipitation and groundwater. It includes streams, rivers, lakes, reservoirs, wetlands, and oceans. Streams, rivers, reservoirs and other waterbodies provide the county with recreational uses and, in some instances, drinking water sources.

Surface water conservation is accomplished primarily through Chapter 154 of the County Code, Water Resource Management. For a more detailed discussion, refer to Chapter 13 of the Adopted 2014 Carroll County Master Plan.

Reservoir Watersheds

A reservoir may be used as a drinking water source. A reservoir watershed is the land area that drains into a reservoir, including tributary streams. One-hundred thirty-six square miles of Carroll County's southeast portion drains into Liberty Reservoir, including more than half of the Freedom CPA that lies within the Liberty Reservoir watershed. Additionally, a smaller reservoir watershed, the Piney Run Reservoir, lies within Freedom's borders.

Reservoir Management Agreement

Dating back to 1979, Carroll County, along with Baltimore City and Baltimore County, and various other state and local agencies, have participated in the Reservoir Watershed Management Agreement. The signatories of this voluntary agreement stay abreast of land use activities that impact the lands draining into the three metropolitan water-supply reservoir watersheds. These are the Loch Raven, Liberty and Prettyboy Reservoirs. As stated previously, over half of the Freedom CPA lies within the Liberty Reservoir Watershed. The county withdraws and treats an average of 2.207 million gallons per day from Liberty Reservoir for delivery to the citizens of the Freedom area. This watershed is critically important to the residents and businesses of the Freedom area; approximately 23,500 residents and 430 businesses get their water from this source⁵⁰.

⁵⁰ Carroll County Bureau of Utilities, April, 2016.

In 1990, and again in 2003 and 2005, the parties reaffirmed the commitments made in the agreement and the working committees established in the 1984 Agreement. The most fundamental goals of the Reservoir Program are to encourage that the three reservoirs and their respective watersheds will continue to serve as a source of high-quality raw water for the Baltimore Area and the surface waters will continue to support existing environmental, wildlife habitat, and aesthetic purposes, as well as beneficial recreational uses.



To ensure this water quality, specific technical goals in the reservoirs and their tributaries were established. These are summarized as follows:

- work to reduce phosphorus, sediment, bacteria, sodium and chloride loadings to the reservoirs and their tributaries to acceptable levels;
- eliminate existing and prevent future water quality impairments;
- prevent health and nuisance conditions from developing in treated water;
- assist counties in meeting the requirements of the federal Safe Drinking Water Act
- improve the safety and security of the water supply by reducing the risk of contamination to the reservoir watersheds; and
- promote patterns of land use and landowner stewardship practices that will help meet these technical goals

The Reservoir Technical Group, which is facilitated by the Baltimore Metropolitan Council (BMC), reviews and evaluates existing problems and conditions, as well as proposed policies, programs and actions anywhere in the reservoir watershed that might prevent the three reservoir watersheds and tributaries from attaining the fundamental goal, the water quality standards and specific technical goals. This includes, but is not limited to, addressing existing or proposed reservoir protection policies, master plans, and land use plans; proposed zoning ordinances; zoning reclassification proposals; local water and sewer master plans; development proposals; proposed discharge permits; proposed best management practices; and other policies, plans, or activities which could affect reservoir water quality.

This presents a unique challenge to the Freedom CPA, because it is the county's largest DGA and contains the most and highest density development in the county. Freedom also includes the county's largest Priority Funding Area (PFA), comprising over 9,000 acres (not including the Town of Sykesville). With this in mind, Carroll County has an unwavering commitment to its storm water management programs and policies, as well as sediment and erosion control. As previously discussed in this Element, all new development is subject to the county's environmental protection measures, minimizing its impact. Also, in recognition of how important the Liberty Reservoir is to the county and the region's drinking water supply, this plan reduces the Freedom DGA from over 28,000 acres to just over 19,000 acres, a reduction of approximately 9,000 acres, or thirty-two percent (32%). This was accomplished by reviewing properties that were in the current DGA, and eliminating the areas around the periphery that have sensitive environmental features or have reservoir protection status. This adjustment helps focus development to those lands best able to accommodate it. See Element 7; Land Use, for further details regarding the revised boundaries of the Freedom DGA.

Use III Waters and Use III-P Waters

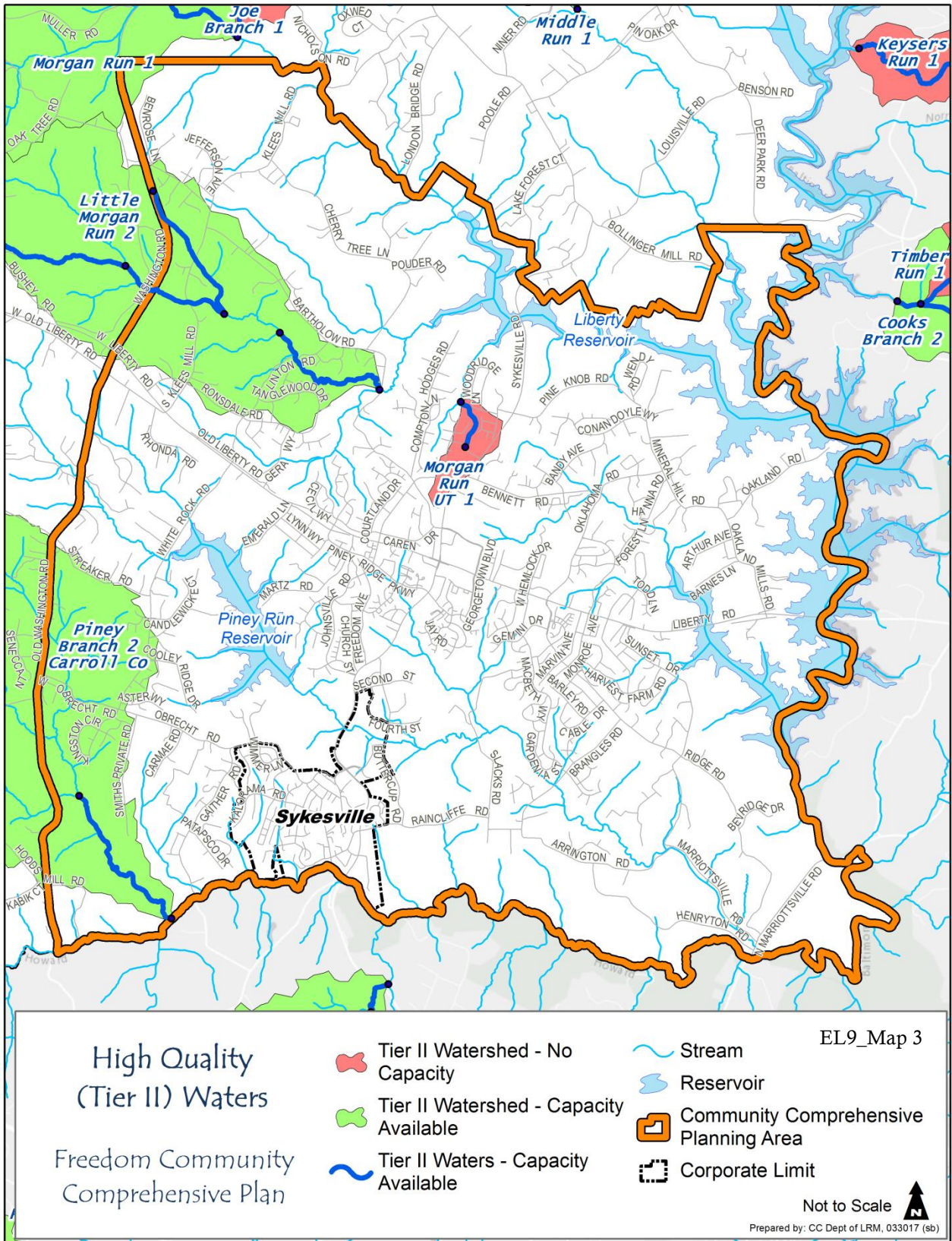
All streams in the State of Maryland are grouped into different use categories; the highest are the Use III-P streams, which are streams that drain into a public water supply reservoir and are protected for the natural propagation of trout. The tributaries of the Liberty Reservoir are classified as Use III-P, notably Snowden's Run, Stillwater Creek, Carroll Highlands Run, Autumn Run, and Morgan Run. The tributaries of these streams are also classified as Use III-P streams. Reproducing brook trout were identified in several of these small streams. Portions of Piney Run stream in the South Branch Patapsco drainage area are also classified as Use III and further as Use III-P. There are a number of wetland areas in association with the streams in Freedom, providing a filtering of rainwater as well as a habitat for a variety of plants and animals. There are 47.8 miles of Use III-P streams and 27.2 miles of Use III streams in the Freedom CPA.

Regulations are more stringent for Use III-P water standards compared to Use III water standards. The remaining streams in the county are Use IV or Use I waters, which are recreational trout waters. Fishing is an important recreational activity in Use III and Use III-P streams. The presence and health of fish can be an important indicator of water quality.

Tier II Waters

"Tier II waters" are regulated by Maryland's antidegradation policy, which prohibits new or increased pollutants, including nutrient loads to impact water quality. All of Maryland's current Tier II waters were designated on the basis of biological indices of integrity. Tier II waters in Freedom may be found on MDE's map, High Quality (Tier II Waters) on the following page. For a more detailed discussion of Tier II waters see p. 54 of the County's Water Resources Element (WRE).

<http://ccgovernment.carr.org/ccg/compplan/functional.asp>.



Recommendations

1. Conserve sensitive area lands through continued assessments, best management practices, and existing policies and programs.
2. Minimize the impact of development upon sensitive areas.
3. Continue participation in regional, state and watershed based partnerships, including the Reservoir Technical Group.
4. Establish and maintain existing wildlife corridors in the Piney Run and Liberty Reservoirs, and the Morgan Run Natural Environmental Area, linking environmental features in the community, thereby providing habitat for plants and wildlife.
5. Continue to design and implement successful stormwater management facilities that are creative, cost effective, and where possible, can be integrated into existing environmental features.
6. As previously recommended in the Land Use Element, reduce the boundaries of the Freedom DGA to remove environmentally sensitive areas, thereby reducing development impacts in these areas.
7. Work with the Department of Natural Resources and the City of Baltimore to promote natural resource assets in lands under their control to promote the aesthetics and recreational value to Carroll County residents.

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Element 10: Public Facilities & Services

Goals & Objectives

Goal: Efficiently and cost-effectively provide adequate public facilities and services for the Freedom Community Planning Area (CPA), including education, safety, recreational, water, sewer, and other community facilities and services to enhance and meet the changing needs of the Freedom CPA.

Objective 1: Continue to provide a high level of public facilities and services in areas where infrastructure is currently available and ensure that new development initiatives do not overburden existing public infrastructure.

Objective 2: Ensure growth does not exceed the ability of the county to provide adequate and appropriate Community Investment Plan (CIP) funds for public facilities, services, and needs.

Objective 3: To the extent feasible, require all new public facilities built within the Freedom area to be located for the efficient and convenient service of the residents and consistent with the adopted Freedom Community Comprehensive Plan (CCP).

Background & Existing Conditions

Providing public facilities and services for the safety, health, and welfare of the county's citizens is a primary function of local government. Public roads, water and sewer systems, fire and emergency medical services (EMS), police protection, parks and recreation sites, schools, libraries, and senior centers are all examples of infrastructure and services that are provided by Carroll County Government. Roads and other transportation facilities are addressed in Element 11 of this Plan. While the Town of Sykesville is an autonomous jurisdiction and is not under the jurisdiction of this plan, it is within the boundaries of the Freedom Designated Growth Area (DGA), and is considered in the analysis of most Carroll County facilities and services within this plan.

A review process has been in place since the rapid growth of the county in the mid-1990s to ensure that the services, infrastructure, and facilities needed to serve new residential development are sufficient to meet demands. This process, known as Concurrency Management and codified in the County Code as Chapter 156, Adequate Public Facilities and Concurrency Management, has resulted in a process that allows development to proceed at a pace that is matched by budgeting for and construction of the needed facilities and services. The Town of Sykesville is not subject to the requirements of Chapter 156, although certification of adequate public facilities is required at the time subdivision through Chapter 145 of the town's ordinance. Development projects subject to the county's Concurrency Management are evaluated for their impact on the following public facilities and services:

- Fire and EMS
- Police
- Schools
- Public sewer
- Public water
- Roads

This evaluation takes place at two points during the development review process: preliminary plan review and final plan review. At each point, the impacted facilities and services are “tested” to determine whether the capacity of the facility or the provided level of service is considered “adequate,” “approaching inadequate,” or “inadequate.” This determination is made based on the thresholds set for each facility or service in Chapter 156. If a project will have an impact on a facility or service that is considered “approaching inadequate” or “inadequate,” the project may not be approved. However, under “approaching inadequate” the Planning and Zoning Commission can approve a plan with phasing until the demand for services is met. Chapter 156 states, “No project may be approved by the Commission if a public facility or service is inadequate or projected to be inadequate during the current CIP, unless a relief facility is planned to address the inadequacy or the developer provides mitigation acceptable to the county or the Board of County Commissioners has determined that exceptional circumstances exist to allow the approval despite the inadequacy or approaching inadequacy.”

The following is a description and discussion of the public facilities and services provided by the county. Maps which include the location of existing public schools, libraries, senior and community center, public safety, and parks and recreation facilities, as well as water and sewer service areas, may be found on the following pages.

Water Resources Element

Carroll County and its municipalities worked collaboratively to develop one unified Water Resources Element (WRE) document Adopted by all of Carroll County’s jurisdictions to satisfy the requirements of HB 1141. As a result, in 2010, the Board of County Commissioners (BOCC) and all of the municipalities, excluding the City of Taneytown, Adopted a WRE that addressed both the county as a whole, which includes the Freedom area, as well as the individual adopting municipalities.

The purpose of the WRE is to ensure that future county and municipal comprehensive plans reflect the opportunities and limitations presented by local and regional water resources. WREs are intended to improve local jurisdictions’ contributions to the protection of state land and water resources; the protection of public health, safety and welfare; and meet local and state smart growth policies. The WRE, required under the 2006 provisions of HB 1141, must identify if adequate drinking water supplies exist to serve the demand generated by existing and future proposed development as indicated in the land use element of the Master Plan. It also must identify suitable receiving waters where stormwater and treated wastewater can be discharged. Stormwater and septic pollutant loads must be identified. The WRE must indicate pollutant reductions where needed from both existing

development and future growth. The Adopted 2010 Water Resources Element in its entirety can be found at: <http://ccgovernment.carr.org/ccg/compplan/WRE/docs/adoptedplan.pdf>.

The WRE for the Freedom Area is Adopted by reference in this Plan. The 2010 WRE projected growth, both population and household, that is beyond the projections cited in this Plan. The land use changes made in this Plan are below the threshold that was the basis of the 2010 WRE, and therefore no further amendments to the WRE are necessary as a result of this Plan.

Public Water Services

The 2001 Freedom Community Comprehensive Plan identified 1.15 million gallons per day (mgd) water supply shortfall for the Freedom CPA. It laid out action item options with a short timeframe to ensure an adequate quantity of available water supply for the community. Solutions included increasing withdrawals from Liberty Reservoir, increasing filtration plant capacity, improvements to the distribution network, and developing additional supply wells. Since Adoption of the Plan, most of those major milestones were completed.

Carroll County owns and operates the water supply system serving the Freedom community. The Planned Water Service Area (WSA) is located in southeastern Carroll County and covers about 9,122 acres, which includes the Town of Sykesville, representing roughly 11.2 percent of the Freedom CPA. The county has an agreement with the City of Baltimore to purchase raw water for the Freedom community from the Liberty Reservoir. The agreement with the city expires February, 2020. The county receives water by way of a floating intake on Liberty Lake and may, according to the agreement, draw an average of 4.2 mgd, with a maximum withdrawal of 6.0 mgd over a 30-day period. This water is treated at the County's water treatment plant (WTP) located off of Oakland Road. In March 2009, work was completed on upgrades that more than doubled design capacity of the County's Liberty Reservoir water treatment plant to 7.0 mgd; parallel transmission lines from the plant to Oklahoma Road were installed. In addition to the water treatment plant located on the Liberty Reservoir property, Fairhaven supply well (22B) was brought on-line to provide an additional 0.227 mgd of water. Additional supply wells have been developed in the vicinity of Springfield Hospital Center including five wells (14, 19A, 24, 24B and OWE) which prior testing identified as being able to produce 0.664 mgd. These wells are currently appropriated by the State of Maryland for 0.257 mgd and the county is currently working with state agencies to record easement plats to finalize access to these wells and related water infrastructure, thereby completing a crucial step towards making these resources available in the future. Furthermore, two wells (RC-1, RC-2) in the Raincliffe subdivision and one (FP-6) in Freedom Park have shown through previous testing as being able to provide 0.487 mgd and are actively appropriated for 0.211 mgd. Work is presently ongoing with wells RC-1 and RC-2 that should allow these wells to be brought on line in a limited capacity in the coming months with the ultimate goal of utilizing the entire 0.211 mgd appropriation in the near future. As of 2013, the Freedom WSA served 8,479 equivalent dwelling units (EDU)s, including in the Town of Sykesville, and had an average daily use (ADU) of 2.10 mgd.

Under an agreement between Carroll County and the State of Maryland, the county provides water to the Springfield Hospital Center Complex (referred to as the Springfield Complex for the remainder of the document) and surrounding campus areas. The Springfield Complex currently includes a mental hospital operated by the State Department of Health and Mental Hygiene, a police safety training center and a minimum security laundry camp operated by the State Department of Public Safety and Correctional Services. The agreement requires Carroll County to supply up to 0.900 mgd to the Springfield Complex, which also includes the Warfield Complex. Maryland Environmental Services (MES) maintains the infrastructure on the Springfield Complex property, while Carroll County Bureau of Utilities maintains the meters. There is an agreement being developed, but not yet finalized, that will transfer ownership and maintenance of the water and sewer system to Carroll County.

Piney Run Reservoir is located within the Freedom WSA. When the reservoir was built in the early 1970s, the original purpose was for it to be used as a future water supply source. An Appropriation Permit was given to the county from Maryland Department of the Environment (MDE) to allow for water to be extracted from the reservoir. This permit was active for decades; however, due to lack of action by the county, the appropriation permit from MDE expired in 2014. Piney Run is still a long term water source option for the county. This additional source would allow for redundancy in the system. This allows for the County to have a back-up plan should any of our current water sources become contaminated or unable to be used.

Carroll County, as the owner and operator of the Freedom community water supply system, currently allocates water flows on a “first- come first- served” basis. Chapter 51.02(G) of the Carroll County Code stipulates that allocations shall only be granted upon the execution and acceptance of a standard Public Works Agreement or other agreement as required by county policy, the recordation of an approved subdivision plat, and payment of all applicable charges. To determine availability, the county allocates and records capacity or flows for EDUs at the time building permits are approved, or at the time connection charges are paid.

Planned Service Area Categories -

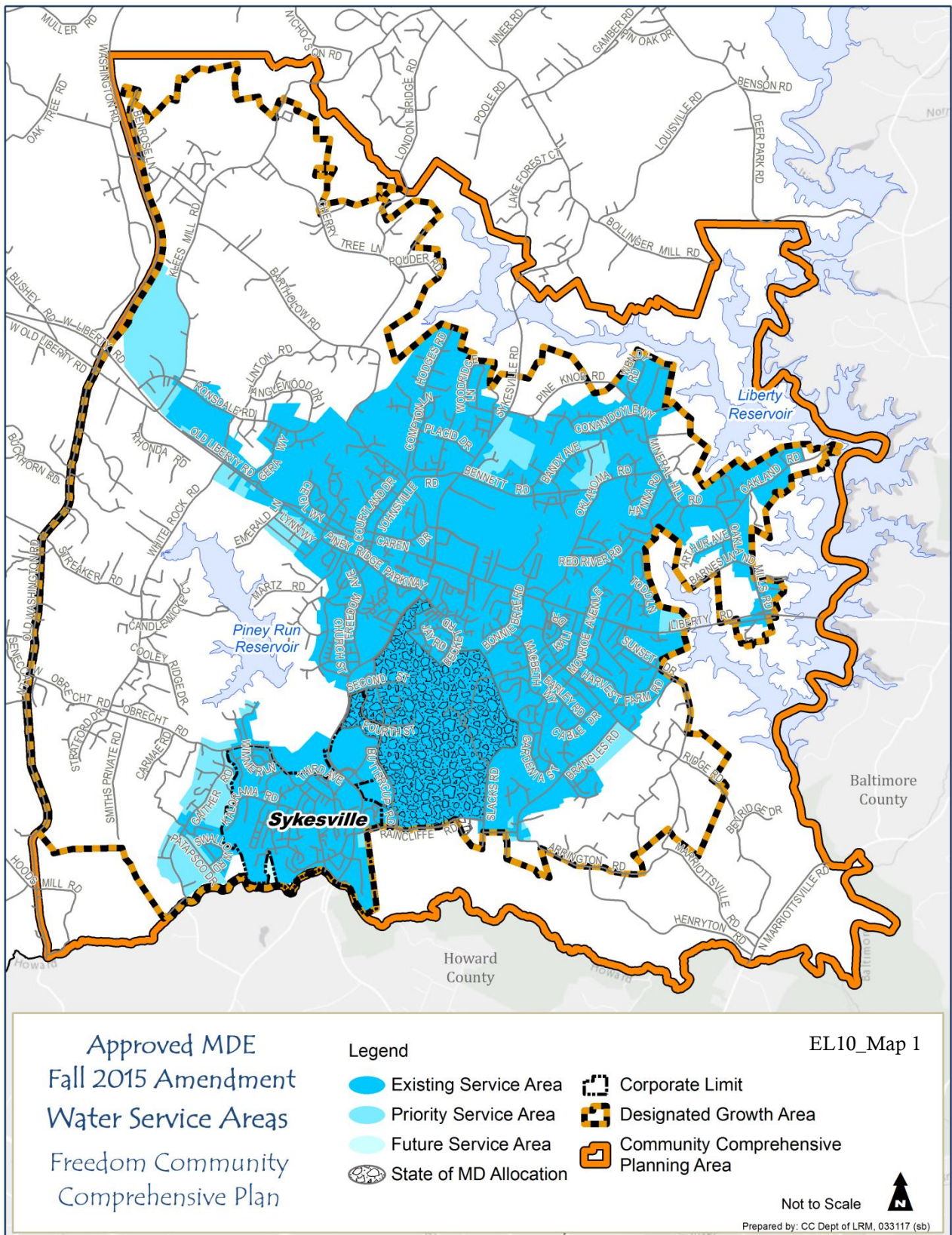
Existing/Final Planning Service Area (W-1, S-1) - Areas served by community water supply or sewer systems which are either existing, under construction, or have final plans which have been completed.

Priority Service Area (W-3, S-3) - Areas that will likely be served by community water supply or sewer systems for which the beginning of construction is anticipated to start within two years, or capital facilities are scheduled for implementation within the next six years and are possible within the framework of the six-year capital program, or areas that are planned to be served by a community system and are located adjacent to existing facilities of the system.

Future Service Area (W-5, S-5) - Areas where improvements to, expansion of, or construction of community water supply or sewer systems are planned for but are not anticipated to occur sooner than six years.

Long Range Service Area (W-6, S-6) - Areas that are intended to be served by a public water and/or sewer system but not within the next 10 years.

No Planned Service Area (W-7, S-7) - Areas not intended to be served by a public water and/or sewer system. These areas rely on individual water supply and sewer systems indefinitely.



Public Sewer Services

The Freedom Sewer Service Area is located in southeastern Carroll County and covers approximately 6,755 acres, representing roughly 15.1 percent of the Freedom CPA. The areas served include the central portion of the Freedom CPA, much of the immediate Eldersburg vicinity, and most of the Town of Sykesville. The Freedom Wastewater Treatment Plant (WWTP) is proximate to the South Branch of the Patapsco River, which is its permitted discharge point. The State of Maryland owns the treatment facility, which is maintained and operated by Maryland Environmental Service (MES). Carroll County owns and operates the sewage collection and conveyance system, including gravity sewers, force mains, and 13 pumping stations. Maintenance and operation of the sewer lines within the state-owned Springfield Complex are the responsibility of MES.

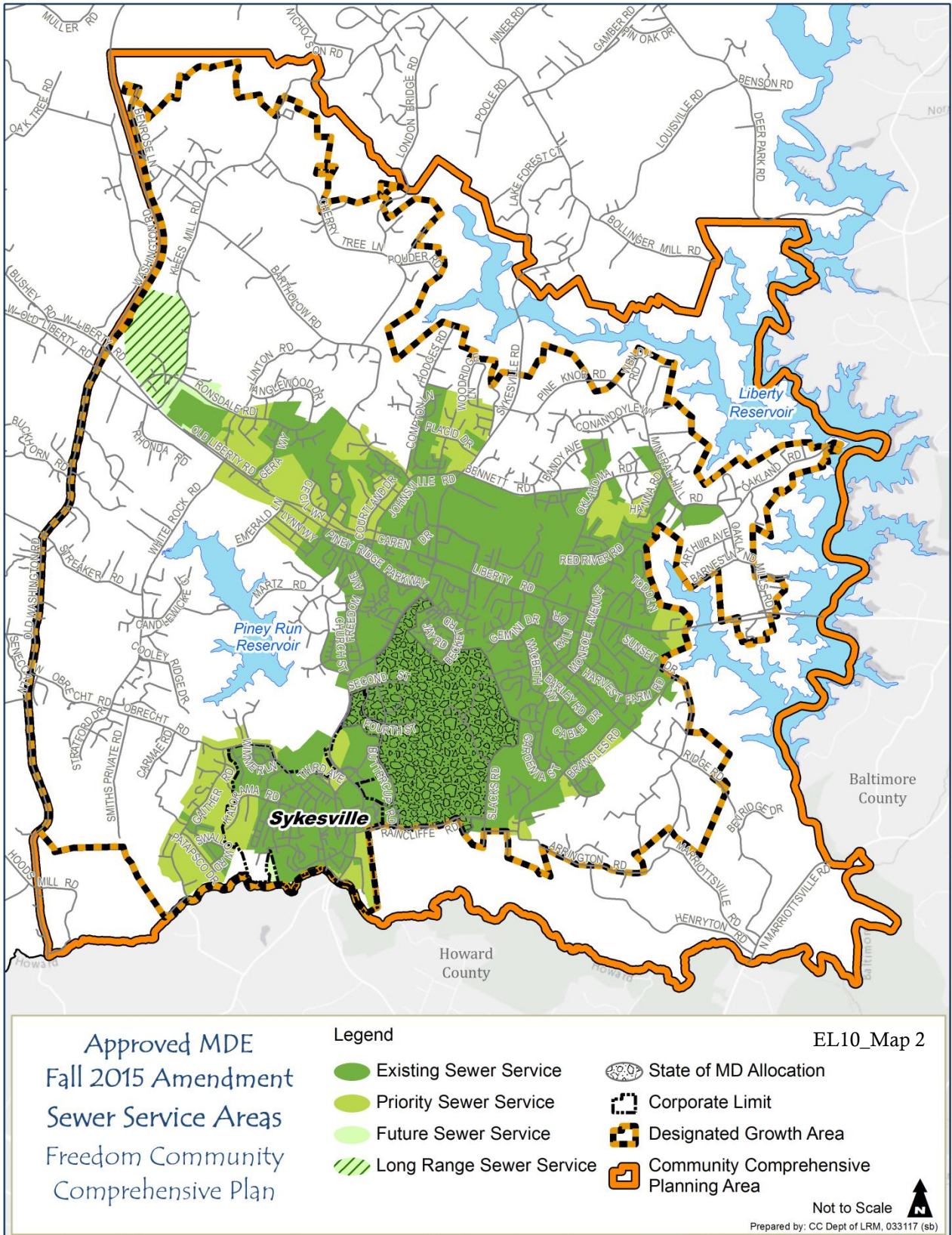
The Freedom WWTP has a design capacity of 3.5 mgd, with a three-year average flow from 2013-2015 of approximately 2.127 mgd. MES is allocated 0.758 mgd for use by state institutions (Springfield complex), and the county is allocated the remaining 2.742 mgd, excluding estimated Infiltration and Inflow (I&I).

As of January 2016, MES was upgrading the treatment process at the WWTP from Biological Nutrient Removal (BNR) to Enhanced Nutrient Removal (ENR) in order to meet more stringent discharge requirements. This project is complete. The planned ENR upgrade would allow the WWTP to comply with the Chesapeake Bay-related nutrient caps. However, the upgrade will not provide additional design capacity. To secure and utilize the maximum nutrient loading cap of 4.67 mgd, Carroll County must develop and fund a specific capacity building project at the Freedom WWTP to provide the future technical ability for the plant to be expanded.

Current estimates, based on MDE formulas used in the WRE, adopted in 2010 and hereby incorporated by reference into this document, for estimating I&I, suggest that 18% of the flows to the Freedom WWTP may be attributed to these external flows. Projects aimed at reducing I&I could recapture some of this capacity. Details on the management of, and needed improvements to, as well as the current and planned services areas for the Freedom CPA sewerage system, can be found in the 2014 Water and Sewer Master Plan. This document is required by state law, and must be updated and approved by MDE every three years. It is not a component of the County's Master Plans, but rather an implementation tool. Additionally, as stated earlier, the long-term management of the Freedom community's water quality and quantity is directed by the countywide WRE. The WRE, required under the 2006 provisions of HB1141, must identify whether adequate drinking water supplies exist to serve the general demand generated by existing and future proposed development as indicated in the Land Use Element of this Comprehensive Plan. Also, the overall ability to provide wastewater capacity based on existing limitations (such as nutrient caps) and the ability to overcome these limitations are addressed by the WRE. Carroll County, with approximately 88% of flows through the Freedom WWTP, administers sewer flow allocations for new development. Allocation is made on a "first come, first served" basis. Allocations are granted based on Chapter 51.02 of the County Code – Sewer and Water. The Code stipulates that allocations shall only be granted upon the execution and acceptance of a standard Public Works Agreement or other agreement as required by

county policy, the recordation of an approved subdivision plat, and payment of all applicable charges. To determine availability, the county allocates and records capacity or flows for EDUs at the time building permits are approved or at the time area connection charges and any other applicable charges are paid.

For the Freedom Sewer Service area, the Department of Public Works allocation represents capacity set aside to accommodate development that has already paid its area connection charges. These are typically sites for which building permits were already issued, a site plan was approved, or a subdivision was approved. The county may reserve up to 15% of treatment plant capacity for industrial use, which comes from the 2.742 million gallons allocated to Carroll County. Also, MES, operator of the WWTP, reserves a flow of 20,000 gallons for its use, which is part of the 0.758 mgd that is reserved for the State of Maryland.



Emergency Medical and Fire Protection Facilities

Three Carroll County volunteer fire companies have first-due fire, rescue, and emergency medical services responsibilities within the geographic area addressed by this plan. These include the Winfield Community Volunteer Fire Dept., Inc., located at 1320 West Old Liberty Road, the Gamber & Community Fire Company, Inc., located at 3838 Niner Road, and the Sykesville-Freedom District Fire Department, located at 6680 Sykesville Road. The Sykesville-Freedom District Fire Department is the primary provider of emergency services for the majority of the area applicable to the Freedom CCP.

Founded in 1933, the Sykesville Volunteer Fire Company was first located on Main Street in downtown Sykesville. In 1971, the fire company decided to add a second station at the intersection of MD 32 and Freedom Avenue; the company name was changed to the Sykesville – Freedom District Fire Department at this same time. The Main Street station was eventually closed in the early 1980's, as operations were consolidated at the Freedom Avenue (and present) location. In February 2011, a significant portion of the fire station was destroyed by a roof collapse and ensuing fire, the result of historically heavy amounts of fallen snow. Thanks to an aggressive, phased campaign to recover and rebuild, an expanded fire station, designed to meet the ever-growing needs of the local community, was constructed at the Freedom Avenue site, becoming operational in early 2013.

The Sykesville-Freedom District Fire Department is currently the second busiest station in Carroll County in all disciplines of emergency responses. Services are provided primarily by volunteers, supplemented by limited paid staff. The Carroll County BOCC fund, through the Carroll County Volunteer Emergency Services Association (CCVESA), both Emergency Medical Services provider positions, as well as Emergency Vehicle Driver/Operator positions, both of which are assigned to and utilized by the Sykesville – Freedom District Fire Department. Currently, the Sykesville – Freedom District Fire Department has 85 active volunteers, as well as 10 full-time and 27 part-time paid employees.

The Sykesville – Freedom District Fire Department provides fire, rescue, and emergency medical services using the following emergency apparatus/vehicles:

- Tower 12 - 2016 model year; 100' elevated platform [tower] ladder truck
 - Engine 123 – 2012 model year; Class 'A' pumper (engine), 2,000 GPM pump capacity & 1,000 gallon booster tank capacity
 - Engine 124 – 2007 model year; Class 'A' pumper (engine), 2,000 GPM pump capacity & 1,500 gallon booster tank capacity
 - Rescue Squad 12 – 2002 model year; rescue vehicle
 - Medic 127 – model year; Advanced Life Support (ALS) capable
 - Medic 128 – model year; ALS capable
 - Medic 129 - model year; ALS capable
- NOTE: Two Medic Units are kept in-service, while the third is in reserve
- Brush 125 – 2008 model year; brush truck [for off-road firefighting]
 - Utility 12 – 2008 model year; utility vehicle
 - ATV 12 - All-terrain vehicle (ATV) transported via trailer
 - Duty 12 – 2012 model year; duty officer response vehicle

The ‘first due’ response area (i.e., the geographic area in which a fire company is designated as the ‘first that is due to respond’) for the Sykesville – Freedom District Fire Department comprises an area of approximately 34.3 square miles, and contains an estimated resident population of 32,691. As previously noted, both the Winfield Community Volunteer Fire Department and the Gamber & Community Fire Company also have limited ‘first due’ responsibilities within the area covered by the Freedom CCP. The Sykesville – Freedom District Fire Department provides second due response assistance to neighboring fire departments in Gamber (north) and Winfield (west), as well as in parts of Howard (south) and Baltimore (east) Counties.

During the five year period between calendar years 2011 through 2015, inclusive, the Sykesville – Freedom District Fire Department reported an increase of 33% in Emergency Medical Services calls (2,139 in 2011; 2,852 in 2015). During this same period of time, the Department reported a 65% increase in fire calls (864 in 2011; 1,427 in 2015).



Police Protection Services and Facilities

The Carroll County Sheriff’s Office provides primary police services to the Freedom community, in partnership with the Maryland State Police, which serves state routes and assists with specialized investigations. The Town of Sykesville staffs its own police department. While their primary area of responsibility is the Town of

Sykesville, officers do respond beyond town limits for emergencies when requested by the Sheriff’s Office, State Police, or Springfield Hospital Center security staff. A Sheriff’s Department satellite office is located at 1524 Liberty Road.

Patrol Division personnel are responsible for delivering full law enforcement services, and are first responders to citizens’ calls for service. Daily activities consist of proactive road patrol, serving court processes, arresting wanted persons, preserving the public peace, enforcement of all criminal and traffic laws, accident and criminal investigation, and working in partnerships with all allied police agencies serving the citizens of Carroll County. Law enforcement officers are scheduled to ensure 24-hour, seven days per week patrol coverage. Countywide, the Sheriff’s Office Patrol Division is comprised of 114 sworn officers, which can be detailed to Freedom as needed⁵¹. The Town of Sykesville’s municipal police department is located adjacent to the Town House, and has eight sworn officers that provide 22-hour coverage within the town.

⁵¹ Concurrency Management Report Fiscal Year 2015, Carroll County Department of Land and Resource Management.

Public Schools

The public school system is managed by the Carroll County Board of Education (BOE), and funded by the county and the State of Maryland. The Carroll County Public School System is ranked as the 9th largest school system in the State of Maryland. The Board of Education is made up of five elected members and a student representative. The Carroll County Public School System is consistently ranked as one of the top-performing school systems in the State of Maryland, according to the Maryland School Performance Program Report that is released annually by the Maryland State Department of Education.

The quality of schools and education can impact a community and influence its future. Further, as noted during community conversations regarding the plan update, the quality of the community's public school system is a significant factor in building community ties, civic pride, and a sense of cohesiveness. The Freedom community is served by five elementary schools, two middle schools, and two high schools. These schools are all located within the boundaries of the Priority Funding Area (PFA), and have access to public water and sewer. (See EL10_Map 3) The 2017-18 Attendance Area Boundaries for all three levels may be found in Section 4 of the Board of Education's 2017-2026 Educational Facilities Master Plan (EFMP).

Countywide, as well as in the Freedom area, school enrollment at all levels has been decreasing for a number of years. There has not been a need in recent years to construct new school facilities or increase the size of existing buildings, and capital resources have been used instead for renovation and maintenance. For this reason, the BOCC voted in 2012 to suspend the school facilities impact fees⁵² imposed on new residential development. In April, 2016, the suspension was extended through July 1, 2018 and updated again.

Public Library Facilities

The mission of the Carroll County Public Library (CCPL) is to provide the community with enriching and innovative resources, experiences, and services. The existing Eldersburg Branch Library, which serves the Freedom area, is the largest library in Carroll County, providing 23,000 square feet of public space. It is located at 6400 W. Hemlock Drive, in the heart of the Freedom CPA. The interior was renovated in 2004 to expand the children's area of the branch. The large and small meeting rooms are regularly used by various county, state and federal agencies offering special programs and services, meetings, screenings and trainings, and are regularly booked by community groups and other organizations. The small meeting room is heavily used by tutors for collaborative learning activities. A drive-through window was added in 2010 to increase branch service capacity and access. In 2016, the library expanded into the adjacent satellite police office substation, in order to provide room for passport service.

According to the library system's FY 15-17 Strategic Plan, there were 265,338 visits to the Eldersburg Library in FY14, accounting for 23% of the total Carroll County Library System visits. With 89,548 books and periodicals, Eldersburg has the highest circulation,

⁵² The impact fee is legally established to address capacity related capital costs. Without projected capacity enhancing capital expenditures, any fees collected would have to be returned.

information requests, program and event attendance, and visitors in the county. Unlike some other public facilities, there are no designated boundaries for patrons of the library; residents throughout the county, as well as in other Maryland counties, are permitted to utilize any branch. There are no existing data indicating the amount of use that is attributable to citizens who live within the boundaries of the Freedom CPA, although the location of the library is central to the community.

Senior and Community Centers

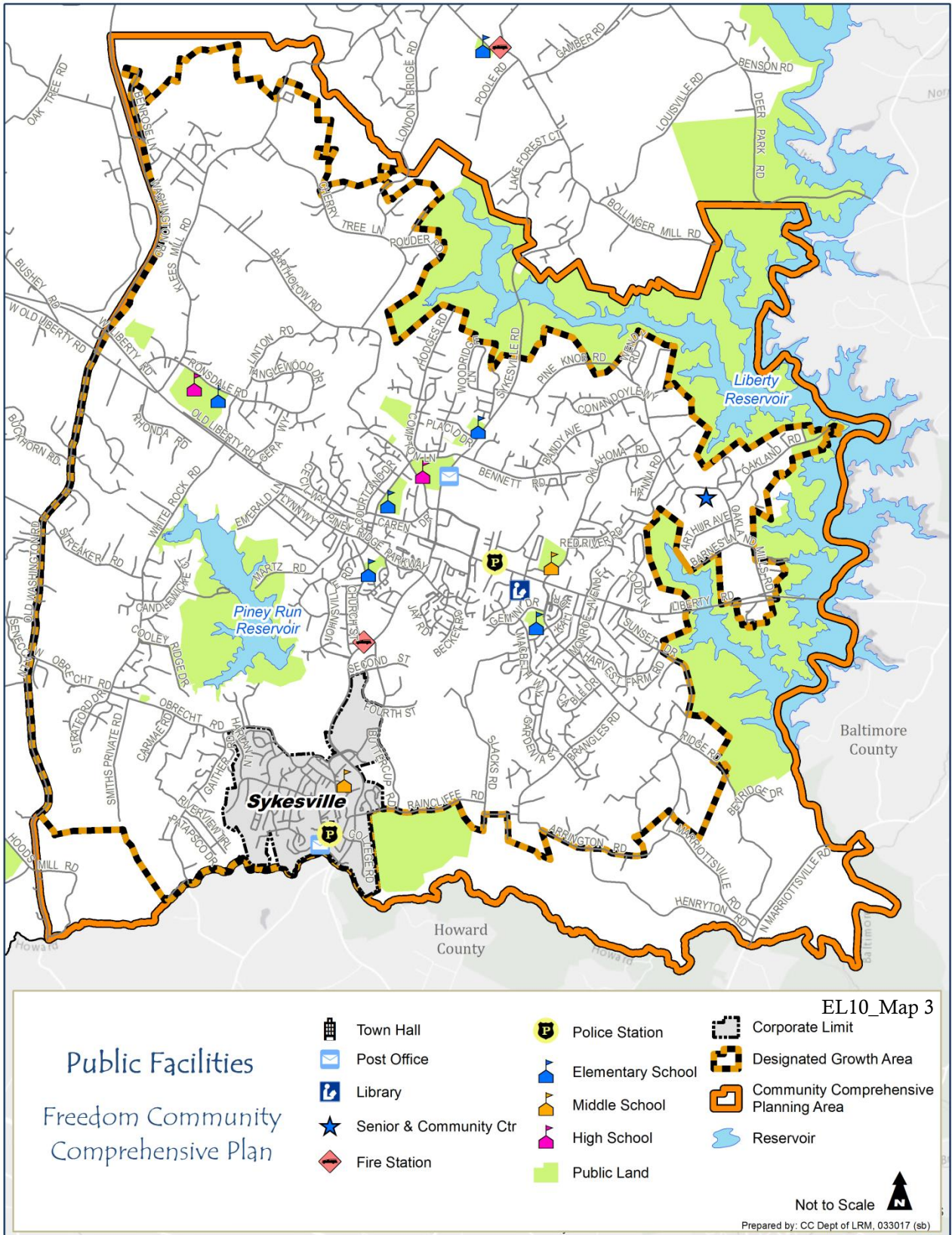
Five senior and community centers are located throughout Carroll County to serve the senior population and the general public. In FY14, there were 5,338 older adults registered at the centers, and 2,495 classes were conducted, serving 4,013 persons. The mission of these centers is to provide a community focal point where older adults can receive services

and participate in healthy and educational activities.



The South Carroll Senior and Community Center, located on Mineral Hill Road in Eldersburg (See EL 10_Map3), opened for use in November 2009 to serve the Freedom community. It is used extensively by the County Department of Recreation and Parks and the Freedom Area Recreation Council (FARC). This center is approximately 31,000 square feet in size, and

located on 21 acres. It includes a kitchen, dining room, meeting rooms, and a recreational gymnasium. The Carroll County Bureau of Aging and Disabilities is responsible for providing a variety of programs at the center, including nutrition, recreation, education, health, and socialization, which are offered Monday through Friday.



Recreation and Parks

The Freedom community contains a variety of state, county, and municipally-owned parks and recreational facilities for the enjoyment of residents. The 2017 Carroll County Land Preservation, Parks and Recreation Plan (LPPRP), provides quantified recreation demands for various types of facilities, future needs, and means of implementing the plan. Also, the 2014 Freedom Bicycle and Pedestrian Master Plan provides an analysis of the area's bicycle and pedestrian facilities. All of these documents can be referred to for information on recreational facilities located in the Freedom CPA.

The county has eight community recreation councils, two countywide councils, and two facility-based councils. The FARC, which operates in the area currently under study, is a volunteer organization with an elected board. The FARC, along with the other area recreational councils, helps to achieve the state goal of making a variety of quality recreational environments and opportunities readily accessible to all citizens. The Piney Run Recreation and Conservation Council specifically addresses programs and issues associated with those facilities. The Carroll County Department of Recreation and Parks provides support services to the FARC, administers adult sports leagues, and schedules picnic pavilion rentals and park sites and a number of programs and special events.

In late 2014, the county Department of Recreation and Parks conducted a countywide needs assessment survey for recreational facilities and programs. Of those responding to the survey, 87% of households felt that parks and recreation programs and facilities are important to their quality of life. When asked which facilities are most important to households, the top two answers were paved walking and bike trails, and nature trails. Forty-five percent of respondents countywide felt that there are not sufficient parks facilities within walking distance.

In 2016, there were 8,868 acres of public lands with different recreational opportunities available throughout Carroll County. Below is a brief summary of the larger state and county recreational facilities in the Freedom CPA. Existing parks and recreational areas are shown on EL10_Map 5.

Morgan Run Natural Environmental Area

Located at the northwestern edge of the Freedom CPA, the state-owned Morgan Run “regional park reserve” is an undeveloped facility that provides opportunities for hiking, equestrian trail riding, catch-and-release trout fishing, including a universally-accessible fly-fishing platform, and bow and muzzleloader deer hunting. Morgan Run Environmental Area is managed as part of Patapsco Valley State Park. Approximately one-third of Morgan Run's almost 1,400 acres is within the Freedom area's boundary. Program Open Space (POS) funds cover both land acquisition and development costs. The master plan for Morgan Run indicates that the major goals of the state are to preserve Morgan Run's water quality, maintain the diversity of flora and fauna, and develop managed passive and active recreation. Although the majority of current uses within Morgan Run are predominantly passive in nature, future plans include expanding active use areas for equestrian trails, hunting, bicycling, and walking trails.

Liberty Lake Reservoir and Adjoining Buffer Areas

Liberty Lake Reservoir and its buffer areas provide additional opportunities for recreational activity. Located along most of Freedom's northern and eastern boundaries, the reservoir is a major water supply source for the community. The City of Baltimore owns 17,000 acres around the reservoir, a third of which is located in the Freedom area. Boating, picnic areas, hiking, and fishing are some of the recreational uses available.

Patapsco Valley State Park

Patapsco Valley State Park is located in Baltimore, Howard, Anne Arundel, and Carroll Counties. It extends for 27 miles along the Patapsco River from Sykesville to the Baltimore Harbor. A total of 1,123 acres are located along the southern boundary of the Freedom community and the Town of Sykesville. The trail and path network found in the park corridor is a primary linkage to the existing and expanding trail network developed by Carroll County and the Town of Sykesville. Both active and passive recreational opportunities are available in the park. The McKeldin Area, contained within the Patapsco Valley State Park, is developed for active uses that include ball fields, hiking, horseback riding, picnic areas, playgrounds, and restrooms. South Branch Park, a 7.6 acre site owned by Howard County and leased to the Town of Sykesville, includes a playground and a skate park, with future phases of development planned. Also, part of the Hugg Thomas Wildlife Refuge is located in Howard County, adjacent to the Town of Sykesville.



Piney Run Park

Piney Run Park is located in the southwestern section of the Freedom CPA. The park contains 838 acres of county-owned land and is operated as a recreation and nature appreciation facility with programs for children and adults, trails, boating, fishing, and other nature appreciation activities. Recent improvements have included upgrades to pavilions, a Nature Center, and a universally-accessible kayak launch. The park contains a 298-acre reservoir that was

constructed in 1974 for water supply, flood control, and recreational purposes.

Freedom Park

Freedom Park is a regional facility adjacent to the Town of Sykesville and contiguous to the Patapsco Valley State Park greenway corridor and its various component areas. The park was developed on 90 acres of land leased from the State of Maryland to help meet the active recreation needs of the Eldersburg-Sykesville corridor, as well as the overall Freedom area community. The high-demand active facilities include lighted ball diamonds, multipurpose fields, basketball courts, playground and open play areas, restrooms, and several pavilions. Passive facilities include group camping and picnic areas, multi-purpose trails and paths which link to the trail network in Patapsco Valley State Park and support hiking, walking, cross-country skiing, and equestrian uses. The active recreation facilities and programs are managed cooperatively with the FARC. The FY16- 21 CIP includes funds in FY20 for the

replacement of tot lots in Freedom Park, contingent on receiving state funding.

Kringold Regional Park

Phase One construction was completed by the county in 2015 to establish a regional park near the intersection of MD 26 and Woodbine Road on a nearly 140-acre parcel which is anticipated to serve 30,000 users annually.

While located just outside of the existing Freedom CPA boundary, due to the regional scale and nature of this facility, Kringold Park is accessible to and projected to be utilized by many residents from the central and western portions of the Freedom area. The park will include ball fields and multi-purpose fields, pavilions, a playground, fishing ponds, walking and hiking trails, as well as needed parking to support the regional users visiting the site.



Gov. Frank Brown Trail

This project, which is in its initial stages, is part of an overall effort to make interjurisdictional connections between Carroll County and its gateway municipalities. It is intended to connect residential, recreational and community destinations in Eldersburg and the Town of Sykesville with the various county and state park/wildlife resource lands along the Patapsco River Valley. Connected resources include Freedom Park, South Branch Park in Howard County, Patapsco Valley State Park, and the Hugg-Thomas Wildlife Management Area. This trail project will connect adjoining resources and infill gaps to ultimately link with trails/greenways into Howard County to the west/south and with Baltimore County to the east. Trail users will be able to travel east as far as the Jones Falls Trail and the Baltimore Harbor. In FY15, there was \$136,600 allocated for construction from the Maryland Bikeways Program. A bicycle/pedestrian only connection in the vicinity of MacBeth Way was the first section to be completed. Project completion is contingent on the ability of the trail to co-exist with the new National Guard Readiness Center planned for the property.

Other Recreational Facilities

With the exception of schools, most of the community's other parks provide a higher percentage of passive-type recreational uses such as trails, pavilions, picnic areas, and tot lots. In response to citizen demand, the county has been making strides to increase the number of active recreational facilities in the Freedom area. Between 2009 and 2011, Carroll County Department of Recreation and Parks, the FARC, in partnership with Freedom Area Citizens' Council, finalized leasing and use agreements with Springfield Hospital Center, enabling community use of existing baseball diamonds and other multi-use fields on the hospital campus. While some measures to expand available walking and biking facilities in Freedom have been implemented, gaps in connectivity, restricted access, and roadway corridor conflicts remain issues in the community. The Freedom Bicycle and Pedestrian Master Plan, described below, sought to identify community concerns, access issues and prioritize solutions. For some participants, the ability to reach community destinations by foot or by bicycle is as much a transportation issue as a recreation issue.

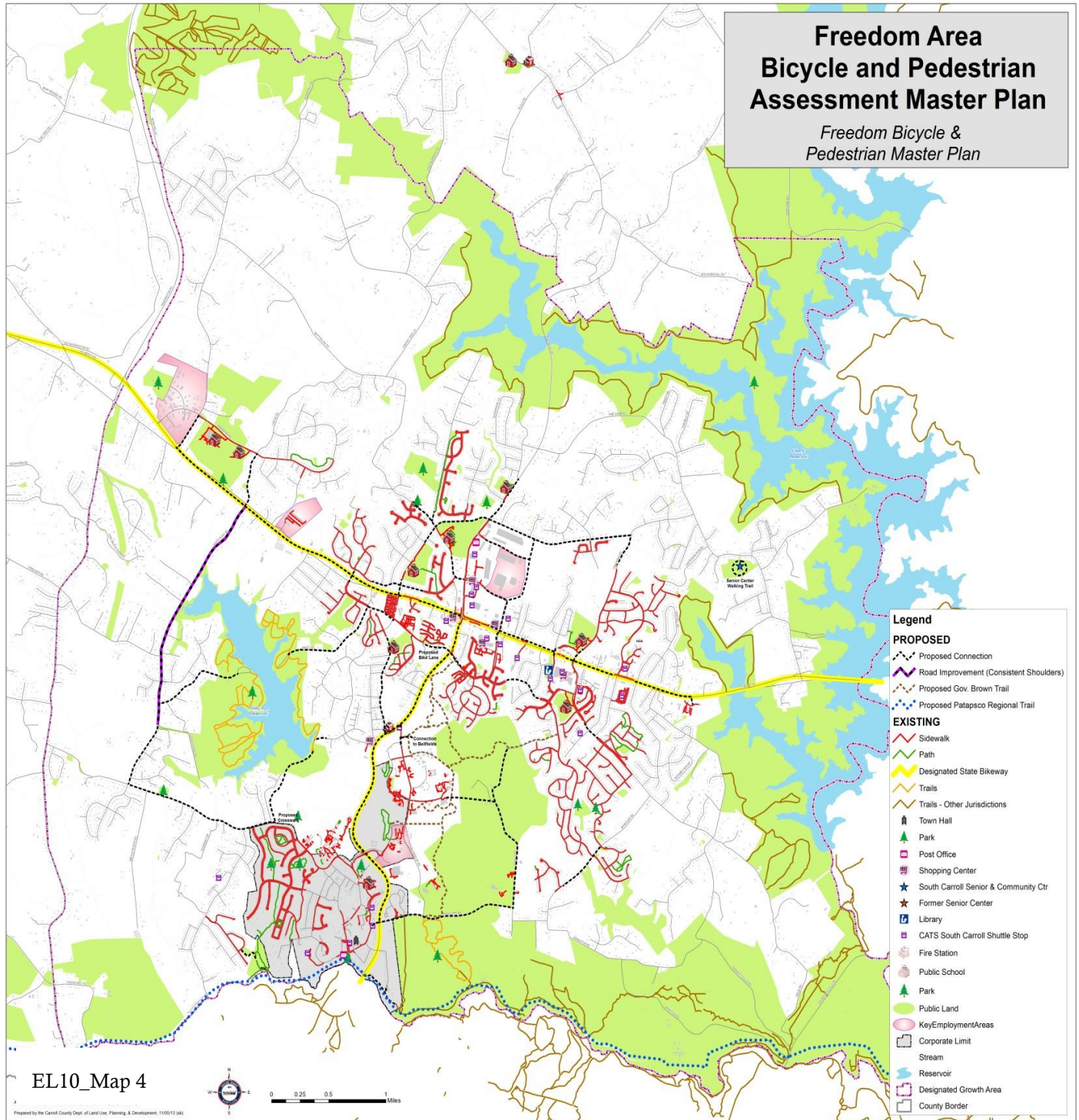
2014 Freedom Bicycle and Pedestrian Master Plan

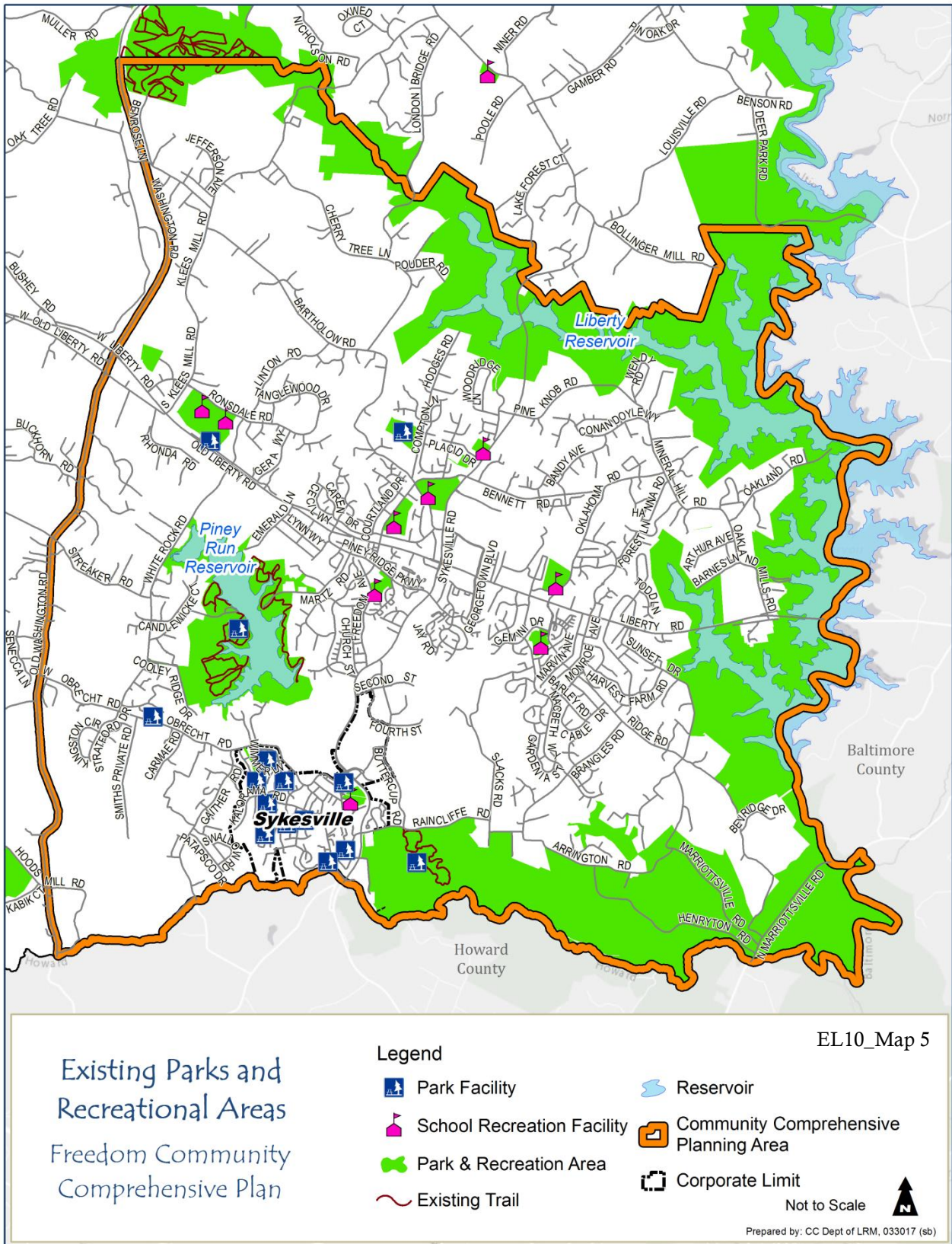
In 2012, the Carroll County Planning Department initiated the Freedom Bicycle & Pedestrian Master Plan. This plan included a detailed inventory and analysis of existing bicycle and pedestrian facilities and conditions, and proposed an initial plan to improve safety and access, while linking key community and regional destinations. It built upon numerous local and regional plans to develop targeted assessments and recommendations.

Using the 2001 Freedom Community Comprehensive Plan as a starting point, existing automobile, bicycle, and pedestrian facilities within the Freedom CPA were inventoried. Planned facilities currently in the development pipeline or programmed for future construction, both under county jurisdiction and within the Town of Sykesville, were then added to this base inventory. An initial review of barriers to developing bicycle and pedestrian facilities which have affected the project area was performed.

As part of this effort, major destinations in the Freedom area were also mapped. Additional destinations, as well as origination points, were added following the community outreach phase, based on resident recommendations. Planned major streets mapped in the 2001 Freedom Plan were also included, where appropriate, as part of the Bicycle and Pedestrian Plan's proposed network enhancements.

This document was certified by the Carroll County Planning and Zoning Commission on February 18, 2014. EL10_Map4, showing existing and proposed destinations, trails, connections, and bikeways, may be found on the following page.





Adequacy of Public Facilities

Public Water Services

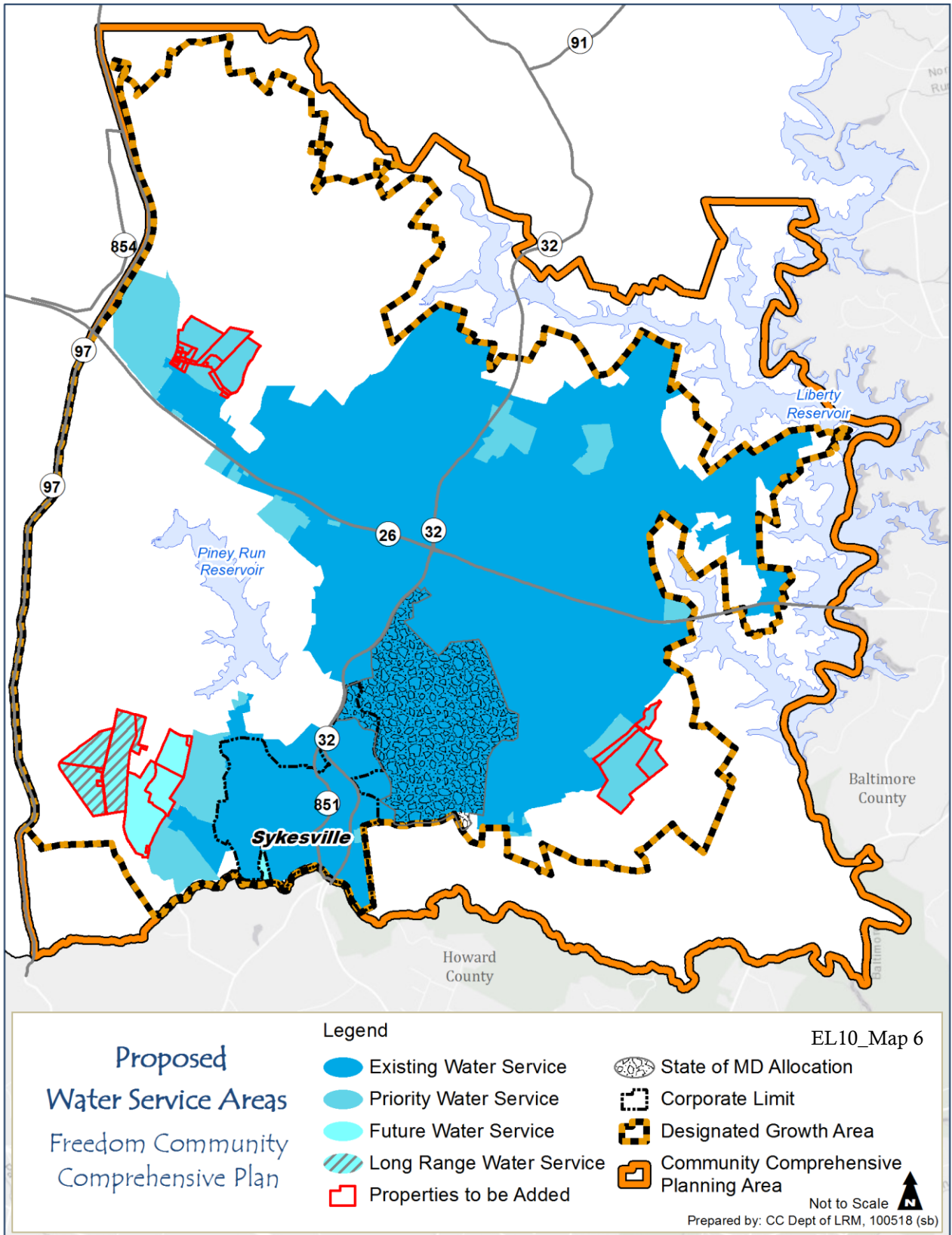
Chapter 156 of the Carroll County Code, Adequacy of Public Facilities and Concurrency Management, includes minimum adequacy standards for water services. All major residential developments in unincorporated areas (outside of municipalities) must meet the minimum thresholds established in the ordinance in order to proceed with development. For water services, the facility is considered adequate if the maximum daily demand is less than 85% of the total system production capacity; approaching inadequate if it is between 85% and 95% of the total capacity; and inadequate if it is equal to or greater than 95% of the total capacity. No project may be approved by the Planning Commission if water service is inadequate or projected to be inadequate during the current CIP, unless a relief facility is planned to address the inadequacy or the developer provides mitigation. No residential plat may be recorded or final site plan approved until the necessary relief facility has construction underway and completion is anticipated within six months, or the developer provides mitigation or a determination is made that exceptional circumstances exist.

As a result of the 2009 expansion of the Freedom water supply system to a permitted capacity of 7.0 mgd, the system has capacity to serve existing and planned demand. Any additional water supply needed beyond this projected demand as a result of land use recommendations made in this Plan would be limited by the agreement with Baltimore City to allow for additional withdrawal from the Liberty Reservoir. If an agreement to withdraw additional water from the reservoir is made, the Freedom system would have additional raw water supply available. According to the WRE, the design capacity of the water supply system has the ability to be expanded to 12 mgd with additional improvements; coordinated planning and construction for facility improvements would be required to process the added withdrawals. As of January 2018, the Freedom WTP flows are 52% of the county's allocation of the total plant capacity; no inadequacy exists.⁵³

Details on the management and planning of the Freedom area water supply system, as well as current and planned service area maps, may be found in the 2014 Water and Sewer Master Plan.

Map EL10_Map 6 shows the new potential properties that will be put into the priority water service area as a result of the DLU changes proposed in this plan. Properties to the west of the Town of Sykesville are placed into the Future (7-10) and Long Range Water Service Area (+10) until they can be evaluated more thoroughly as part of a development process or future utility infrastructure project.

⁵³ This number does not include the state's allocation at the Springfield Hospital Complex or its flows.



Public Sewer Services

As with water service, sewer service is included in the concurrency management test for adequacy is required by Chapter 156. The percentage thresholds for adequacy, approaching inadequacy, and inadequacy are identical to the thresholds used for public water services, and are based on the permitted capacity of the wastewater treatment facility.

Reserved for Existing Potential Development	457,750 gpd
Remaining Allocation	=249,450 gpd
Recaptured Supply	+229,250 gpd
Total Gallons per Day Available to Serve Plan	478,700 gpd
Additional Gallons Needed to Serve this Plan	458,500 gpd
Remaining Gallons	=20,200 gpd
Gallons being Allocated to Future (7-10 years)	153,250 gpd
Gallons being Allocated to the Long Range (+10)	51,250 gpd
Sewer Service Category	
Total Reallocated to Future and Long Range	204,500 gpd
New Total Demand for Existing and Priority	274,200 gpd
Remaining Unutilized Sewer Supply	+248,700 gpd
EL10_Table 1	

This plan could potentially add approximately 921 new dwelling units (over what is currently planned), 76 acres of new commercial/ industrial, and 128 acres of Employment Campus properties into the Sewer Service Areas. This new development, along with the slight increase in density on already existing properties within the sewer service area,

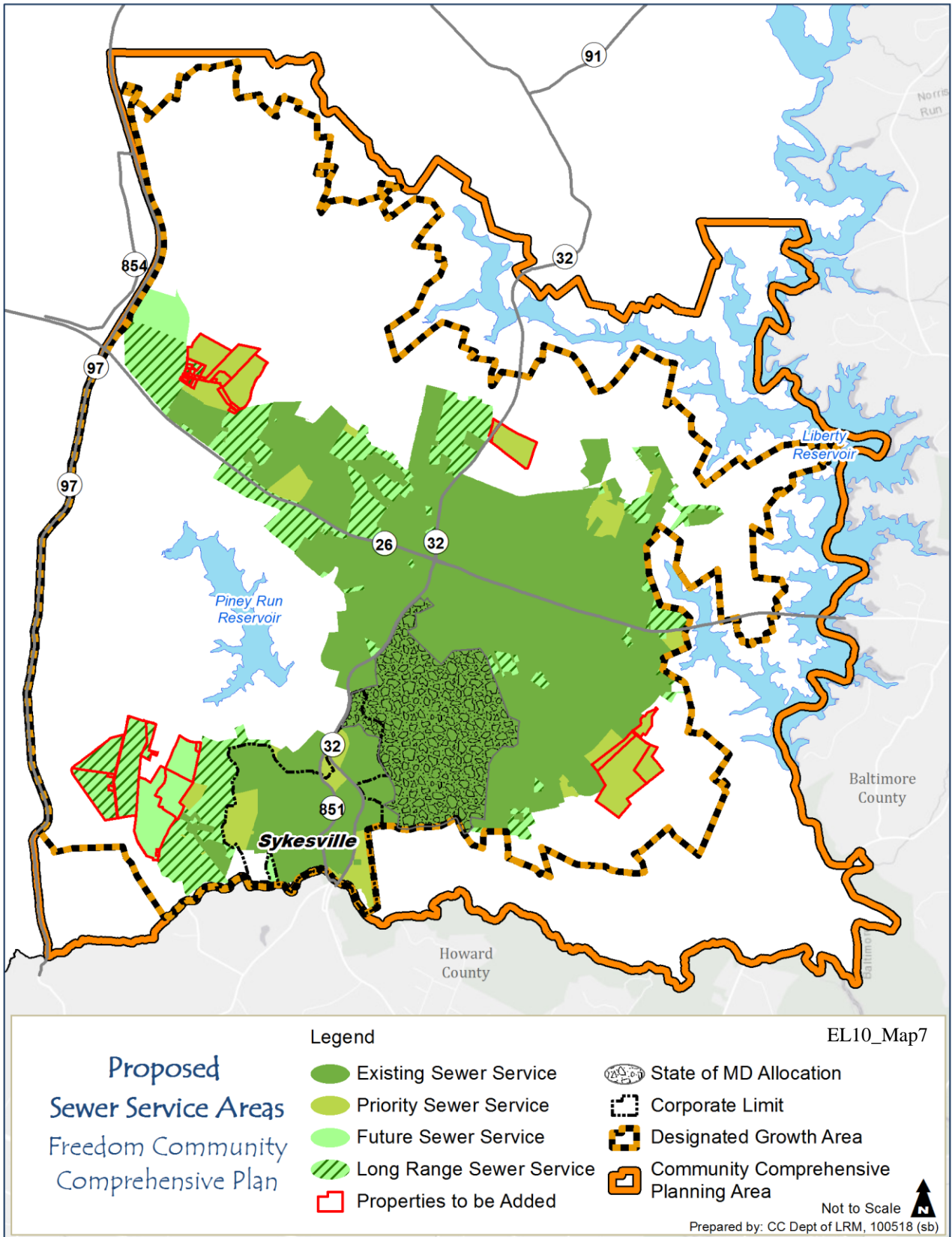
would generate approximately 478,700 gpd of sewer demand. There are approximately 707,200 gpd reserved for future development; this does not include Warfield at Historic Sykesville. This allocation is set aside from the total available supply number. Existing and Priority Service Areas account for 457,000 gpd in existing future development potential. Of this, there are approximately 250,000 gpd remaining for additional future development. However, there are approximately 229,250 gpd within the planned service area; this includes Existing/Final Planning, Priority and Future Service Area, reserved for approximately 900 homes with septic systems. This represents a surplus capacity that could be reallocated. Twenty percent (20%) of this reallocated sewer capacity is being reserved for future emergency connections. There are multiple benefits to reallocating capacity to potential growth. Currently, the system is underutilized. The development proposed in this Plan would create new users for the system that would provide funding, through area connection charges, needed for system improvements and infrastructure enhancements. When adding together the remaining allocation plus the recaptured supply, there are 478,700 gpd available to serve existing and new properties in both the Existing and Priority Service Areas. This leaves 20,200 gpd unable to be served by the current system. Therefore, this demand will be placed into the Future (7-10 year) and Future (+ 10) service area categories until a capacity enhancing project is completed to meet the projected demand and CIP projects can be budgeted for. EL10_Table1 outlines the gallons needed and its sources to meet the potential future demand. As with all properties

in Carroll County, all adequate public facilities would need to be available in order for a development plan to be approved. Water and wastewater are on a “first come, first served” basis, and the order in which these parcels would develop is currently unknown. In addition, an update to the Carroll County Water and Sewer Master Plan would need to be completed before the recommended actions of this plan would be official.

As of February 2018, the Freedom WWTP flows are 68% of the county’s allocation of the total plant capacity; no inadequacy exists ⁵⁴. The new reallocation of capacity would be able to serve 80% of the development that is forecasted in this plan. Long-term, capacity building projects are needed in order to serve the Freedom Sewer Service area, in addition to getting the Freedom WWTP capacity to the maximum nutrient loading cap of 4.67 mgd in the future. The county has already invested in deepening the reactors to overcome the limitations identified in the WRE, making this long term goal of 4.67 mgd a possibility in the future. The 2014 Water and Sewer Master Plan includes recommendations, both short and long-term, for improving sewer capacity in the Freedom area.

Map EL10_Map7 shows the new proposal for Existing/Final, Priority, Future and Long Range (+10) Sewer Service Areas. MapEL10_Map7, shows the new properties (outlined in red) that would need to be added to a sewer service category to develop in accordance with their zoned category. The majority of the newly proposed land uses that need sewer service in order to develop are in the Existing/Final Planning and Priority Sewer Service Areas, meaning that capacity is available to serve. This is a result of the recapturing of the underutilized system and reallocating capacity to new users, as described above. The only area that is in future and long range from the proposed DLU changes are the areas directly west of the Town of Sykesville. This group of properties is being placed in to the Future and Long Range (+10) Sewer Service category until a capacity enhancing project would be completed to serve these parcels.

⁵⁴ This number does not include the State’s allocation at the Springfield Hospital Complex or its flows.



Emergency Medical and Fire Protection Facilities

In accordance with Chapter 156: Adequate Public Facilities and Concurrency Management of the Carroll County Code of Public Local Laws and Ordinances, those residential development projects subject to Chapter 156 are required to be tested for the adequacy of both Fire and Emergency Medical Services (EMS) using the following criteria:

1. Percentage of Incidents that result in a Late or No (i.e., Failed) Response
2. Average Response Time
3. Adequacy of county roads and bridges along the primary and secondary routes of travel, from the station and the proposed development, as determined by the local Fire Chief.

These standards are periodically reassessed. The most recent review, completed in 2015, was conducted by a workgroup established by the CCVESA, in cooperation with the County's Departments of Public Safety and Planning. This workgroup recommended changes to the criteria used to test for adequacy of fire services, in recognition of the required installation of automatic sprinklers in all new one- and two-family homes constructed in the county. The workgroup also proposed changes to the criteria used to test EMS for adequacy, in response to staffing of medic units by paid personnel. To date, these recommendations have not been implemented.

Late and No Response Percentages are calculated monthly for each fire department, using the data from the immediate previous 24 months. Percentages are calculated separately for Fire and EMS by the Carroll County Department of Public Safety.

The Adequacy of Late/No Response Percentages is defined as follows:

- Services are Adequate if the total number of Late + No Responses is Less than 15% **AND** the total number of No Responses is Less than 4%
- Services are Approaching Inadequate if the total number of Late + No Responses equals or exceeds 15% **OR** the total number of No Responses equals or exceeds 4%
- Services are Inadequate if the total number of Late + No Responses Equals or exceeds 15% **AND** the total number of No Responses Equals or exceeds 4%

The FY2015 Concurrency Management Report indicates that Sykesville – Freedom District Fire Department has consistently met the Late/No Response criteria for adequacy and is "Adequate".

The second measure of adequacy is Average Response Time. Response Time is defined as the elapsed time between the initial dispatch by the Emergency Communications Center (ECC) and the arrival on-scene of the first responding unit. Average Response Time is determined by averaging individual Response Times measured over the specified time period. Similar to Late & No Response Percentages, Average Response Times are also calculated monthly for each fire department, using the data from the immediate previous 24 months. Averages are calculated separately for Fire and EMS by the Carroll County Department of Public Safety.

The adequacy of Average Response Times is defined as follows:

- Services are Adequate if the Average Response Time Equals or is less than 8 minutes

- Services are Approaching Inadequate if the Average Response Time is greater than 8 minutes and less than 10 minutes
- Services are Inadequate if the Average Response Time exceeds 10 minutes

The FY2015 Concurrency Management Report indicates that Sykesville – Freedom District Fire Department has consistently met the response time adequacy criteria.

The third measure of adequacy is the capacity of county-owned and maintained bridges and roads along the primary and secondary routes of travel, from the station and the proposed development, as determined by the local fire chief. Bridges on state highways and privately owned bridges are not considered in this adequacy standard.

The Adequacy of Bridges and Roads is defined as follows:

- Services are Adequate if all bridges and roads for the most direct primary or acceptable secondary route are adequate to support fire and emergency response apparatus.
- Services are Inadequate if a bridge or road is inadequate to support fire and emergency response apparatus along the most direct primary route and a bridge or road is inadequate to support fire and emergency response apparatus along the acceptable secondary route.

The FY2015 Concurrency Management Report indicates that the Sykesville – Freedom District Fire Department has consistently met the roads and bridges adequacy criteria.

There are currently no new Fire or EMS facilities or improvements in the CIP or planned by the CCVESA or one of its member departments that would impact the area covered by this plan. The land use designation changes included in this Plan will not necessitate the addition of any new facilities, or improvements to existing facilities. However, the Fire Chief of the Sykesville – Freedom District Fire Department noted the importance of continued monitoring of response times and staffing levels, particularly through the development review process, as well as the importance of the road connections resulting from realization of the Planned Major Streets recommended in Element 11.

Police Protection Services and Facilities

Because of the nature of police operations, the adequacy of police protection is determined by the number of staff available to respond to a call, rather than the location or size of the facility. Most officers are assigned to patrol and conduct traffic enforcement, and officers generally are not dispatched directly from a facility. When facilities are evaluated, there is no universally accepted space requirement for police facilities, since the need is based on the operational functions conducted in the specific space.⁵⁵ Accordingly, the county uses an adequacy standard of 1.3 sworn law enforcement officers for every 1,000 residents when implementing concurrency management.

⁵⁵ Planner's Estimating Guide-Projecting Land-Use and Facility Needs, Arthur C. Nelson FAICP

Under Chapter 156, development projects are tested for adequate police protection using the following thresholds: adequacy is a projected ratio of 1.3/1,000; approaching inadequacy is 1.2-1.3/1,000; and inadequacy is less than 1.2/1,000. This analysis is conducted on a countywide basis for new residential subdivisions. Commercial development proposals are also evaluated by the Sheriff's Office for adequacy of police service, although there are no specific threshold requirements included in the County Code. Staffing levels are calculated by using the total number of sworn officers in the county, municipal and state police forces, in addition to planned positions included in the Adopted Operating Plan. This is compared to the total county population, which includes the latest census data, subsequent use and occupancy permits issued, and pipeline development. Countywide, the ratio of officers per 1,000 residents has been and continues to be adequate. At the end of FY2015, the number of sworn officers was 231; total population was 171,702, exceeding the ratio of 1.3/1000. According to the Concurrency Management Report FY2015, the projected ratio for FY2016 and FY2017, when development in the pipeline is included, will remain at or above the 1.3 threshold.

It is difficult to make long-term projections of adequacy for police service in the Freedom CPA using this measure, since countywide staffing decisions are made through the annual operating budget process and can be adjusted yearly to accommodate the projected growth. The boundaries of the Freedom CPA do not coincide with patrol sector boundaries, further complicating this type of small area analysis. Furthermore, since officers may be assigned as needed countywide, the determination of adequacy is more appropriately made at the county level.

Although the determination of adequacy under concurrency management is based on the number of officers as it relates to the population, there are facility needs associated with police operations. A new sub-station for law enforcement personnel in an existing commercial or institutional center was recommended in the 2001 Freedom Community Comprehensive Plan. In 2014, a new South Carroll Satellite Sheriff's Office opened on Liberty Road. However, the Sheriff has indicated that an increase in Calls for Service (CFS) is anticipated in the near future in population centers such as Freedom, necessitating adjustments to staffing and patrol sector boundaries. Furthermore, there may be a future need for a full service police district to serve the southern portion of the county, requiring the replacement of the Freedom satellite office with a full service district facility.

Recreation and Parks

The Maryland Department of Natural Resources' longstanding goal for POS for counties has been 30 acres per 1,000 residents. This general standard includes all types of recreational facilities, both active and passive. The state, however, is moving away from this single metric and has asked counties to incorporate additional metrics, such as proximity analysis with a goal of making recreational opportunities more equitable and readily available to all. The county's land holdings currently exceed the threshold, with 50 acres of parkland per 1,000 residents, which is 167% of the state's recommended threshold. The Freedom area, including the two state parks and smaller parks in the Town of Sykesville, also exceeds this

goal, with approximately 6,134 acres of recreational land⁵⁶. When compared to the population of the Freedom DGA, including the Town of Sykesville, this equates to 175 acres per 1,000 residents. The 2017 LPPRP's proximity analysis concluded that the vast majority of Carroll County parks and recreation areas are located in or near municipalities or Designated Growth Areas, consistent with both state and county goals. This is also where the population of the county resides and as a result are well served with nearby parks and recreational opportunities. Therefore both metrics of proximity and equity are more than adequately met, not only for Freedom, but the county as a whole.

A number of issues related to parks and recreation have been raised by the residents of the Freedom area throughout this plan update process. As previously stated, the Freedom area recreational facilities provide a greater amount of passive recreational opportunities than active uses, such as ball fields and swimming pools. Information gathered from early meetings with Freedom area residents indicated a general demand for all types of ball fields, practice fields, and walking paths/trails that connect communities and destinations. Residents also expressed a desire for additional public meeting and program space for the community's civic and service organizations. It was also noted during early public discussions on this plan that entry level programs serving the youngest age groups are challenged to find appropriate fields and practice areas; open space on various community organizations is pressed into service even though it may not have been designed or intended for such use. This demand reflects a need for increasing the number of active recreational opportunities in the area. While some of these needs may be addressed by the improvements to existing public parks that are currently underway, there may also be opportunities for private entities to provide active recreation amenities onsite as new residential and commercial properties are developed.

Public Schools

The BOE is responsible for preparing annually a comprehensive evaluation of current school facilities and future needs, and recommending solutions to address those needs. The 2017 – 2026 EFMP includes 10-year projections of future enrollment based on historic trends, current population, live birth data, and pipeline development information. Determinations of current and future facility adequacy are based on a comparison of these projections with state capacity ratings for elementary and high schools, and for middle schools, a formula for functional capacity is used. The



⁵⁶ This does not include the 236 acres of school property, which is partially used for recreational purposes.

projections included in the EFMP are considered the official projections for future public school needs by Carroll County and the State of Maryland. Table EL10_Table 2 provides a short-term breakdown of schools by elementary, middle, and high schools in the Freedom area, comparing existing capacities with projected enrollment for the area through 2021. The five-year analysis indicates that all three levels of schools in the Freedom area, elementary, middle, and high, will remain below capacity through 2020, at 87%, 88%, and 82%, respectively. In the longer term, the 2017 – 2026 EFMP predicts an increase in elementary school enrollment through 2026, with elementary schools in Freedom at 93% capacity. The two middle schools in the Freedom area are projected to see a leveling off, at 87% capacity, and high schools are expected to have a continuation of the declining enrollment trends, at 79% capacity in 2026.⁵⁷

⁵⁷ See Appendix F. These projections were not based on the future land use projections proposed in this Plan update.

EL10 Table 2: Existing Schools and Enrollment Data and Projections

School	Acres	# of Students: State-Rated Capacity	2016 Actual Enrollment (FTE)	Projected September Enrollment				
				2017	2018	2019	2020	2021
<u>Elementary</u>								
Carrolltowne	18.0	598	532 (89%)	535	544	551	545	560 (94%)
Eldersburg	30.0	570	470 (83%)	469	459	462	466	467 (82%)
Freedom	9.6	525	477 (91%)	490	486	501	490	493 (94%)
Piney Ridge	13.9	571	540 (95%)	546	527	516	524	515 (90%)
Linton Springs ⁵⁸	116.0	731	617(84%)	612	593	592	601	587 (80%)
Total	177.5	2,995	2,636(88%)	2,652	2,609	2,622	2,626	2,662(87%)
<u>Middle</u>								
Oklahoma Road	32.9	845	752 (89%)	729	708	654	688	684(77 %)
Sykesville ⁵⁹	8.5	745	802(108%)	744	751	739	723	717(96%)
Total	41.4	1,590	1,554(98%)	1,473	1,459	1,393	1,411	1,401 (88%)
<u>High</u>								
Liberty	51.0	1,138	1,106(97%)	1,112	1,060	1,059	1,012	995(87%)
Century ⁶⁰	65.0	1,362	1,093(80%)	1,153	1,143	1,121	1,099	1,063(78%)
Total	116.0	2,500	2,199(88%)	2,265	2,203	2,180	2,111	2,058 (82%)

Source: Carroll County Board of Education 2017-2026 Facilities Master Plan. The State Rated Capacity, actual enrollment, and projected enrollment numbers for elementary schools are only for grades K through 5. The capacities for middle schools are functional.

As with public safety facilities and services, the county administers a concurrency management test for new residential subdivisions using this data. Schools are considered adequate if they are below 110% capacity, approaching inadequate if enrollment is between 110-119% capacity, and inadequate if it equals or exceeds 120% capacity. In addition to concurrency management, this analysis is used for preparation of the six-year CIP. Using concurrency management standards, the schools in the Freedom area will be adequate to serve future needs through 2022. Accordingly, there are no new school facilities or additions proposed for schools in the Freedom area, and no other capital projects included in CIP.

The EFMP also assesses the physical conditions of existing school facilities constructed prior to 1980, which includes Carrolltowne, Eldersburg, and Freedom Elementary Schools. This assessment may be found in Section 6 of the EFMP, and indicates that none of these three schools are in the greatest need of modernization when compared with other Carroll

⁵⁸ The boundaries for Linton Springs Elementary are partially outside the Freedom CPA.

⁵⁹ The boundaries for Sykesville Middle are partially outside the Freedom CPA.

⁶⁰ The boundaries for Century High are partially outside the Freedom CPA.

county schools. In recognition of longer term school replacement needs, the county owns properties for future school sites. An 80-acre property in Freedom, known as the Dulaney Property, is included in that inventory.⁶¹ This property is located in the northwestern part of the CPA, and has access to public water and sewer. The EFMP also suggests that due to the projected decline in enrollment projections countywide, the focus of resources should be to bring older schools up to current instructional facility standards.

It is more difficult to make longer term projections of the adequacy of school facilities, and there is a greater margin of error than for short-term projections. First, the mix of types of housing will impact the adequacy of public school facilities in the future. Single-family detached homes yield the most students at all three levels, although the impact of different types of single-family homes should be investigated. Senior housing has no impact on the school system, and is already exempt from concurrency management testing. Also, the age of the existing schools is a factor. As stated earlier, in the Freedom area, three of the five elementary schools were built prior to 1980.

This plan proposes 4,221 additional potential lots at buildout. (See Element 7 - Land Use) Applying a pupil yield factor, which is the number of students generated per household, to the total number of future housing units, would indicate the likely number of students in attendance in Carroll County Public Schools from the Freedom area (the CPA and Town of Sykesville), at ultimate buildout, if all other conditions, most notably birth rate and housing type mix, remain the same. The number of students generated per household in Carroll County in 2016 was .167 for elementary, .093 for middle, and .128 for high school, for a total of .388 students per household⁶². If the current Carroll County pupil yield factors are applied to the total future households in the Freedom CPA and the Town of Sykesville,⁶³ it can be estimated that there will be 2,800 elementary school students, 1,559 middle school students, and 2,146 high school students in the Freedom area at ultimate buildout.

The estimated number of elementary, middle, and high school students, compared to the current state-rated capacity of the existing elementary and high schools, and the functional capacity of middle schools in the Freedom area, indicates that, according to current concurrency management standards, there will be adequate capacity in the existing schools in the area to accommodate the future enrollment at ultimate buildout. (See EL10_Table 3)

⁶¹ The 2017-2026 EFMP, page 3-14, cites school site standards that are well below 80 acres for all three levels, although this standard refers to “useable” acres, taking into account environmental mandates and policies, as well as topography and geology.

⁶² Total housing units in Carroll County, American Community Survey (ACS) 5-Year Estimates 2012-2016; 2016 Enrollment, Public School Enrollment Projections 2017 – 2026, Maryland Department of Planning, 2016.

⁶³ The number of potential lots according to the BLI estimates for the Freedom CPA, as prepared by the Department of Land and Resource Management, September, 2018, and the Maximum Growth Potential at Complete Buildout, according to the 2010 Town of Sykesville Master Plan, revised 2014, page 8-7.

EL10_ Table 3: Freedom Area Public Schools
Projected Enrollment/Adequacy at Buildout

	Number of Households (HH)	Elementary Students/HH	Elementary Students at Buildout	Middle Students/HH	Middle Students at Buildout	High Students/HH	High School Students at Buildout
Freedom (Buildout)	14,845	.167	2,479	.093	1,381	.128	1,900
Town of Sykesville (Buildout)	1,922	.167	321	.093	179	.128	246
Total Buildout	16,767	.167	2,800	.093	1,559	.128	2,146
Total Capacity(current)	---	---	2,995	---	1,590	---	2,500
Students/Capacity at Buildout⁶⁴	---	---	93.5%	---	98.1%	---	85.8%

A common reaction to the utilization of the existing pupil yield ratio for the entire county has been that the total number of students generated from the buildout of a new development will be higher than the countywide average. The perception is that each new home in a given development will initially generate two, three or more students; an overall average pupil yield rate of 0.39 students per dwelling is much lower than what is observed in new developments. However, in order to accurately reflect the adequacy of schools over time, the basic methodology for determining pupil yield rates must reflect the total number of students within the school district compared to the total number of dwellings in that area. The use of the total number of dwellings is necessary to provide a true average pupil yield rate, since every new home that is built, particularly senior housing, does not generate school-aged children, and older, existing homes within the area often generate far fewer than the average.



In addition to the limitations on projecting long-range enrollment, this analysis also does not consider the age and future physical condition of the schools in the Freedom area. Furthermore, the boundaries of the schools at all three levels do not currently coincide with the CPA boundaries, and this is likely to continue in the future. The boundaries of Century High School, Sykesville Middle School, and Linton Springs Elementary School extend outside of the Freedom CPA, to mostly

agriculturally designated land west of MD 97. There are other schools in proximity to Freedom in the southeastern area of the county, (most notably South Carroll High, which

⁶⁴ Per Chapter 156, Adequate Public Facilities and Concurrency Management of the Carroll County Code, schools are considered adequate if they are below 110% capacity.

served Freedom students prior to the opening of Century High), which could possibly absorb new students in the CPA if boundary adjustments are deemed necessary. Consequently, these assessments should be revisited at the five-year mid-cycle review, and again during the next Comprehensive Plan update, currently projected to begin in 2026.

Public Library Facilities

There is no “adequacy test” in Carroll County for library facilities. There are numerous space guidelines used nationwide for determining the need for library facilities, based on factors such as the collection size, staff, and required meeting space of each community. These standards vary by the nature of the area being served (urban, suburban, or rural), the needs of the service population, and the functions of the building. Additionally, the use of library facilities continues to evolve as alternative methods of service delivery are employed and there is a greater need for access to computers and the internet. Adequacy standards that rely on square footage per capita are difficult to calculate for these reasons, as well as policies that allow people outside the designated planning area to use the facility. One standard that has been used to guide facility planning in areas of Freedom’s size is .50 -.60 square feet per capita.⁶⁵ The Freedom CPA and the Town of Sykesville currently enjoy .64 square feet per capita.⁶⁶ There is also no accepted standard for driving distance between the population being served and the local library, although the goal is for all citizens to be conveniently served. The standards that exist are general in nature, and have not been used in planning for library facilities in Carroll County. Instead, need has been determined by historic use patterns, projected population growth, and input from the Library Board of Trustees, library staff, and citizens.

According to the CCPL, the size of the Eldersburg Branch Library, 23,000 square feet, is expected to adequately accommodate current and short term future patronage. Another expansion or renovation might be considered in the future for more meeting space, study areas, or to expand computer space within the library. Also, if the population in this area exceeds expectations, this determination would have to be re-evaluated. There are currently no new capital improvements planned for the Eldersburg Library, nor are there any new library facilities planned in the county.

Senior Centers

As with public safety and library facilities, there are not nationally recognized population service or distance standards for Senior Centers; the facility needs assessments that exist are generally based on community surveys. The 2001 Freedom Plan did examine the future need for more senior center space, based on the current use of the South Carroll Senior Center on Bartholow Road and projected population growth of senior citizens. It was recommended that in the short term, the existing senior center utilize unused space in the existing building. It was further recommended that a new facility be constructed between 2015 and 2020 to accommodate the growing population of senior citizens. As stated earlier, the South Carroll Senior and Community Center opened in 2009 to serve the residents of the Freedom area.

⁶⁵ Planner’s Estimating Guide-Projecting Land-Use and Facility Needs, Arthur C. Nelson FAICP

⁶⁶ Based on 2014 ACS Census Data and the square footage of the Eldersburg Branch Library

According to the U.S. Census Bureau, the number of Americans aged 65 and older in the U.S. is expected to more than double over the next ten years. The projections for Carroll County reflect this trend, as do those for the Freedom CPA. (See Element 5) For those in the community who wish to “age in place”, it will be essential to their quality of life to provide facilities for educational, recreational, and social activities. There are currently three retirement communities in the Freedom DGA, and this plan includes recommendations for encouraging more diverse housing to facilitate seniors to continue to live in the county.

The existing senior center in Eldersburg is adequate to serve the current population. However, it is located in the far eastern quadrant of the Freedom CPA, and not readily accessible to the entire community. Connectivity with the South Carroll Senior Center is realized primarily through transit opportunities. There are currently no new senior centers planned in the county.

EL10_Table 4: Summary of Adequacy* of Public Facilities in Freedom CPA

Public Facilities	Current Adequacy	Long-Range Adequacy**
Water	✓	✓
Sewer	✓	
Emergency Medical & Fire Protection	✓	✓
Police Protection	✓	✓
Recreation & Parks	✓	✓
Schools	✓	✓
Libraries	✓	✓
Senior Centers	✓	✓

* Reference to adequacy is not as defined in Chapter 156 of the County Code

**Per the DLU designations in this Comprehensive Plan

Recommendations

1. Public Water Services

- **Liberty Reservoir Agreement**

Renew the Liberty Reservoir Appropriations Agreement with Baltimore City.

- **Piney Run Appropriation Permit**

Restart the permitting process to establish Piney Run Reservoir as a future water supply source to provide redundancy and back up supply.

- **Water Service Area**

Put forward Water Service Area text and map recommendations as part of the 2018 Carroll County Water and Sewer Master Plan Triennial update.

2. Public Sewer Services

- **Septic Systems within the Sewer Service Areas**

Reallocate the 229,250 gpd of capacity to potential new development and reserve 20% for any potential septic failures.

- **Development Plans**

Development projects should continue to be evaluated for impact on sewer capacity under Chapter 156.

- **Carroll County Sewer Study**

The Carroll County Bureau of Utilities is currently completing a Sewer Study that will evaluate the needs for CIP projects within the Freedom Sewer Service Area. It is recommended that once the study is complete, staff from the Departments of Public Works and Planning coordinate moving forward with proposals for CIP projects.

- **WWTP Expansion Evaluation**

As available wastewater capacity decreases at the Freedom WWTP, an evaluation would need to be completed to determine when an expansion would be required.

- **Sewer Service Area**

Put forward Sewer Service Area text and map recommendations as part of the 2018 Carroll County Water and Sewer Master Plan Triennial update.

3. Emergency Medical and Fire Protection Facilities

Although there are no plans being considered for fire station facility improvements, it remains crucial to regularly examine response data in order to monitor any changes that may affect adequate service provision. Concurrency management standards and equipment allocations should continue to be periodically evaluated. Also, a resource

assessment may need to be performed to identify future personnel challenges.

4. Police Protection Services and Facilities

As the Freedom area continues to grow, the number of law enforcement officers assigned to it may need to be increased in accordance with the county's concurrency management standards. In addition, there may be a need for a new full service police district station to serve the southern portion of the county. The BCC should continue to work with the Sheriff's Office to monitor and evaluate service demands and ensure adequate police protection is provided to the citizens and merchants of the Freedom community.

Furthermore, the concurrency management standards should be periodically evaluated with the changing nature of law enforcement in the county.

5. Recreation and Parks

The Recreation and Parks recommendations in the Adopted 2014 Carroll County Master Plan are also applicable in the Freedom CPA. They are as follows:

- Link proposed open space to existing or planned open space on adjoining development, whenever possible.
- Identify recreation sites which can meet the projected needs of the local community.
- Support recreation sites which can meet the projected needs of the local community as identified in the 2017 LPPRP.
- Support the goals, objectives and recommendations of the 2017 LPPRP.

These recommendations are also supported and augmented by the goals contained within the Freedom Bicycle and Pedestrian Master Plan:

- Identify a hierarchy of key connections and destinations within the Freedom Community and target funding to projects that will yield the greatest impact on the community as a whole.
- Leverage and utilize, to the greatest extent possible, state and federal funding for improvements to existing bicycle and pedestrian facilities as well as construction of new bicycle and pedestrian infrastructure.
- Work with local elected officials, government agencies, and community leaders to promote and emphasize bicycle and pedestrian safety training and outreach. Develop and construct pedestrian and bicycle facilities with safety in mind.
- Place a greater emphasis on walking and bicycling in transportation planning and the development process.

6. Public Schools

Schools at all levels in the Freedom CPA are projected to be adequate for the foreseeable future. The EFMP will continue to provide annual updates to these forecasts based on

the most recent enrollment and residential development information. The adequacy of school facilities will also be monitored by the Concurrency Management requirements for new residential development.

7. Library Facilities

The current library in the Freedom CPA is expected to be adequate to serve the community, and there is no recommendation for the addition of space.

8. Senior Centers

There is no short term recommendation for construction or expansion of the Senior and Community Center in the Freedom CPA. The long term social, educational, and recreational needs of seniors in the entire Freedom area should be periodically re-evaluated. Furthermore, consideration should be given to more centrally located, accessible activities and facilities for seniors.

Element 1 1: Transportation

Goals & Objectives

Goal: Provide a safe, well-connected transportation system, including sidewalks and trails, enabling all community members to efficiently travel by any mode appropriate, including by automobile, foot, bicycle, and shared transportation service, to reach their desired destinations inside and beyond the Freedom Community Planning Area (CPA).

Objective 1: Continue to implement policies and strategies to facilitate the construction of all identified county roadway connections in the Freedom CPA.

Objective 2: Pursue strategies to encourage alternative modes of transportation in order to provide a more comprehensive approach to transportation.

Background & Existing Conditions

In June of 2015 the county worked with the Baltimore Metropolitan Council (BMC) to perform traffic counts and analysis at key intersections in the Freedom area in order to get more up-to-date traffic information. This work was then folded into a study by Pennoni Associates Inc. to determine the potential impacts of future land use decisions on the transportation network in the Freedom CPA. The results of this study are used as the basis for this Element.

As noted elsewhere in this plan, the Freedom area, including the Town of Sykesville, is a Designated Growth Area (DGA) with an estimated current population of approximately 36,000 persons and approximately 10,000 jobs. Available census information indicates that journey-to-work travel patterns favor outbound travel to Baltimore County, Baltimore City and Howard County, and inbound work-related travel from Baltimore County, Howard County, and Baltimore City, in that order. Outbound travel volume is far greater than inbound travel on both a countywide and Freedom CPA basis. According to 2010 Census data, almost 89% of the employed residents of Freedom work outside of the Freedom area, and only 18% of those employed in the CPA are residents of Freedom. Almost 79% of workers in the Freedom area travel more than 10 miles to get to work (See Element 6). ACS 2011 - 2015 Census data further indicates that 93% of workers in the Eldersburg Census Designated Place (CDP) drove to work, either alone (87%) or in a carpool (6%). The reliance on employment opportunities outside the county leads to longer periods of travel, far greater use of single occupant and car-pool automobile travel, and substantial peaking of travel demand around earlier morning and later afternoon travel periods.

EL11_Map1 displays the Existing Transportation Facilities Map from the Adopted 2014 Carroll County Master Plan. The map identifies major highways, available fixed transit routes, park and ride facilities and airfields sited countywide, but also within the Freedom Community Planning Area.

In February 2014, the county completed the Freedom Bicycle-Pedestrian Master Plan and Assessment. This effort established a Vision and Goals for the Freedom area promoting improved safety for pedestrians and bicyclists, connections among facility segments, a “complete streets” planning philosophy to design for all users of the public right-of-way, and sustainable communities. As reconstruction and retrofit of roadways is a gradual process, creating these goals to inform design decisions is an important step in creating more mobility opportunities for residents and workers throughout the Freedom area. This document, and subsequent Adopted Bicycle-Pedestrian Plans are hereby Adopted by reference into the 2018 Freedom Community Comprehensive Plan (CCP).

Progress has been made at designing and constructing segments of the roads, sidewalks and other transportation facilities, as noted in the documents above, but not to the extent desired in those plans. Thus, those recommendations both in terms of policies and construction remain valid.

Transportation Assets in the Planning Area

The 2011-2015 ACS Census information shows that the primary mode of travel within Carroll County, and by extension, the Freedom CPA, is by automobile. This data indicates that nearly 87 % of work-related travel in the Freedom area is made by a single occupant in an automobile. However, it is important to note that Freedom also has approximately 6% of shared riders (two and three persons per vehicle) for work-related travel. That is likely based on a longer distance travel to work locations in Baltimore, Anne Arundel, and Howard Counties. For this reason, the highway network’s condition and capacity is the most important aspect of the overall transportation network in the Freedom CPA.

Highways

Highways are categorized by ownership and also by functional classification. There are two types of highway ownership in Carroll County: State, Maryland State Highway Administration (SHA) and county, Department of Public Works (DPW). There are roadways owned by the Town of Sykesville, however, no major facilities fall into that ownership pattern.

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Basic to this process is the recognition that individual roads and streets do not serve travel independently in any major way. Rather, most travel involves movement through a network of roads. It becomes necessary therefore to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by defining the part that any particular road or street should play in serving the flow of trips through a highway network. EL11_Map2 shows the Functional Classifications of roads in the Freedom area.

Functional Classification

Roads in Carroll County are classified based on the character of the service they are intended to provide. This system of balancing access versus mobility follows the MD State Highway Administration's (SHA) arterial matrix and Federal Highway Administration's (FHWA) guidelines.

The following are Carroll County's five Functional Classifications.

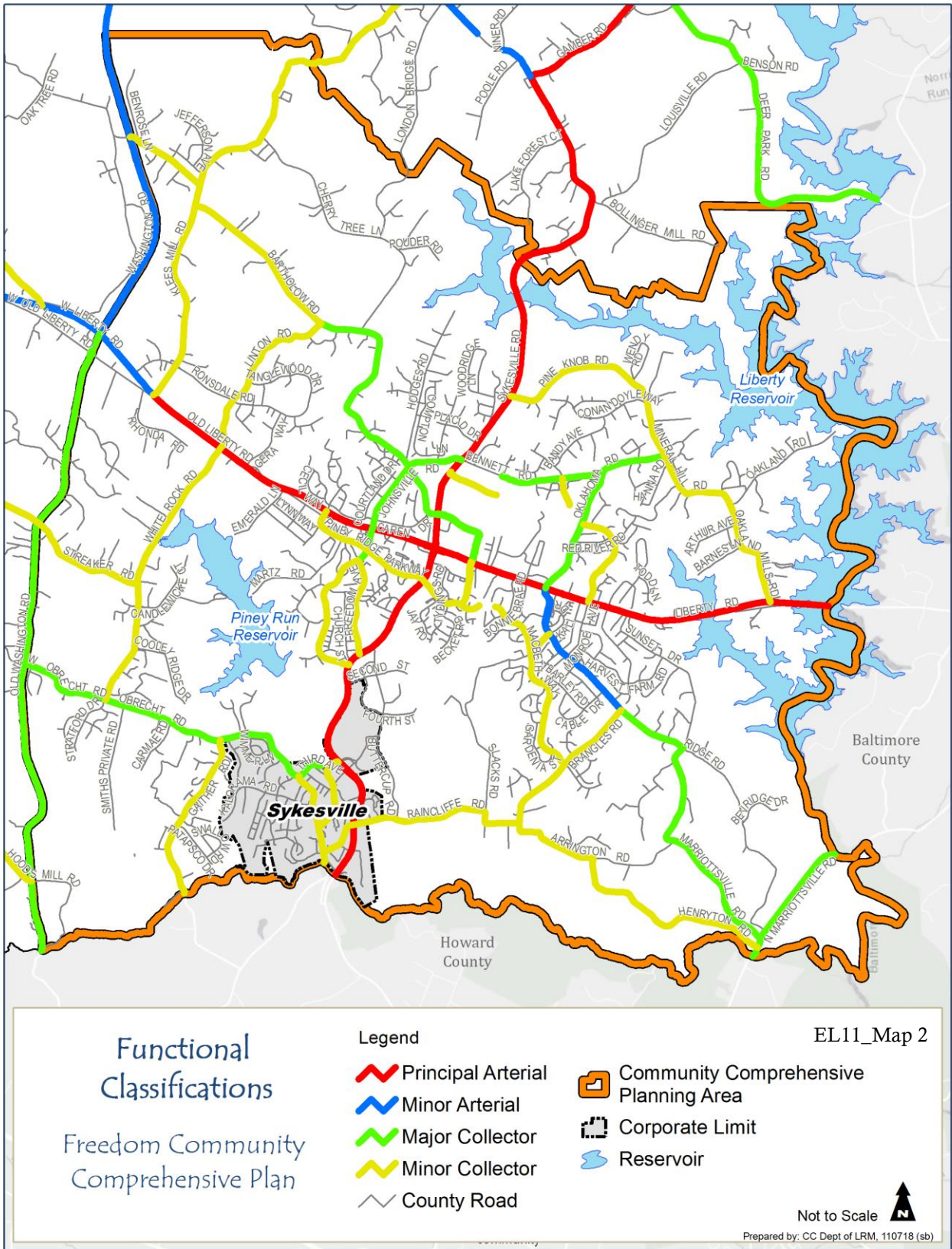
Principal Arterial – A principal arterial links large population or employment centers. Principal arterials range from expressways to two-lane roadways. They are inter-county or interstate oriented and indicative of long travel lengths.

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

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

Minor Collector – Minor collectors provide service to the remaining traffic generators and are spaced at intervals consistent with population densities. They bring all developed areas to major collectors or arterials.

Local System – Local roads or streets provide for direct access to individual land uses. They discourage through traffic and are typically low in traffic volumes and speed.



Essentially, functional classification involves the trade-off between ease of mobility (operating and design speeds, number of travel and auxiliary lanes, limits of conflict with cross streets and driveways) and ease of access to adjacent land parcels or activities (number of driveways or intersections per mile of travel, entry and exit onto the roadway from those parcels). The two concepts are opposed so that more mobility yields less accessibility; thus roadways with higher functional classifications (freeway, expressway, arterial) offer less opportunity to access adjacent parcels or activities, whereas lower functional classifications (collector, local) provide more points to access land.

This process of classifying roads becomes a problem when the design of the roadway does not meet the intended purpose of the motorist's use of that road. This frequently occurs when roadways are not designed for their intended purpose at the outset, where right-of-way is constrained, where local roads, commercial and even individual driveways form unimpeded connections between major roads intersections. Thus, less conflict between traffic generated by the adjacent land use (like a house or small commercial use) and the traffic using the roadway yields more capacity along that roadway.

Maryland State Highway Administration (SHA) Facilities

The Freedom community is served primarily by two Maryland SHA facilities -- MD 32 (Sykesville Road) and MD 26 (Liberty Road). MD 97 (Washington Road) forms a portion of the western edge of the CPA.

MD 32 (Sykesville Road) is a two-lane, undivided highway connecting Sykesville/Eldersburg to MD 97 and Westminster to the northwest, and I-70 and Howard County to the south. MD 32 serves an Average Daily Traffic (ADT) volume of 26,400 (2015 count by SHA) north of Springfield Avenue and decreases to 9900 at the northern edge of the Planning Area. MD 32 is classified by Carroll County as an intermediate arterial roadway from north of its intersection with MD 91. From the Howard County line north, the posted speed limit on MD 32 is 50 mph. Approaching Freedom Avenue, the posted speed limit drops to 40 mph. Residential driveway and local street access increases on MD 32 between Freedom Avenue and the intersection of MD 26. Access is limited to mostly collector roads along MD 32 from Freedom Avenue south to the Howard County line. MD 32 north of Liberty Road currently provides access to numerous commercial and light industrial properties, including Eldersburg Plaza, Bevard Square Business Park, and the Eldersburg Business Center. Continuing north of Bennett Road, MD 32 provides direct access to residential driveways, local roads, and Freedom Elementary School.

MD 26 (Liberty Road) connects the Freedom area to Baltimore County to the east and Frederick County to the west. MD 26 is classified by Carroll County as a principal arterial with an ADT of 29,500 (2015 count by SHA) vehicles east of MD 32. The ADT at the Freedom area's boundaries along MD 26 were 25,000 east of MD 97 and 29,400 at the Baltimore County line to the east. MD 26 provides access to numerous commercial sites along its corridor within the Freedom area, as well as a number of residential driveways. South Carroll Commercial Park, Eldersburg Commons, Freedom Village Shopping Center, and Eldersburg Plaza are a few of the larger commercial sites. Access to a significant number of smaller commercial sites, strip developments, and residential neighborhoods

puts a strain on the traffic that is generated along MD 26.

The change in travel demand as measured in annual average daily traffic (AADT) is shown in EL11_Table 1, below:

EL11_Table 1. Changes in Observed Volumes on State-Maintained Highways

Route	Location	2000 AADT	2005 AADT	% Chg 2000- 2005	2010 AADT	% Chg 2000- 2010	2015 AADT	% Chg 2000- 2015
MD 26	W of MD 32	22075	25425	15.2	29650	34.3	29442	33.4
	E of MD 32	28375	31125	9.7	25300	-10.8	25082	-11.6
MD 32	N of MD 99	23175	20825	-10.1	19361	-16.5	20140	-13.1
	S of MD 26	23175	27725	19.6	26751	15.4	26470	14.2
	N of MD 26	12175	14725	20.9	14101	15.8	14190	16.6
	N of MD 91	8075	9325	15.5	8981	11.2	8710	7.9
MD 97	N of MD 99	9175	9525	3.8	8841	-3.6	10021	9.2
	S of MD 26	9975	10625	6.5	10161	1.9	10093	1.2
	S of MD 32	14575	14675	0.7	14421	-1.1	14973	2.7
	N of MD 32	17475	22725	30.0	22561	29.1	21910	25.4

Source: SHA Annual Average Daily Traffic Count Maps

County Transportation Facilities

Numerous roadways within the Freedom Community Planning Area are maintained by Carroll County Department of Public Works (DPW). The travel demand, (measured in AADT by the DPW) and the characteristics of some of those roadways of higher functional classification, are noted below:

Bartholow Road is a 5-mile collector road, extending from MD 32 to its terminus at MD 97 along the western edge of Freedom. The most recent ADT along the roadway between Johnsonville Road and MD 32 was 5,405, as observed by DPW. This street serves as the main access to Liberty High School as well as residential areas west of Johnsonville Road, where the road is rural in nature with little or no shoulder. One travel lane in each direction is provided.

Bennett Road is a 1.3-mile collector roadway extending from Oklahoma Road at its eastern

terminus to MD 32 at the signalized intersection of Johnsville Road. The ADT east of MD 32 was 3,730, and west of Oklahoma Road the count was 3,100 ADT. This street provides direct access to MD 32 for the residential areas in the northeast portion of the CPA.

Freedom Avenue is classified as a local road by Carroll County. East of Johnsville Road, Freedom Avenue has an ADT count of 4,180, increasing to 4,368 ADT north of MD 32. Freedom Avenue provides direct access to the Piney Ridge Elementary School, numerous residential driveways, and the neighborhoods of Flohrville and Piney Ridge.

Johnsville Road is a 2-mile major collector road with 3,040 ADT south of Bartholow Road and 5,840 south of MD 26. Johnsville Road currently provides direct access to two arterial roadways in the area, MD 26 and MD 32. With the completion of the Johnsville Road extension to its southern terminus at MD 32, it provides a facility to ease some of the congestion on MD 26 and MD 32 as well as Freedom Avenue. Eldersburg Elementary has direct access to Johnsville Road, while Piney Ridge Elementary and Liberty High School are less than one-quarter mile off of Johnsville Road. With the proximity to the schools and the number of residential areas accessing Johnsville Road, significant potential exists for pedestrian traffic as well as relatively-high automotive traffic to be generated.

Macbeth Way is a minor collector with an ADT count of 3,315 east of Slacks Road. This street serves the residential neighborhoods of Bonnie Brae, Carrolltowne, and Hilltop. Direct driveway access is provided to residences approximately every 25 feet as well as other local roads feeding onto Macbeth Way. Sidewalks are provided on one side of the street. Macbeth Way currently runs from Brangles Road at the eastern end to just south of Glasgow Circle. The road picks up again around Georgetown Boulevard and extends to MD 32 at its western terminus. A 0.2-mile stretch separates the two constructed roadway segments and, if not connected, Macbeth Way will not form a complete route from Brangles Road to MD 32, thus limiting its utility as an alternate route.

Obrecht Road is classified as a major collector and extends west from Third Avenue in Sykesville to its western terminus at MD 97. The ADT on Obrecht Road east of Gaither was 4,347, east of White Rock Road 3,026, and east of MD 97 just 1,632. The counts show a definite traffic movement pattern from the residential areas along Gaither Road and White Rock Road heading east to access MD 32. Although MD 97 does provide access to I-70, it also has sharp curves that limit sight lines as well as an at-grade railroad crossing that slows the speeds down, making MD 32 the alternative of choice.

Oklahoma Road is classified as a major collector street. With a count of 1,831 ADT west of Mineral Hill at its northern end, traffic increases to 5,252 north of MD 26. Oklahoma Road provides direct access to MD 26 for the neighborhoods of Oklahoma, Heritage Heights, Rolling View, and the residential area along Mineral Hill Road. Oklahoma Road Middle School is accessed by Oklahoma Road one-half mile north of MD 26.

Ridge Road is the continuation of Oklahoma Road south of MD 26. From Brangles to MD 26, it is classified as a minor arterial. Classified as a major collector from MD 26 to Marriottsville Road #2, Ridge Road has an ADT of 8,595 south of MD 26, an ADT of

5,771 south of Slacks Road, and 4,048 west of Marriottsville Road #2. This section of Ridge Road provides direct access to MD 26 for numerous neighborhoods including Carroll Highlands, Harvest Farms, Hilltop, and Carrolltowne. Carrolltowne Elementary School, as well as Eldersburg Commons, have access directly onto Ridge Road. Direct driveway access approximately every 50 feet onto Ridge Road is a result of residential development in the area.

White Rock Road is a 2.5-mile stretch of roadway extending from Obrecht Road northward to MD 26 at the intersection of Linton Road. Classified by Carroll County as a minor collector, the ADT count was 2,316 north of Obrecht Road and 3,048 south of MD 26. White Rock Road provides the only access to Piney Run Park via Martz Road. Residential areas that are served by White Rock Road are Brass Eagle Estates, Candlewick, Rolling Hills, and the residences along Streaker Road.

Transit

According to the Maryland Motor Vehicle Administration's 2015-2016 Annual Report⁶⁷, there were 179,561 motor vehicles registered in Carroll County in 2016. This translates to approximately 3 registered vehicles per household. Clearly, the need for broad-based, mass transit does not exist, and the primary focus should be on meeting the needs of, but not limited to senior citizens, the disabled, non-driving individuals, and mobility impaired individuals.

Transit throughout Carroll County is operated by Ride With Us, which provides four shuttle routes, called TrailBlazers, that are available for public use. Two of these four routes operate on two-hour or three-hour headways, providing connections to desirable locations in Eldersburg and Sykesville areas within the Freedom Area. This service is not competitive for home to work travel, mobility options are offered to persons without access to an automobile on a routine basis. American Community Survey (ACS) census information notes that transit use for journey to work travel is less than 1% of all work-related person trips made in the county, and only slightly higher at 1.5% in the Eldersburg CDP.

The county's Transit Development Plan (TDP), which was updated in 2012, is used to develop a service program, identify capital and operating costs, and evaluate methods of service delivery. The current TDP indicates there is a moderate need within the Freedom CPA for more transit availability. However, the density of the population in the Freedom area works against fixed route transit being an effective strategy to reduce this challenge to personal mobility. This leaves only traditional demand/response type transit service as a means of addressing this concern. The cost to operate such service is significantly higher per trip to support demand/response services in comparison to fixed route.

Pedestrian / Bicycle

67 http://www.mva.maryland.gov/_resources/docs/2015-2016-MVA-annual-report.pdf

The 2001 Freedom Plan noted that there are limited pedestrian and bicycle facilities within the Freedom CPA. However, there are factors, which are outlined below, that are changing the public demand for these facilities. First, the Complete Streets or Context Sensitive Design concept is a component of the design of new facilities or the retrofit of existing roadways where the adjacent land use and the potential human use of the road is accounted for in the planning process. Next, national surveys have shown a shift in interest on the part of the public requesting the ability to safely use the road right-of-way as a pedestrian or bicyclist, especially for short-distance trips.⁶⁸ Finally, there is a desire on the part of some transportation professionals, planners and environmentalists to promote walking and bicycling as forms of travel to satisfy trips, thus reducing automobile dependency, emissions contributing to ozone formation, and motor fuel demand while promoting public health and sustainable land development.

In 2014, the county prepared the Freedom Bicycle-Pedestrian Master Plan and Assessment document. The document noted that the CPA was “marginally served by a highly-fractured network of pedestrian facilities in varying condition” and that bicycle “facilities are even less well-developed.” The document also embraces the State of Maryland’s five goals from the 2014 Twenty-Year Bicycle and Pedestrian Master Plan to (1) Build connected networks, (2) Improve safety, (3) Plan and design for everyone, (4) Strengthen communities, and (5) Promote walking and biking throughout the state.

The county Department of Planning inventoried existing and planned pedestrian facilities, initiating the study in 2012. That effort noted that the State had designated MD 26 and MD 32 as State Bikeways, whereby those roadways would gain designed facilities through retrofit and upgrade.

In addition to facilities noted on state and county-maintained roadways, the document also identified the requirement for curb, ramp and crosswalk retrofits to help create a connecting network of facilities, much in the same fashion as highway designers consider route continuity for roads.

The *Assessment* identified priority projects, including:

- Providing consistent shoulder sections along White Rock Road
- Continuing to retrofit curb ramps and crosswalks throughout the urbanized locations within the planning area
- Providing facilities along MD 26 from Klees Mill Road to Monarch Drive
- Providing facilities along MD 32 from Freedom Elementary School to Howard County
- Reducing gaps and completing missing links in multiple locations

The Freedom Bicycle-Pedestrian Master Plan and Assessment identifies a network that will connect neighborhoods to public facilities, commercial opportunities, and employment centers.(See EL10_Map 4) Based on preliminary cost estimates at planning

⁶⁸ www.planning.org, www.apta.com, www.apbp.org, www.saferoutespartnership.org

level accuracy, the implementation of the approximately 40 projects noted as costing approximately \$9.3 million in 2013 dollars. Completion of these routes will require final design, which will identify the extent of right-of-way necessary to construct the project, including utilities and drainage.

Park & Ride Lots

As noted earlier, most work-related travel is accomplished by singular use of automobiles. However, there is a measurable component of car or van pooling occurring within the county. Most of that travel has origins in the county and destinations elsewhere in Baltimore and Howard Counties and the City of Baltimore, with less but accountable travel destined for Anne Arundel County, predominately Fort George G. Meade. While some car or van pool formation occurs in neighborhoods or informal parking locations, a portion of it begins at designated park and ride lots. According to surveys conducted by the Baltimore Metropolitan Council (BMC), there are a total of seven park and ride lots offering a total of 453 spaces within Carroll County. Of these seven lots, four lots containing 263 spaces are within or adjacent to the Freedom CPA. Last measured usage of these spaces shows that approximately 40% were used during the survey period. Those sites are noted on EL11_Map 1.

As there is no public transit providing intercounty travel, the assumption is that these spaces are used for car or van pool formation. There is some opportunity that these spaces could support subscription transit, or privately provided transit connecting to employment centers located outside the county.

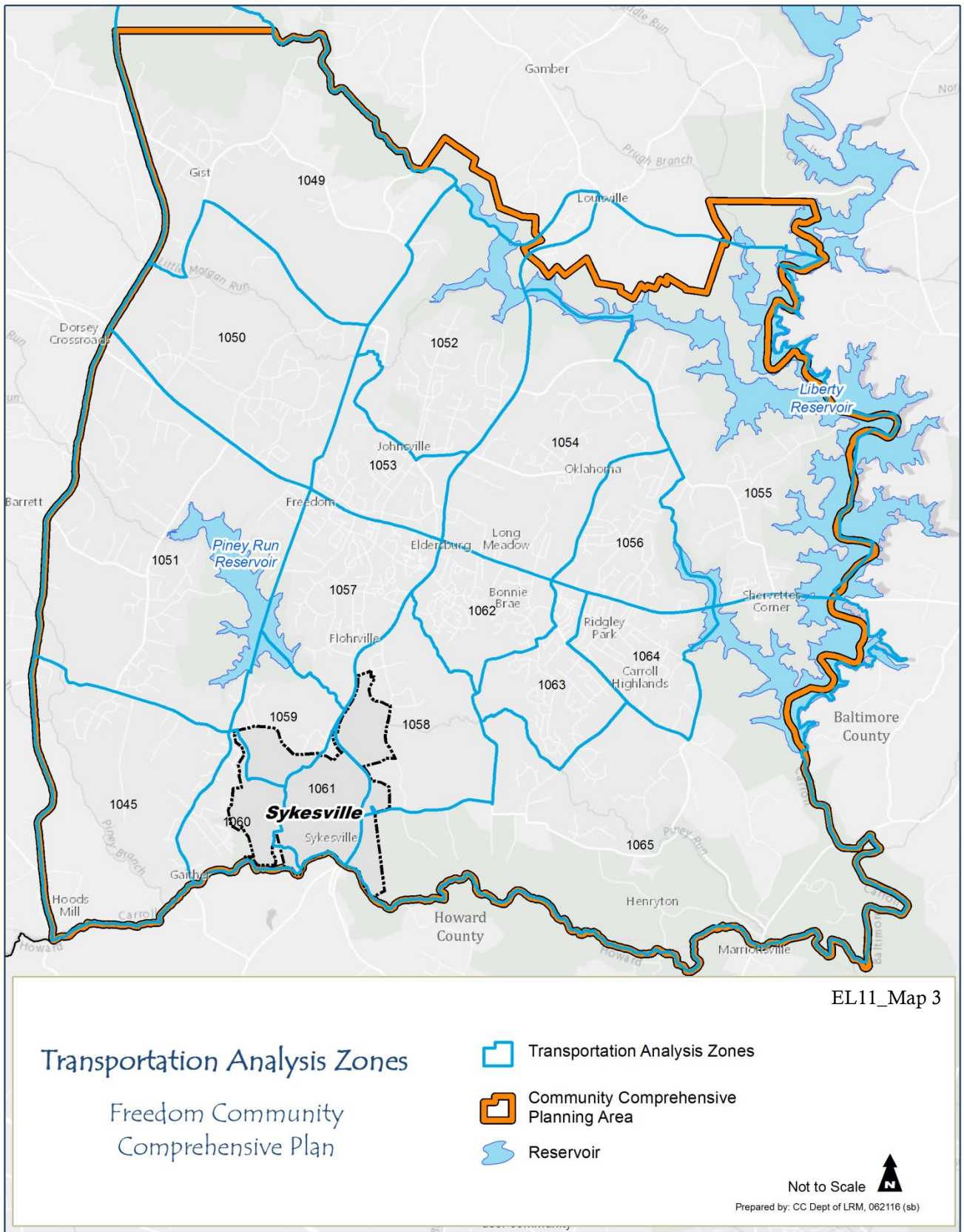
Current and Projected Population and Employment

To evaluate the impact of changes in population and employment on the regional transportation network, Carroll County relies on the BMC travel demand forecasting capability. The forecasts are created by a “four-step” model process where travel demand (person and vehicle trip generation), distribution (trip origin to destination), mode choice (by what method are the trips made), and assignment (what roads or transit facilities are used to make the trip).

An important independent variable to forecast travel is the amount of population and employment occurring within the modelled area. Population, employment and households are introduced to the model through the use of transportation analysis zones (TAZ) and then subjected to information derived from the census regarding automobile availability, persons residing within the household, and income of the household.

The less area for each TAZ, the more detailed the travel information derived from the calculations can be. Within the Freedom CPA there are eighteen zones which reflect differences in land use and physical features, such as highways and water bodies.

A map displaying these zones is provided in EL11_Map 3.



EL11_Map3 Transportation Analysis Zones in the Freedom Community Planning Area

EL11_Table 2 shows the 2010 estimate and the 2030 forecast for population (POP), households (HH), median household income (Med Income), and employment (EMP) for the eighteen zones (Transportation Analysis Zones—TAZ) that comprise the Freedom CPA. Noted in the TAZ data for the year 2010 and forecast for 2030 is only a modest change in population, households, median household income, and employment (all sectors including Retail, Industrial, Office and Other).

EL11_Table 2. Demographic Assumptions Round 8a

2010									
TAZ10	TOTPOP	HH	Med Income	Workers	Retail	Office	Indust	Other	TOTEMP
1045	1,488	580	72,870		0	35	16	22	73
1049	1,577	560	98,013		0	63	61	35	159
1050	1,477	510	105,576		54	431	302	394	1,181
1051	1,999	678	116,467		23	204	70	191	488
1052	2,167	748	99,288	1,161	24	107	34	180	345
1053	2,180	658	124,013	1,165	54	74	20	101	250
1054	1,662	573	101,666	793	1,198	465	144	375	2,182
1055	1,408	535	80,169	754	0	178	134	231	543
1056	2,086	694	111,113	1,258	119	164	46	169	498
1057	3,683	1,344	87,841	1,787	325	174	16	280	795
1058	846	10	63,444	0	0	616	103	897	1,616
1059	1,652	512	63,444	470	0	296	64	766	1,126
1060	1,574	655	106,981	1,033	59	385	124	261	830
1061	2,051	897	60,743	1,273	79	132	35	177	423
1062	2,877	1,072	93,155	1,689	504	273	54	267	1,098
1063	3,050	1,057	106,555	1,636	495	326	28	241	1,090
1064	1,890	798	73,830	901	156	95	9	198	459
1065	1,591	525	125,316	769	7	342	79	440	867
TOT 2010	35,258	12,406	120,749	14,690					14,023

2030									
TAZ10	TOTPOP	HH	Med Income	Workers	Retail	Office	Indust	Other	TOTEMP
1045	1,548	626	93,265		0	40	18	25	83
1049	1,665	604	125,446		0	72	69	40	181
1050	1,532	550	135,125		62	492	345	449	1,348
1051	2,080	732	149,065		27	232	80	218	557
1052	2,270	815	127,077	1,169	27	122	39	206	394
1053	2,289	717	158,723	1,177	62	85	23	116	285
1054	1,745	624	130,121	801	1,368	531	164	428	2,490
1055	1,606	583	102,607	827	0	203	152	264	620
1056	2,585	894	142,212	1,500	136	187	53	192	568
1057	3,871	1,465	112,427	1,806	371	199	18	319	907
1058	863	11	81,201	0	0	703	118	1,024	1,844
1059	1,732	558	81,201	472	0	337	73	874	1,285
1060	1,770	714	136,924	1,117	68	440	141	298	947
1061	2,268	978	77,744	1,355	91	150	40	202	483
1062	3,011	1,167	119,228	1,700	575	311	61	305	1,253
1063	3,196	1,152	136,378	1,648	565	372	32	275	1,244
1064	1,983	870	94,494	909	178	109	11	226	524
1065	1,671	572	160,390	776	7	390	90	502	989
TOT 2030	37,685	13,632	154,545	15,258					16,002

POP Change 2010-2030	2427	120 people per year
EMP Change 2010-2030	1979	100 jobs per year
HH Change 2010-2030	1226	60 hhs per year

Current Travel Demand and Level of Service

The Freedom CPA highway network is composed of urban area and rural area roadways. The capacity of urban area roadways typically is based on the ability of the intersections to process traffic either through the use of traffic signals or signage controlling the access of traffic from the cross streets. To influence the capacity of the roadway, the signalized intersections should be spaced no less than one mile apart. The capacity of rural sections of roadway is determined based on the geometric characteristics such as number of lanes, lane width, presence of a shoulder along the side of the roadway, percentage of lane miles where passing is prohibited, vertical change in the roadway, and presence of obstructions along the edge of the roadway that limit the availability of shoulders.

Level of Service (LOS)

LOS is the grading scale assigned to traffic operations by transportation agencies to determine how efficiently the roadway operates. As is normal in the traditional school setting, LOS grades are expressed as A through F with A being the condition in which the least delay is experienced by motorists and F being the most delay. As with all public facilities, the goal is to design for the typical condition rather than expend public dollars for a

brief situation, **LOS D** is the *desired* condition. The table below found in the Highway Capacity Manual (HCM) expresses level of service by average seconds of vehicle delay.

EL11_Table 3. Level of Service at Intersections

Level of Service	Intersection Control	
	Signalized	STOP Sign
A	≤ 10 Sec	≤ 10 Sec
B	0-20 Sec	10-15 Sec
C	20-35 Sec	15-25 Sec
<i>*D</i>	<i>35-55 Sec</i>	<i>25-35 Sec</i>
E	55-80 Sec	35-50 Sec
F	≥ 80 Sec	≥ 50 Sec

As there are 24 hours in a day, there are 24 separate opportunities to evaluate the intersection’s ability to manage the traffic that use it. Normally there are periods (typically less than one hour) when the intersection’s ability to manage traffic is challenged by the amount of demand and those periods are commonly called the peak hour. In more urbanized areas, this period of demand can exceed a single hour during the morning and afternoon peaks. The more urbanized the area, typically the longer the duration of the demand or peak period. As is evidenced in the Freedom CPA where the demand for available intersection capacity is very

Source: Highway Capacity Manual, 2010

peaked, there are portions of peak hours where the demand may be the same as or even exceed the available supply of capacity.

In the less urbanized or rural areas of the Freedom CPA, or where controlled intersections are greater than one mile apart, the characteristics or attributes of the roadway section such as number of lanes, width of lanes, presence of shoulders, sidewalks, passing areas determine the level of service of that roadway. The desired design standard remains LOS D along the roadway, but rather than being measured in terms of delay (seconds per vehicle), the grade is established based on density of use (numbers of cars in a given distance of the roadway).

The table (EL11_Table 4) below displays roadway level of service (LOS) based on vehicle spacing and driver level of comfort.

EL11 Table 4. Road Segment Level of Service

Level of Service	Average		Level of Driver Comfort
	Spacing	Traffic Flow	
A	550 Ft	Free Flow	Very High
B	330 Ft	Reasonable Flow	High
C	220 Ft	Stable	Comfortable
D	160 Ft	Approaching Unstable	Some Concern
E	120 Ft	Unstable	Poor
F	Minimal	Breakdown	Much Discomfort

Multimodal LOS

The 2010 Highway Capacity Manual and National Cooperative Highway Research Program (NCHRP) Report 616 incorporates tools for multimodal analysis of urban streets to encourage users to consider the needs of all travelers. Stand-alone chapters for the bicycle, pedestrian, and transit were eliminated, and methods applicable to them were incorporated into the analyses of the various roadway facilities.

Source: Highway Capacity Manual, 2010

Recently, and especially in towns and urbanized areas, there is a desire by transportation officials to consider all users of the right-of-way of a road. This movement away from a purely highway and suburban analysis is the result of Complete Streets or a policy that supports the use of the public right-of-way by all users. Typically referred to as Multimodal LOS (MMLOS), this approach considers not only the automobile but also the pedestrian, bicyclist and transit user.

It is important to note that traditional measures such as intersection and road link level of service do not provide a true indication of the motorists' experiences using the highway network and may not replicate actual travel time of the trip taken. Travel time is the motorist's understanding about the reliability of the highway network, or simply stated, the amount of time that the driver expects to spend driving between Point A and Point B. Normally the driver has a tolerance for additional time to make the trip during certain times of the day due to increased demand along the road and at its intersections. However, researchers note that the tolerance wanes when the time to make the trip is double the amount of time anticipated by the motorist.

Most motorists, even after having heard presentations on LOS standards, do not think in terms of LOS. Rather, they consider changes in travel time, as time is a very important value for work, commercial, and social-recreational travel. Many state transportation agencies are evaluating the use of travel time as a means of measuring system performance rather than traditional LOS. The belief is that funds expended for geometric improvements and signals should be targeted to maintain the anticipated travel time rather than utilizing a LOS standard.

Intersection Level of Service in the Study Area

The 2001 Freedom Plan provided an evaluation of several signalized and signed controlled intersections along or connecting important roadways in the Planning Area. In instances where the intersection is controlled by a sign rather than a signal, the same type of analysis was used. EL11_Table 5 below displays LOS information for those locations where hourly turning movement data were available. This analysis, Critical Lane Volume (CLV) is based on the number of conflicting vehicles assumed to be placed in a lane. Once that number exceeds 1,450, the analysis assumes that 90 percent of the capacity (1450/1600) has been used and is normally assumed to be the lower limit of an acceptable policy of use. Where the intersection is not signalized, there will be queuing observed on the minor or cross street while the mainline or major street will operate with less conflict. Note that EL11_Table 5 provides LOS information only where turning movement counts are available.

<i>EL11_Table 5. Intersection Level of Service—Critical Lane Volume (CLV)</i>					
Intersection	SIG Y/N	CLV 2001		CLV 2016	
		AM	PM	AM	PM
MD 26/MD 32	Y	B	D	D	D
MD 32/Raincliff Rd	Y	B	E	NA	NA
MD 26/White Rock Rd	Y	C	B	NA	NA
MD 26/Johnsville Rd	Y	A	B	A	B
MD 26/Oakland Mill Rd	Y	C	D	NA	NA
MD 26/Georgetown Blvd	Y	A	B	A	C
MD 26/Hemlock Dr	Y	A	A	A	B
MD 26/Ridge Rd/Oklahoma Rd	Y	A	A	B	C
MD 26/Monroe Ave	Y	A	A	A	A
MD 32/Johnsville Rd (N)	Y	A	B	NA	NA
MD 26/Carroll Highlands Rd	N	A	A	NA	NA
MD 32/Freedom Ave	N	A	C	NA	NA
MD 32/Piney Ridge Pkwy	N	A	A	NA	NA
MD 97/MD 26 Ramp- MD 97	N	A	A	NA	NA
MD 97/MD 26 Ramp-MD 26	N	A	A	NA	NA
MD 97/Obrecht Rd	N	A	A	NA	NA
Bartholow Rd/Johnsville Rd	N	A	A	NA	NA
Monroe Dr/Ridge Rd	N	A	A	NA	NA
Johnsville Rd/Freedom Ave	N	A	A	NA	NA
Georgetown Blvd/Lee Ln	N	A	A	NA	NA
Carroll Highlands Rd/Harvest	N	A	A	NA	NA
Marriottsville Rd/Ridge Rd	N	A	A	NA	NA
Marriottsville Rd/Arrington Rd	N	A	A	NA	NA

Source: BMC Study of Available Traffic Studies, State Highway Administration

Transportation Network Improvements

<i>EL11_Table 6. Derived from 2014 Carroll County Master Plan Transportation Projects in the vicinity of the Freedom CPA</i>			
Project	Estimated Cost	Plan Source	Agency
		Maximize	
MD 26:MD 32 to MD 97	\$59,000,000	2040	SHA
MD 26:MD 32 to Reservoir	89,700,000	HNI	SHA
MD 32:Howard Co to MD 26	118,500,000	HNI	SHA
MD 32:MD 26 to Pine Knob Rd	41,900,000	HNI	SHA
MD 32: Pine Knob Road to MD 97	186,800,000	HNI	SHA
MD 97: Howard Co to .2 mile south of MD 26	126,000,000	HNI	SHA
MD 97: MD 32 to .15 mile south of Main Street	169,700,000	HNI	SHA
Johnsonville Rd Extended	4,175,600	Freedom	County
Arrington Rd Realignment	NA	Freedom	County
Bandy Ave to Mycroft St	NA	Freedom	County
Conan Doyle Way Extended	NA	Freedom	County
Dickenson Rd Extended	NA	Freedom	County
Lee Ln Extended	NA	Freedom	County
MacBeth Way Extended	NA	Freedom	County
Monroe Ave Extended	NA	Freedom	County
Prothero Rd Extended	NA	Freedom	County
Ridenour Way Extended	NA	Freedom	County
Ridge Rd Relocated	NA	Freedom	County

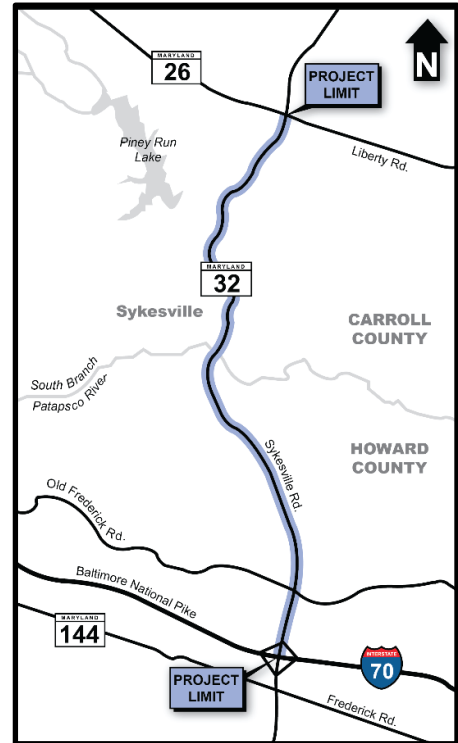
Source: 2014 Carroll County Master Plan CH7-Tables 1 through 3
BMC Maximize 2040, SHA, Carroll County DPW

As noted earlier in this section, the 2001 Freedom CCP identified several network and intersection modifications. Several of these were implemented through a combination of county capital investments, conditions of development approval and state funding through the Consolidated Transportation Program (CTP). The tempo of development within Carroll County and elsewhere is subject to fluctuations in the national economy, thus projects constructed by

the private sector did not proceed as quickly as desired. Funding for county and state projects has also been subject to national, state and local revenue availability.

At the state level, projects must be identified in the SHA's Highway Needs Inventory, which is a document periodically updated and used for planning purposes to identify anticipated needs. This document was most recently reviewed in the spring of 2016. If the project involves federal funding participation, such as MD 97, MD 26, and MD 32, the projects must be included in the Baltimore Regional Transportation Board's (BRTB) currently Adopted, fiscally constrained, and air quality compliant Regional Transportation Plan, which is presently referred to as Maximize 2040. EL11_Table 6 identifies multiple projects that are located within and in the vicinity of the Freedom CPA.

In April, 2018, MDOT released the *MD 32 Planning Study from I-70 to MD 26*, which evaluated the transportation needs of the 7.2 miles of the MD 32 corridor between I-70 in Howard County and MD 26 in Carroll County. The purpose of the study was to develop a long-term vision for managing future traffic, while identifying short-term safety and operational improvements that would address more immediate needs and support economic development opportunities. This effort included public outreach and input from both counties and area stakeholders. The analysis consisted of gathering data for the study area and soliciting feedback; analyzing the data and developing conceptual solutions; and analyzing the proposed concepts to prioritize their projected effectiveness.



The study concluded that while most intersections currently operate acceptably, the heavy peak hour traffic volumes make it difficult for drivers turning to and from MD 32. The average speed throughout the study corridor during peak periods is 10 mph less than the posted speed limit of 50 mph, resulting in traffic time delay and congestion. Traffic modeling, which included the proposed land use changes in this Comprehensive Plan, shows that by 2040, peak hour travel speeds may slow further to an average speed of approximately 30 mph. However, the entire corridor is not expected to exceed its capacity until beyond 2040, and will not require four lanes until beyond that design year. The study identified a number of potential improvement concepts to address identified needs, to be implemented as funding and development opportunities occur.

The improvement concepts include:

- reconfiguring intersection access
- extending and providing new turn lanes
- providing acceleration and deceleration lanes
- providing sections of median separation
- consolidating driveway access points
- pavement overlay and restriping

These improvements should be designed to be compatible with the ultimate four-lane vision.

A copy of this plan can be found on the Carroll County Department of Planning website.

Evaluation of Planned Major Streets

The county continues to construct, through its capital program, or require construction through its ability to condition approval of development, segments of parallel and crossing

roadways throughout the Freedom CPA. As capital projects, the county can prioritize segments based on functional classification, cost/benefit, and connectivity, to name a few criteria. When the road segments are constructed as conditions of development approval, the county generally loses its ability to prioritize, and accepts segments into its road inventory once the facilities are constructed, inspected and found to be consistent with county design requirements.

Network Development Scenarios Evaluated

As noted previously, Sykesville Road (MD 32) and Liberty Road (MD 26), the main arterial roadways in Freedom, constitute the backbone of the area's transportation network. How they function to safely convey travel demand, both currently and in the future, has an important bearing on the accessibility to businesses and neighborhoods in the area, as well as the mobility of workers and residents. A study was conducted by the BMC in 2015 of the MD 26 corridor through Eldersburg. This study assumed four growth scenarios based on differing assumptions about increases in population and employment, and complete or partial construction of additional road capacity that parallels or crosses MD 26.

In brief, the scenarios assumed the following:

- Growth of traffic into a forecast year of 2030 based on a 1.5% compounded annual traffic growth (2015 to 2030) and no changes from the forecast in population and employment.
- Forecast year of 2030 with traffic growth (as noted above), with development buildout of currently undeveloped parcels, with assigned uses (residential, commercial, etc.), with building square footage and trips.
- Forecast year of 2030 with traffic growth, development buildout, and all planned road improvements, which includes full buildout of planned local road improvements in the study area (extensions of Dickenson Road, Georgetown Boulevard, Lee Lane, Macbeth Way, Ridenour Way, and Monroe Avenue south of Bennett Road) and a reassignment of trips to and from the parcel zones based on the availability and capacity of those improvements.
- Forecast year of 2030 with traffic growth, development buildout, and limited road improvements, including a limited number of planned local road improvements (extension of Georgetown Boulevard, Lee Lane, Macbeth Way, extension of Luers Lane, extension of Ridenour Way from Old Liberty Road to existing Ridenour Way, and the western section of Dickenson Road) and a reassignment of trips based on the availability, capacity and location of those improvements.

Using professional expertise and the assumptions made regarding trip generation, growth in travel demand, and availability, capacity and location of the local road network, the BMC staff's analysis indicated that:

- With parcel buildout and no road improvements, five of the six intersections studied

are at a level of service ‘F’ in the PM peak hour using the Critical Lane Volume (CLV) method to assess Level of Service (LOS).

- The full and/or limited development of the local road system relieves some of the PM peak hour congestion but not to the present acceptable LOS (LOS D).
- The full development of the local road system does not significantly improve conditions above the limited local road system in the PM peak hour.
- Of the six intersections studied, only MD26 at MD32 fails (at LOS E) at forecast year 2030 at development buildout.
- The full development of the local road system reduces the eastbound through traffic volume by 2% along MD 26 in the AM peak hour, and the limited development of the local road system reduces traffic only by 0.05%, although in both cases acceptable levels of service are achieved.
- The full development of the local road system reduces the westbound through traffic volume by 7% along MD 26 in the AM peak hour, and the limited development of the local road system reduces traffic by only 5%, although in both cases acceptable levels of service are achieved. This is an improvement, but not a complete solution, to the travel demand problem.

Given the perceived unlikelihood that all road connections and extensions identified on the 2001 Freedom Community Comprehensive Plan can be designed, funded and constructed, it will become necessary for the county to prioritize what are the most important road segments of those which could be constructed. To do that, the county should consider prioritizing roadway segments based on the following selected criteria.

Prioritization of New Roadway Construction and Connections in the Freedom Area

This plan recommends that the county prioritize those facilities, which are constructed through the capital program or when other opportunities present themselves, based on some fundamental criteria. The criteria are given points, but are not weighted. The point values are assigned from 0 to 3. In most instances, higher point values are better than lower except where NEIGHBORHOOD IMPACTS are being considered, when criteria are assessed, LOWER points are preferred to HIGHER.

These criteria are:

- **Motorist and Pedestrian Safety**-Where new or reconstructed roadways reduce crash potential and conflict between local and pass-through traffic;

3	Most reduction	2	Some reduction	1	Minimal reduction	0	No reduction
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- **Functional Classification**-Whereby roadways of higher functional classification are more important than lower classified roadways and those higher classified roadways can carry more traffic at higher posted speeds limiting conflict;

3	Arterial	2	Major Collector	1	Minor Collector	0	Local
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- **Interconnectivity** among land use activities and communities—Where travel can be satisfied between development areas without having to use major state roadways such as MD 26, MD 32 and MD 97;

3	Most connection	2	Some connection	1	Less connection	0	None
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- **Utility Plan Water/Sewer System**—Facilities located within the planned potable water and sanitary sewer utilities areas avoid conflict between offering new road capacity where there is no policy intent to offer utilities capacity;

1	Within System Boundary	0	Outside System Boundary
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- **Density**—Facilities located in areas with suburban (not rural) densities per the adopted land use plan where more travel is anticipated to be generated on a per acre basis;

3	Highest Density	2	Medium Density	1	Lowest Density
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- **Accessibility to Activity Centers**—Facilities located within commercial and industrial land use designations per the adopted land use plan;

2	More Access	1	Some Access	0	No access
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- **Neighborhood Impact**—Facilities which do not trigger a public need to construct traffic calming devices on existing roadways based on the introduction of more travel induced by the connecting roadways;

3	Least Impact	2	Some Impact	1	Most Impact
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- **Path Options**—Facilities which reduce short distance travel along major roadways by providing short distance path changes limiting the need to use more major roadways for short distance trips;

2	Best option	1	Some option	0	No option
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- **Path Changes**—Facilities which reduce heavy turn volume traffic at signalized intersections along MD 26 in Eldersburg, in particular left turning volumes conflicting with westbound through traffic during the PM peak hour by creating longer distance path changes.

2	Best path	1	Some change	0	No change
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The more frequently these criteria are met by a candidate roadway segment, the higher the priority should be to program and advance the roadway to design, right-of-way acquisition and construction. Conversely, the fewer of these criteria met, the lower in priority the segment should be considered unless other intervening circumstances avail.

While these criteria are not arrayed in a specific order, reduction of crash potential by separating conflicting movements and short distance travel along major roadways such as MD 26 and MD 32 remains paramount.

Building roadways at the appropriate functional classification (higher classifications conveying a greater volume of traffic) is necessary to create travel path options for motorists seeking other routes through sections of major roadways where intersections are forecasted to be operating at less than acceptable levels of service.

Creating connections between larger generators of travel reduces the likelihood that the new travel created by these land uses will have no other option other than the main roadways, which are forecast to be operating at less than acceptable levels of service during peak demand periods.

Constructing roadway networks creating more capacity than is needed to support the local land uses outside of the utilities envelope potentially sets a stage for changing system boundaries or increasing densities, both of which engender other conflicts with adopted policies of the county.

Constructing or extending roadway segments in the local network, which direct external traffic through residential developments, creates the possible need to spend additional county revenue to reduce the attractiveness of that route through neighborhood traffic calming or other strategies which then, if successful, negates the value of the roadway extension.

Constructing roadway segments which offer a desirable path for the motorist to avoid the succession of intersections which could be operating at less than acceptable levels of service along MD 32 and MD 26 helps to reduce forecasted peak period congestion at these locations, and improves the performance of these corridors. The key becomes reducing conflicting movements (left turns conflicting with through traffic), especially in the afternoon peak periods where reduction in eastbound left turning traffic conflicts with westbound through traffic on MD 26 and southbound left turns conflict with northbound through traffic on MD 32.

BMC studies indicate that regardless of the extent of through traffic capacity increases, the turning conflicts reduce the value of the through lane improvements. That increase in through movement capacity, coupled with necessary pedestrian/bicycle facility improvements and stormwater management requirements, will likely create a substantial demand for right-of-way through Eldersburg for both MD 32 and MD 26. This widening of right-of-way requirements will have an impact on adjacent development, as well as use of parallel roadways which might have been used as local access or service roadways.

In all instances and regardless of the typical sections and right-of-way of the existing facilities to which the segment will connect, the candidate roadway section should include safe accommodation for pedestrian and bicycle facilities.

Due to the location of constraints within the Freedom CPA, such as wetlands and water

courses associated with the reservoirs and existing development, there are few reasonable and permitted opportunities to add new facilities not considered previously in the 2001 Freedom CCP. Therefore, this plan recommends that the following facilities, as shown in EL11_Table 7, be arrayed in priority by the criteria noted above.

Determination of individual segments recommended for design, right-of-way acquisition and construction should be guided by identifying logical segments which when constructed could satisfy part or all of a short distance trip. Even if all necessary right-of-way cannot be acquired at the same time, public ownership of right-of-way where possible is more advisable rather than deferring until the opportunity for a total corridor acquisition is presented. It is also advisable to retain acquired right-of-way even if the entire alignment cannot be procured at the same time.

Considering the BMC analysis, as well as the findings and conclusions noted above, these road segments are identified priorities for design, right-of-way and construction. While other criteria could be considered, the purpose of these criteria is to identify which facilities should advance to design, at which time right-of-way impacts, permitting requirements and construction costs will become better understood. These recommendations of priority are based on a combination point score value summarized in Table EL11_Table 7 below:

EL11_Table 7 Summary of Evaluation Matrix

Road Name	To	From	Points	Priority
Dickenson Rd	Georgetown Blvd	Oklahoma Rd	20	HIGH
Georgetown Blvd	Londontowne Blvd	Progress Wy	20	HIGH
Monroe Ave	MD 32	Woburn Dr	18	HIGH
Ridenour Wy	Georgetown Blvd	Fallon Rd	18	HIGH
Obrecht Rd	Hollenberry Rd	MD 32	13	MEDIUM
Raincliffe Rd	Slacks Rd	Arrington Rd	9	LOW
Prothero Rd	Falling Leaves Ct	Marriottsville Rd # 2	8	LOW

HIGH:

- Dickenson Road from Georgetown Boulevard to its start at Dickenson Road and Monroe Ave.
- Ridenour Way from Georgetown Boulevard to Fallon Road
- Georgetown Boulevard from Londontown Boulevard to Progress Way

MEDIUM

- Obrecht Road from west of Hollenberry Road to MD 32

LOW

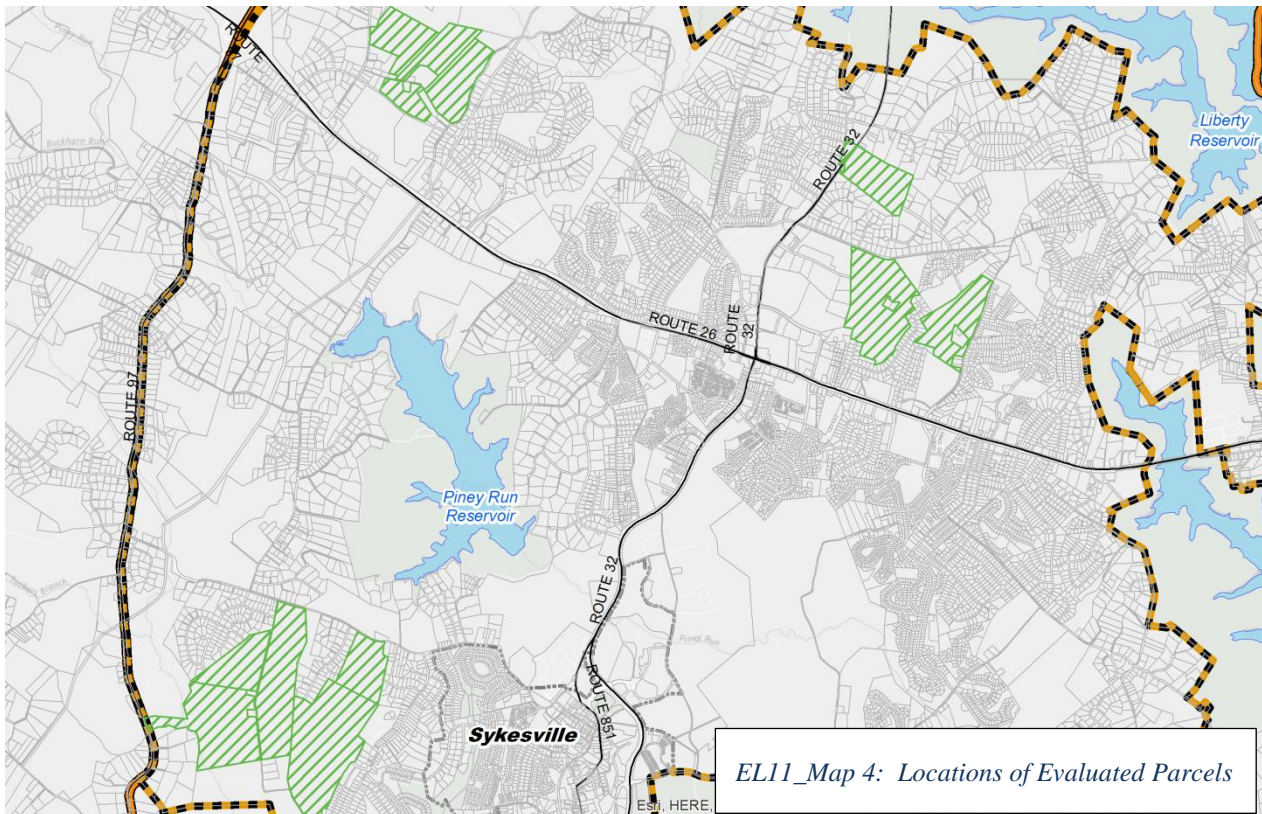
- Prothero Road from Falling Leaves Court to Marriottsville Road No. 2
- Raincliffe Road from Slacks Road to Arrington Road

Using the criteria noted above, the anticipated development and redevelopment within the Freedom CPA, and the forecasted need for travel demand relief along MD 26 and at its intersection with MD 32, the area of greatest need is located north of MD 26 and east of MD 32.

It is imperative that the dualization of MD 32 south of Johnsville Road to I-70 continues to be a priority for both the county and state. Even with alternative roadway options, this is still the major north-south connector for Carroll County. These alternate routes cannot serve as the sole solution to the traffic problem, but work to support this system as a whole.

Since the intersection of MD 26/MD 32 serves as the transportation lynchpin for this area, creating more roadway alignment options for motorists, pedestrians and bicyclists reduces the impact to neighborhoods experienced by having fewer options available. Having other street segments in the area grid also reduces the impact at the MD 32/MD 26 intersection noted in the LOS tables by offering motorists other possible paths to take. Finally, having path options helps to preserve the overall network's reliability as measured in the time needed to complete a trip.

Evaluation of New Roadway Construction and Connections in the Freedom Area



Although there are opportunities for infill and redevelopment activities, most of the anticipated new development will occur on only a few parcels in the Freedom CPA. This section focuses on these parcels, which are clustered among the five areas shown in the

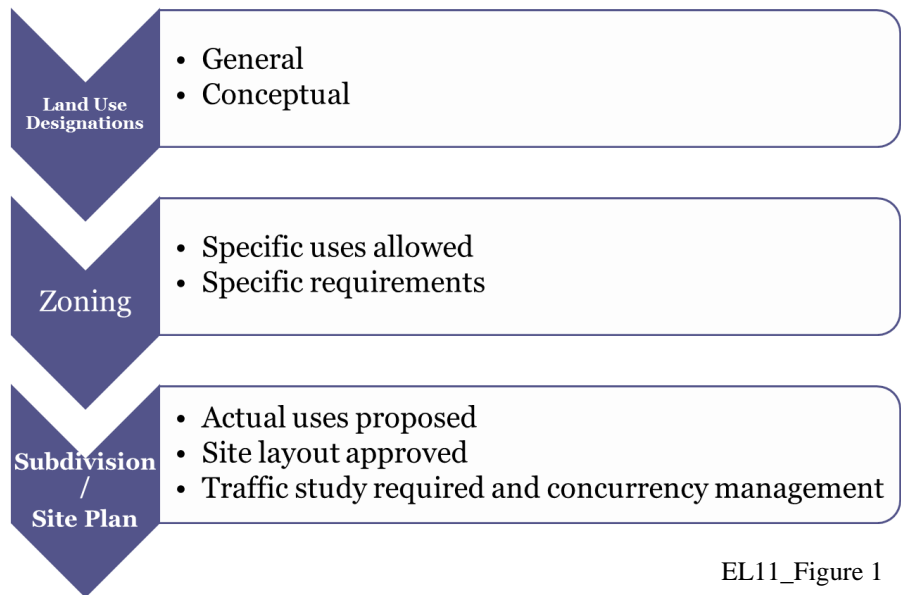
green hatched pattern in EL11_Map 4.

Combined, these areas consist of approximately 800 acres, of which approximately 600 acres would be supporting residential development. The balance, approximately 200 acres, is an industrial/office/retail mixed development allowing for approximately equal allocation for retail and office park.

As noted in the map above, most of the parcels of interest are located along Sykesville Road (MD 32) north of Liberty Road (MD 26), and will impact the MD 32/MD 26 intersection, along with those parallel and crossing roadways noted in the earlier section of this Element. The remaining parcels are located along Obrecht Road west of Sykesville Road near the Town of Sykesville, and will use Obrecht Road for access to and from the state roadway network.

Based on the parcels' location to major roadways (MD 32 and MD 26) and the continued progress toward constructing, extending and connecting the local road network (Monroe, Progress, Georgetown, and Oklahoma), the collective impact of these new vehicle trips will be dispersed among the network. The key areas of impact will be the intersections of these roadways. Thus, obtaining necessary right-of-way along the mainlines and at the intersections, as well as interconnections of the communities with local roadways to reduce short distance travel along major roads such as MD 32 and MD 26 will be important strategies to reduce the overall impact of the anticipated development of these major parcels. For parcels that front state-maintained highways, access will be permitted based on SHA access requirements of spacing and number of access points. Similarly, where access of these parcels will occur along county-maintained roadways, location and number of access intersections will be determined by county code requirements. Where possible, access should be located across from existing points of access and spaced at intervals which reduce the chance that conflicts will occur with traffic queued at signals.

Specific details about parcel impact cannot be realistically recommended at this level of analysis; rather these parcels should progress through the decisions made at land use designation, at zoning, and then at subdivision or parcel site plan. EL11_Figure 1 breaks down this hierarchy. As the parcel progresses through the various stages of approval, more detailed and accurate information about the actual development which generates the travel demand (or vehicle trips) that use the area



EL11_Figure 1

roadways, and which will be experienced by other motorists, becomes known. Thus, at a Master or Comprehensive Plan level, the best information available is not sufficient to inform decision makers about intersection impacts.

For that reason, a focused study on the areas of the cumulative impact should be conducted so that right-of-way needs, geometric and storm water designs, signal timing changes, both in the Eldersburg area and along Obrecht Road between White Rock Road and MD 32 can be evaluated. Having more detailed information about development which is not available at a comprehensive plan level will help inform the county and the state about geometric changes, as well as system or demand management strategies which could be employed to address the increased travel demand impact in the CPA.

Planned Major Streets

An inventory of Planned Major Streets has been listed in Freedom Area Plans since the 1977 Comprehensive “Mini” Plan Freedom Area and Environs. These Planned Major Streets serve as a guide for necessary road connections as the community develops. Given that MD 26 and MD 32 are state-owned and controlled road segments, the county has limited ability to exercise its rights in improving these two roads to meet the demand on this infrastructure. Planned Major Streets, however, are county roads that help to defer and diffuse traffic throughout the Freedom CPA, making necessary connections amongst communities, shortening travel times, and providing emergency services various routes to a location, getting them to their destination in the shortest amount of time. The 2001 Freedom CCP identified a proposed roadway network for construction in the Freedom community. Most of the roadways identified in the 2001 Plan were carried forward from the 1977 “Mini” Plan. The few new roadways in the 2001 Plan were added in an attempt to create more opportunities for local traffic to avoid the MD 26 and MD 32 corridors. EL11_Table 8 lists the Planned Major Streets from the 2001 Plan, the percent of completion of each roadway, and the plan in which it originated.

2018 Freedom Community Comprehensive Plan

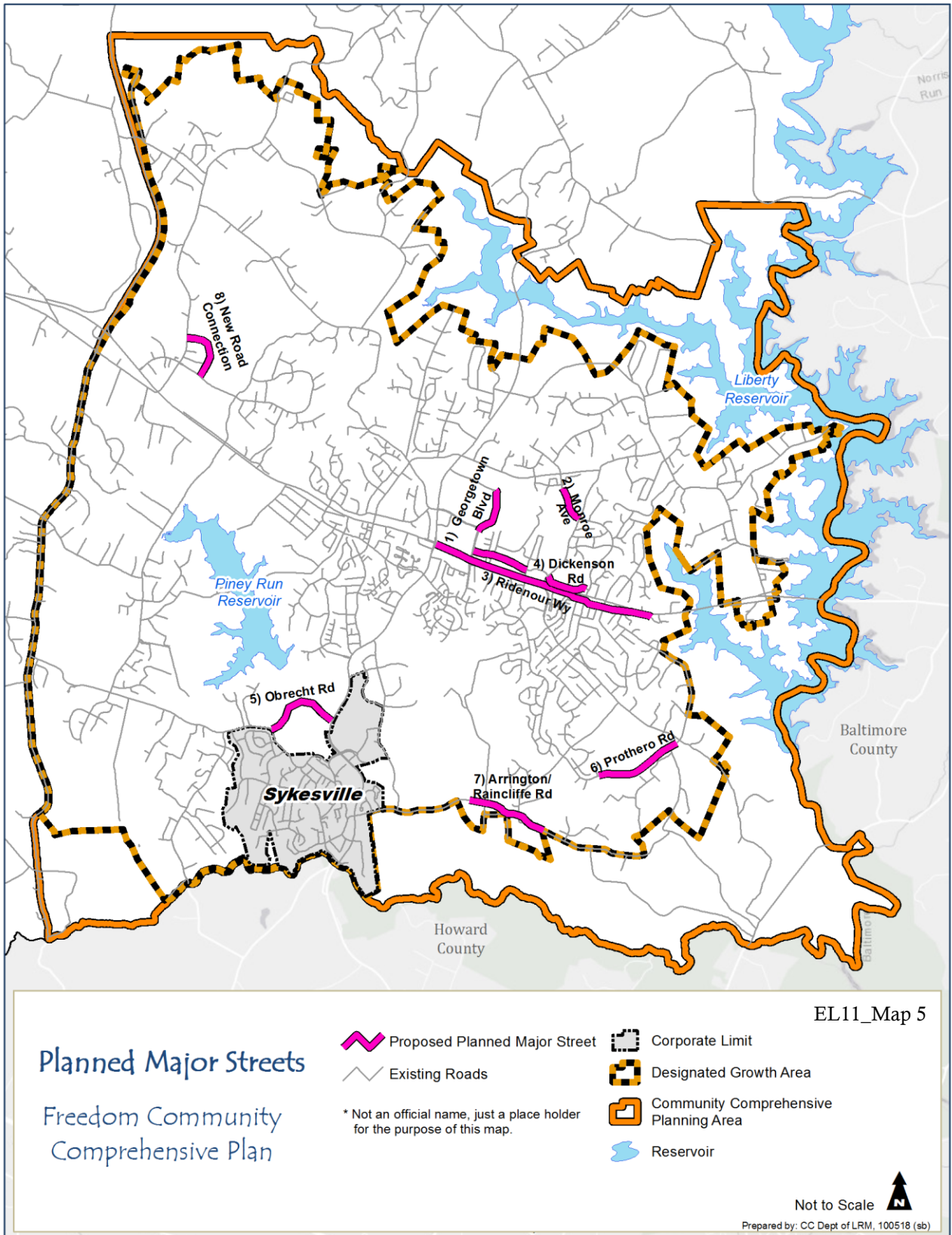
Length of 2001 Connection (ft)	Roadway Connection Description	Length Remaining	Percent Complete	Originating Plan
702.71	Piney Ridge Pkwy – Lorimel Dr to Martz Rd	0.00	100%	1977
5,850.50	Johnsville Rd through Springfield/Warfield property	5,850.50	0%	2001
3,346.17	Connect Georgetown Blvd to Londontown Blvd Progress Wy and Bennett Rd	3,346.17	0%	1977
2,358.39	Connect Monroe Ave to Monroe Ave	1,699.78	28%	1977
169.78	Short connection between Londontown Blvd and Georgetown Blvd	0.00	100%	1977
10,869.99	Ridenour Wy extended to Sykesville Rd	10,869.99	0%	1977/2001*
2,898.48	Dickenson Rd - Oklahoma Rd to Long Meadow Dr	2,200.70	24%	1977
15,630.40	Obrecht Rd - existing segment and planned alignment around Fairhaven	3,779.93	76%	1977/2001*
2,063.60	Dickenson Rd - Monroe Ave to Oklahoma Rd	2,063.60	0%	1977
586.78	Lee Ave - Walkabout to Barnett	30.00	95%	1977
919.00	Connect Conan Doyle Way to Pine Knob Rd	919.00	0%	1977
2,216.42	Connect Monroe Ave to Sykesville Rd	2,216.42	0%	1977
4,437.96	Prothero Rd extended to Ridge Rd	4,437.96	0%	1977/2001*
3,783.93	Arrington Rd realignment	3,893.93	0%	1977
676.55	Macbeth Wy connection – Macbeth Wy to Macbeth Wy	676.55	0%	1977
1,084.51	Brandy Ave to Mycroft St. connection	0.00	100%	2001

2,317.45	Prothero Rd from Brangles Rd to Falling Green Ct	0.00	100%	1977/2001*
59,912.62		41,974.53		
11.35 Miles		7.95 Miles		
*Notes changes made in 2001.				
EL11_Table 8: Summary of 2001 Planned Major Streets				

Since more than half of the 2001 Freedom CCP roadway segments listed are not completed, and traffic volumes along MD 26 and MD 32 have increased, as well as the changes in future land use, this Plan recommends bringing forward remaining road segments for completion as listed in EL11_Table 9 and as shown in EL11_Map 5 . This list is further reaffirmed and supported in the Pennoni Associates Inc. study conducted for this plan. Recommendations for these Planned Major Streets are as follows:

1. Terminate Georgetown Blvd at Progress Way
2. Extend Dickenson from Monroe Avenue to Georgetown Blvd
3. Keep Ridenour Way as a Planned Major Street, recognizing that in some cases it may only be used for inter-parcel connectivity
4. Remove MacBeth Way
5. Remove Prothero Road Spur and reconfigure intersection
6. Examine Johnsville Road Extended for possible recommendations and remove at this time from the Planned Major Street list
7. Realign the 2001 Alignment of Arrington/Raincliffe Rds
8. Investigate ways to improve Obrecht Road’s function and connectivity to MD 32
9. Remove Lee Lane
10. Remove Monroe Ave from Monroe Ave to Sykesville Road; encourage connection to MD 32 but not as a Planned Major Street
11. Add a new road as part of the Industrial Land Use Designation from Ronsdale Rd to Klees Mill Road.

MAP ID#	Road Way Connection Name	Description	Approximate Length (ft)
1	Georgetown Blvd	Connect Georgetown Blvd. from Londontown Blvd to Progress Way	2,356
2	Monroe Ave	Monroe Ave at Oklahoma Rd	1,700
3	Ridenour Way	Ridenour Way extended to Sykesville Rd	10,870
4	Dickenson Rd	Dickenson Rd - Georgetown Blvd to Monroe Ave	4,752
5	Obrecht Rd	Obrecht Rd - existing segment and planned alignment around Fairhaven	3,780
6	Prothero Rd	Falling Leaves Ct to Marriotsville Rd	4,166
7	Arrington/Raincliff Rd	Arrington Road realignment	3,893
8	New Road Connection	Ronsdale Rd to Klees Mill Rd	2,698
EL11_Table 9			



Transit

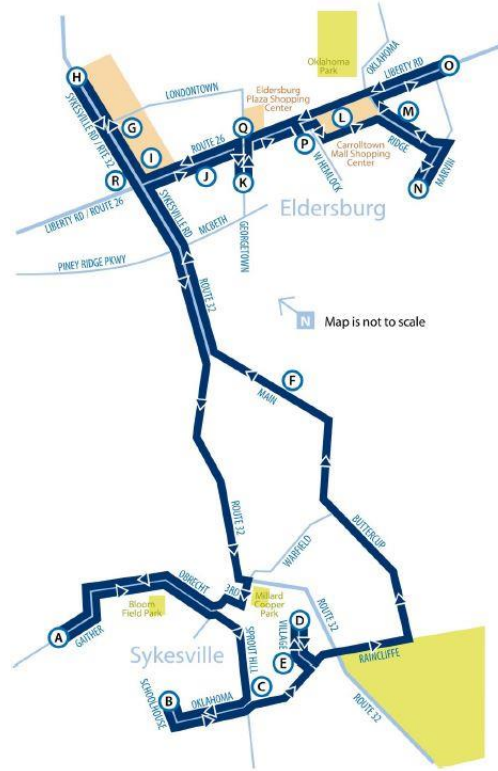
Transit Background

Over the span of this Plan, the CPA's demographics will change with an aging in place of the population and an influx of millennials. Combined, these groups will likely compose a substantial portion of the Planning Area's population and will pose an increase in demand for transit service based on a non-availability of a vehicle, or an inability or reluctance to use an automobile to satisfy some or all travel requirements. Thus, consideration of the availability of transit in the CPA, along with its shuttle stop locations, becomes more important for any Plan that looks out for as long as thirty years.

As stated earlier, Carroll County transit is operated by Ride With Us, with two routes serving the Freedom CPA. The two routes, similar to the others in the county, are operated on a fixed route delivery system. Both of the routes serving the Freedom Community have capacity to carry more passengers without having to add service.

EL11_Figure 2 shows the two current routes serving the planning area:

- The Eldersburg-Westminster TrailBlazer operates on approximately three-hour headways or frequency of service, weekdays from 7:45 AM until 5:20 PM and serves major attractions within the planning area including major apartment developments, Georgetown Boulevard Shopping Center, the Walmart, the Community College, Westminster Senior Center, Town Mall, and the Carroll Hospital Center.
- The South Carroll Shuttle operates on approximately two-hour headways, weekdays from 7:50 AM until 4:30 PM and serves major area attractions such as apartment developments, Springfield Hospital, Eldersburg Commons, Eldersburg Library, Eldersburg Commons, major grocery stores and the Princess Shopping Center.



EL11_Figure 2. Transit Routes in Freedom Community Planning Area

Current Transit Demand

Information from the U.S. Census Bureau's Census Transportation Planning Package 2015 (CTPP) indicates that, on a countywide basis (assumed to be 130,316 households in 2013), practically 100,000 households had at least one vehicle available for each person 16 years or older. Given the county's lower density, automobile availability, and infrequency of transit service, it is understandable that transit use for work trips is less than one percent (840 of 87,000 persons) of travel choice.

The county, using a Maryland Transit Administration (MTA) grant, prepared a Transit Development Plan (TDP) in 2012. The TDP is a five-year document which presents the existing service, identifies transit service needs and issues, recommends service to meet the identified needs, and prepares operating and capital cost estimates to address the identified transit needs. The needs identified include institutions, hospitals, medical facilities, schools, apartments and denser residential development, low household income concentrations, zero-and-one car households and other indices which are considered by transit planning professionals to be areas of potential transit demand. The TDP is a countywide document, but does note issues that are relevant to the Freedom CCP.

Recommendations

Due to the nature of transportation planning, funding and construction, some of the recommendations will require a longer lead time because of the need for planning, alternatives analysis, detailed engineering, right-of-way acquisition and construction prior to full implementation of the recommendations which involve capacity expansion, extension or a new facility or new alignment. Program recommendations may require additions or amendments to the county's operating and/or capital budgets.

Adoption of this plan and its recommendations does not guarantee an immediate change. Rather, implementation of the plan's recommendations will be realized as the outcome of the county's efforts to maintain the reliability of its transportation network, to create access to its developed or developing parcels, and to promote the mobility of its residents.

Based on the information available, the analysis prepared by the BMC and Pennoni Associates Inc. in 2016, and transportation's relationship to the natural and built environment of the Freedom CPA, the following recommendations are provided:

1. Affirm and continue to implement the prior recommendations in the Adopted Carroll County Master Plan (2014) where they reinforce the Freedom Community Comprehensive Plan.
2. Consistently implement, through the development review process, the design and construction all of the Planned Major Streets identified in this Plan.
3. Conduct a more-detailed land use/transportation interaction and traffic operations study of the Eldersburg area concentrating on land use patterns, total trip generation, increased connectivity, and existing and planned transportation facilities within a geographic area bounded by Pine Knob Road, Oklahoma Road, Liberty Road (MD 26) and Johnsville Road. This operations study should provide more specific right-of-way, traffic operations, and geometric design guidance for implementation of the local area network, particularly with regard to the extensions of Monroe Avenue, multimodal access, and the assessment of impact to adjacent neighborhoods and developments.
4. Coordinate with the Maryland Department of Transportation and the county's elected officials to advance roadway and intersection projects along Sykesville Road (MD 32) and Liberty Road (MD 26) throughout the CPA. Identify these projects in the county's annual CTP Priority Letters.
5. Collect and maintain travel times for various times of the day along major roadways in the Freedom CPA to establish a baseline of reliability. Periodically monitor travel times to quantify changes in facility reliability. Publish travel time results as a means of documenting travel reliability.

6. Consider using reliability and accessibility as measurements of system performance and include them in future land use assessments and development review and site plan approval considerations, including traffic impact analyses and potentially, adequacy tests.
7. Evaluate existing methods used by the county to fund transportation improvements through the capital program and as conditions of development approval to determine whether the existing sources provide sufficient funding to expand the transportation network to meet anticipated travel demand.
8. Identify other potential sources for funding transportation projects including necessary infrastructure to promote bicycle, pedestrian, transit use (such as passenger shelters) as well as roadway and intersection capacity, road extension, or new road alignment projects.
9. Review development plans for shuttle stops, to ensure accommodations are made for these services where appropriate.
10. Reduce total travel demand along Sykesville Road (MD 32) and Liberty Road (MD 26) within the Eldersburg area by extending and connecting the Planned Major Streets, thus reducing turns and conflicts at intersections along these major roads that are made by short distance trips using these roads.
11. Through the use of the County's Community Investment Plan (CIP), advance to design, right-of-way acquisition and construction the extensions of Dickenson Road, Georgetown Boulevard, Ridenour Way and Monroe Avenue, where feasible and practical, to reduce travel demand and frequent turning movements along MD 32 and MD 26 in the Eldersburg area.
12. Evaluate the alignment extension of Obrecht Road to MD 32 given the natural and built environmental constraints along the alignment. Consider preparing an alternatives analysis of possible improvements to the Third Avenue/Springfield Road intersection and the Springfield Road/Sykesville Road (MD 32) intersection to provide acceptable capacity for Obrecht Road.
13. Evaluate the proposed alignment of Dickenson Road from Monroe Avenue to Georgetown Blvd to assess the feasibility of the planning level alignment.
14. Partner with land developers to provide local and collector streets that support local development-generated travel, include facilities to safely accommodate pedestrians and bicyclists, and connect neighborhoods.
15. Promote public-private partnerships and design/build strategies to fast-track design and construction of transportation facilities including streets, sidewalks, trails, transit passenger shelters and, park and ride lots.

16. Provide periodic monitoring of ridership and dissemination of transit program information, including advertising and outreach to employment and activity centers.
17. Include transit needs during the site planning and subdivision processes, where potential densities and uses would be supported by more convenient transit availability.
18. Look to require pedestrian and bicycle connections between developments, even if roadways are not constructed.
19. Adopt by reference and continue to program and fund projects ranked in the Freedom Bicycle and Pedestrian Master Plan (2014).
20. Include in the County's CIP a county-wide Transportation Analysis and Multimodal Plan.
21. All Planned Major Streets noted in this Element should be designed and constructed to improve connectivity, reduce conflicts between short distance and longer distance travel on major roadways, accommodate all users of the right-of-way (motorists, bicyclists, pedestrians), and comply with the county's road standards, with designs consistent with adjacent land use. Where complete construction is infeasible, partial construction should be completed to facilitate inter-parcel connectivity.
22. Advance the design, right-of-way acquisition, and construction of these segments through use of bonds, partnerships with land owners and developers, conditions of development approval, special assessments or other financing tools that are available, especially for "last mile" segments to complete the network.
23. Work with State Highway Administration to develop an access management policy, and where appropriate, consolidate access points along MD 26 and MD 32 adhering to best transportation planning principles.
24. Consider the Adoption of a Complete Streets Policy with a county-wide Transportation Master Plan.

Appendix A: Glossary of Terms

Accessory dwelling unit is an additional attached or detached dwelling unit on a lot with a principal dwelling unit.

Aesthetics relates to the pleasantness of the total environment and the perceptual aspects of the physical surroundings—their appearance to the eye and the comfort and enjoyment offered to the other senses.

Agricultural or Agricultural Purposes is the raising of farm products for use or sale, including livestock or poultry husbandry, and the growing of crops such as grain, vegetables, fruit, grass for pasture or sod, trees, shrubs, flowers, and similar products of the soil, and including stables for boarding and training horses.

Amend or Amendment means any repeal, modification, or addition to a regulation, any new regulation, any change in the number, shape, boundary or area of a zone or any repeal or abolition of any map, part thereof or addition thereto.

Board of Zoning Appeals (BZA) are residents of the county appointed by the county Commissioners to hear and decide appeals where it is alleged there is an error in any order, requirement, decision, or determination made by the Zoning Administrator in the administration and enforcement of the zoning ordinance. The BZA may also hear and decide requests for a conditional use to the zoning ordinance. The power to authorize variances from the zoning ordinance, upon appeal, in specific cases is also given to the Board when this action will not jeopardize the public health, safety, and welfare.

Buildable Land Inventory (BLI) is an analysis of land that is considered to have development potential. It estimates where, how much, and what type of additional development could occur.

Census data includes the results of the population counts made every 10 years by the U.S. Bureau of the Census dating back to 1790. Following the 2000 U.S. Census, modifications were made to the data gathering processes. The decennial U.S. Census will now count the total population by address and gather data on their age, gender, and ethnicity. The Census Bureau now also gathers and reports detailed population data through the American Community Survey. This instrument gathers and reports a wide range of data, including, household type or makeup, housing conditions, property ownership, incomes, and commuting patterns. A separate Agricultural Census is taken every 5 years; the three most recent surveys were 2002, 2007, and 2012. Information includes farm size, farm ownership, amounts, and values of crops, animal types, etc.

Cluster development means a development that groups residential uses on a specific portion of a development site in order to provide for a reduction in permitted lot size and an increase in resulting open space, environmental or landscape resources, or recreation or other public facilities for the development.

Community Investment Plan (CIP) is a six-year timetable for the installation of permanent public structures, facilities, roads, and other public improvements based upon budget projections.

Concurrency Management is a program designed to ensure that proposed or planned residential growth proceeds at a rate that will not unduly strain public facilities, including schools, roads, water and sewer facilities, police, fire, and emergency medical services. The program establishes minimum adequacy standards or thresholds for these facilities and services and mandates that the cumulative impacts of proposed or planned residential

growth, within the incorporated municipalities and the county, be considered in testing for adequacy under these standards.

Conditional use means a use which may be permitted in a district, through the granting by the BZA upon a finding by the BZA that it meets specified conditions.

Demographics are the characteristics of the population, such as average household size, density, growth rate, birth rate, median age or income, etc. Their role in the planning process is to help assess changing needs or demands for community facilities, infrastructure, or services. Demographics analysis includes reporting actual census counts and data, future projections, analyzing potential impacts or trends and establishing contexts for surrounding areas. For example, preparations to provide needed services and facilities for an aging population will be dramatically different than those to respond to a population with increasing birth rates.

Density means the number of buildings, offices, or housing units on a particular area of land.

Designated Growth Area (DGA) is a smaller geographic portion of the county where significant development and redevelopment is planned to occur.

Designated Land Use (DLU) is the land use envisioned by the master or comprehensive plan, which forms the basis for future zoning.

Development means any activity, other than normal agricultural activity, which materially affects the existing condition or use of any land or structure.

Dwelling is any building arranged, designed, or used in whole or in part for residential purposes, but not including a tent, cabin, trailer, or mobile home, or a room in a hotel or motel.

Easement is the grant by a property owner for the use of land for a specific purpose by another person, or for the protection of an environmental resource area.

Impact fees are fees charged as a precondition to construction or development approval which are related to funding public improvements necessitated in part or in whole by the development.

Improvements refer to facilities which aid in land development, such as streets, sewer and water lines, curbs, sidewalks, street lights, fire hydrants, and street signs.

Infrastructure is a general term for public and quasi-public utilities and facilities such as roads, bridges, sewer plants, water lines, power lines, fire stations, etc.

Infill development refers to development that occurs on vacant land which is scattered throughout an area which is already mostly developed. It does not refer to development that occurs on the fringes of a growth area.

Jurisdiction means the territory of a county or municipality within which its powers may be exercised.

Land Use Article is the State of Maryland enabling legislation that delegates planning and land use regulatory powers to the state's municipalities, Baltimore City, and non-charter counties.

Lot means a parcel of land occupied or intended to be occupied by a principal building and its accessory buildings and uses.

Master Plan means a comprehensive plan or any portion of the general plan which may consist of maps, data and other descriptive matter as a guide for the physical development of the county or any portion thereof, including any amendments, extensions, or additions thereto adopted by the Commission, indicating the general locations for major roads, parks

or other public open spaces, public building sites, routes for public utilities, zoning districts or other similar information.

Municipal Growth Areas (MGA) are land surrounding the municipalities that are identified and planned for future annexation.

Mixed-use development means a single, relatively high-density development project, usually commercial in nature, which includes two or more types of uses. Zoning approvals for a mixed-use development may require the approval of a schematic or other development plan at the time of zoning.

Multi-Generational Housing According to AARP, this refers to housing wherein multiple generations of a family can live and/or remain in the same home... usually through incorporation of a second master suite or in-law suite.

Municipal Growth Area is the land beyond the current boundaries of a municipality that has been identified for future annexation.

Parcel is a contiguous lot or tract of land owned and recorded as the property of the same persons or controlled by a single entity.

Plan means the policies, statements, goals, and interrelated plans for private and public land use, transportation, and community facilities documented in texts and maps which constitute the guide for the area's future development.

Planned Unit Development (PUD) means a development comprised of a combination of land uses or varying intensities of the same land use in accordance with an integrated plan that provides flexibility in land use design approved by the local jurisdiction with at least 25 percent of the land permanently dedicated to open space. Zoning approvals for a planned unit development may require the approval of a schematic or other development plan at the time of zoning.

Planning Commission refers to an official body appointed by the governing body of a city or county that is responsible for making the comprehensive plan. In addition, the Planning Commission makes recommendations to the governing body on the zoning ordinance and zoning decisions as well as subdivision regulations. The Planning Commission has authority over approval of development proposals.

Policies identify the course of action to be taken when presented with a decision to be made on a given issue. To fulfill its role as a guidance tool, policy statements are included in the plan. These policy statements express the community's desires for future decisions and help to guide the achievement of the goals they have developed. The policies indicate the direction that decision-makers would take when decisions are to be made regarding county services and land use development to the extent economically feasible. The policy statements are based on an overall set of goals for the community and its future and should remain sensitive to the rights of all property owners and citizens.

Preliminary Plan refers to the plan submitted by a developer after the concept plan submittal. The preliminary plan shows the property to be subdivided, lots, all roads, and easements.

Priority Funding Areas (PFA) are areas that meet state criteria for density, growth, and provision of public water and sewer service, for targeting state resources, as deemed through state land management policy and legislation.

Private Property Rights are the bundle of rights attached to personal property for exclusivity of use, service and the ability to exchange the resource at mutually agreeable terms.

Recommendations are optional courses of action which assist in the achievement of goals.

Regulation means any rule of general applicability and future effect including any map or plan.

Right-of-Way (ROW) means the right to cross over property. A right-of-way usually refers to public land. For example, public land on which a street is built is a right-of-way. The ROW includes not only the street, but the land between the street and sidewalk and the sidewalk. Rights-of-way across private property are frequently for utility lines or driveways but may also provide for other types of access.

Sensitive Areas includes: a stream or wetland, and its buffers; a 100-year flood plain; a habitat of a threatened or endangered species; a steep slope; agricultural or forest land intended for resource protection or conservation; and any other area in need of special protection, as determined in a plan.

Stream means part of a watercourse, either naturally or artificially created, that contains intermittent or perennial base flow of groundwater origin.

Subdivision is the division of any tract or parcel of land into 2 or more lots or parcels.

Subdivisions may be minor, classified as up to 3 lots or major, more than 3 lots. In unincorporated areas not served by public sewer, there may also be Septic Minor subdivisions creating up to 7 lots only for purposes of septic system approvals. Septic Minor subdivisions greater than 4 lots must meet all other public facility standards and/or adequacy tests for major subdivisions.

Subdivision regulations are the controls that government exercises over the creation of lots and parcels.

Townhouse means one of a group of multi-family dwelling units in the same structure, each of which units is separated by a party wall from any adjacent unit and each of which dwelling units has its own entrance directly from the outside.

Variance is a relaxation of the terms of codes and ordinances. It may be allowed where such variance will not be contrary to the public interest and where, owing to conditions peculiar to the property and not the results of the actions of the applicant, a literal enforcement of the chapter would result in practical difficulty or unreasonable hardship.

Zoning District means an area within which certain uses of land and buildings are permitted and certain others are prohibited, yards and other open space are required and lot areas, building height limits, and other requirements are established.

Zoning Administrator is the person appointed by the County Commissioners to enforce the provision of the Subdivision and Zoning Regulations.

Zoning Capacity is the maximum number of dwelling units or businesses that could be expected to be built in an area based on the zoning.

Appendix B: Existing Land Use – How Land is Currently Being Utilized

Land Use	Description (Abbreviated)
Agriculture/Resource	Agriculture includes the use of land for growing of crops, dairying, pasturage, horticulture, floriculture, viticulture, or animal/poultry/honeybee husbandry. Resource land relates to property that is occupied by natural or environmental resources, including wooded areas and forests, wetlands, streams, ponds, steep slopes, floodplains, natural vegetation, and fish and wildlife and their habitat.
Very Low Density Residential	Residential subdivision with lot sizes greater than 1 acre and up to 10 acres.
Low Density Residential	Residential subdivision with lot sizes between 1 and ½ acres or 1 unit per acre up to 2 units per acre.
Medium Density Residential	Residential subdivision with lot sizes between <½ and ¼ acres or >2 units per acre up to 4 units per acre.
High Density Residential	Residential subdivision with lot sizes <¼ acre or >4 units per acre.
Mixed Use* (this will only be used for properties that have this current designation)	Properties that are developed with a mix of residential uses (dwelling units) and commercial uses will be classified in this land-use category. The mix of uses can be within a single building or among buildings located throughout the site. Typically if the mix of uses is within one building, the residential uses are located above the ground floor level of commercial uses.
Commercial	A land use or activity involving the sale of goods, products, wares, or merchandise directly to the consumer (e.g., retail).
Industrial	Land that is used to assemble, fabricate, finish, reduce, refine, manufacture, package, or process goods in a manner where the form, character, or appearance changes. Manufacturing involves a series of actions that transform one or more raw materials into a finished product. Industrial uses also include mineral processing.
Transportation	Properties that are comprised of stationary structures or facilities, located on or beneath ground, which enable the transport of people (passengers) or goods (freight); essentially the transportation infrastructure.
Utility	All lines and facilities related to the provision, distribution, collection, transmission, or disposal of water, stormwater, sanitary sewage, oil, gas, heat, steam, power (e.g., electricity), information, and telecommunications. This land-use category applies if the property is devoted to the use as

	opposed to an easement on the property that allows the use.
Public Facilities & Institutions	Uses involving a public, private, or public/private (quasi-public) group use of a nonprofit nature, typically to provide a public service (including educational, cultural, governmental, and religious purposes).
Extractive	Properties that involve on-site extraction of surface or subsurface mineral products or natural resources. Parcels are primarily used for surface mining and deepening for extraction of materials such as gravel, stone, minerals, ore, soil, or peat.
Open Space/Recreation	Open space is the land area within a development that has been dedicated for the use and enjoyment of all residents of a subdivision/development or for the use and enjoyment of the public in general. It is a separately created parcel(s) or lot(s) designated for and recorded as open space, as opposed to being preserved for this purpose through an easement. Recreation pertains to land uses that provide leisure-time activities that refresh the body and mind through forms of play, amusement, or relaxation.
Reservoir	This land use pertains to the pool area only of existing surface-water reservoirs in the county.
Vacant	Property that is not being actively used for any purpose and is unimproved (i.e., no buildings or structures are on the property). To be considered vacant, the property must not be in use for other purposes, such as productive agriculture, designated open space, parkland, natural preserve, etc. If no development activity has started on a recorded subdivision lot, it is considered vacant. "Vacant land" typically is a temporary status and connotes imminent change or high potential for change to a different use.

Appendix C: Chapter 158 Zoning Districts

The following is a listing of the Zoning Districts currently in place pursuant to Section 158.015 of the Carroll County Code:

- Agricultural (A)
- Conservation (C)
- General Business (B-G)
- Neighborhood Retail Business (B-NR)
- Employment Campus (EC)
- Heritage (H)
- Historic District Overlay (HDO)
- General Industrial (I-G)
- Restricted Industrial (I-R)
- Mobile Home Park (MHP)
- Mineral Resource Overlay (MRO)
- Residence (R-40,000)
- Residence, Suburban (R-20,000)
- Residence, Urban (R-10,000)
- Residence, Multi-Family (R-7,500)

Appendix D: Designated Land Use Definitions

Designated Land Use	
Agriculture	Areas generally outside the Designated Growth Areas where agriculture is the intended primary land use. Residential development potential is generally limited to one single-family detached dwelling unit for every twenty acres. Commercial and industrial uses are limited to agribusiness, agritourism, and those uses intended to serve the agriculture industry or residents of the area, while maintaining the character of the surrounding countryside. No water or sewer service is planned to these areas.
Resource Conservation	Areas where resource conservation is the intended primary land use on property that is occupied by natural or environmental resources, including wooded areas and forests, wetlands, streams, ponds, steep slopes, floodplains, natural vegetation, fish and wildlife and their habitat. These are areas where, because of natural geographic features, it is considered feasible and desirable to conserve open spaces, water supply sources, woodland areas, wildlife, floodplains, and other natural resources. Commercial and industrial development should not generally be located on land with this designation, and residential development should be limited to one single-family detached dwelling unit per three acres, but may be less as a result of constraining geographical features. No water or sewer service is planned to these areas.
Reservoir	This land use pertains to the pool area and acquired properties of existing and planned future surface-water reservoirs in the county.
Residential-Very Low Density	Areas where residential development is the primary land use. Development densities are generally between one dwelling unit per acre and one dwelling unit per ten acres, and single-family detached homes are the predominant use. No water and sewer service is planned to these areas.
Residential-Low Density	Areas where residential development is the primary land use. Development densities are generally one dwelling unit per acre, and single-family detached homes are the predominant use. Water and sewer service is generally not planned to these areas.
Residential – Medium	Areas within the Designated Growth Areas where residential development is

Density	<p>the primary land use. Development densities are generally two dwelling units per acre, and single-family detached homes are the use. In cases where clustering is approved, yields shall remain the same. Water and sewer service should be planned to these areas. 55+ Age restricted and retirement communities are permitted providing they do not exceed the height restrictions of the zoning district, and do not exceed a total density of 3.5 units per acre. Planned Unit Developments (PUD) are prohibited.</p>
Residential-High Density	<p>Areas within the Designated Growth Areas where residential development is the primary land use. Development densities range from four to six dwelling units per acre, and single-family detached homes are the predominant use. However, if lots are developed in Planned Units Developments, a limited variety of dwelling unit types, including two-family, townhouses, multifamily, and retirement homes, as well as limited commercial uses, are also permitted. Water and sewer service is planned to these areas.</p>
Commercial-Low Intensity	<p>Areas intended to provide for services needed by a neighborhood population characterized by low volumes of traffic and noise. Properties with this designation would generally be less than five acres in size, and activities would involve the sale of services, goods, products, wares, or merchandise directly to the consumer, and certain limited offices of a small, local nature.</p>
Commercial-Medium Intensity	<p>Areas intended to provide for services needed by a larger, suburban area population characterized by low to medium volumes of traffic. Activities would involve the sale of services, goods, products, wares, or merchandise directly to the consumer, as well as professional and business office uses, and the variation in lot sizes among properties with this designation would reflect the array of commercial uses permitted.</p>
Commercial-High Intensity	<p>Areas intended to provide for services needed by a more regional population characterized by high volumes of traffic and longer hours of operation, generally with access to major transportation corridors. Activities would involve office, warehousing, distribution, large-scale retail, wholesale and some light processing operations, and properties with this designation would be large enough to accommodate the activities listed above, either alone or when consolidated with adjacent properties. Water and sewer service is generally planned to these areas.</p>
Industrial-Light	<p>Areas intended to be used to assemble, fabricate, finish, reduce,</p>

	<p>manufacture, package, or process goods in a manner where the form, character, or appearance changes, as well as warehousing and distribution of goods. Light manufacturing typically involves a series of actions that transforms partially processed materials that are used to produce relatively small or light consumer goods. These areas typically have direct access to principal arterial roads or other modes of transportation.</p>
Industrial-Heavy	<p>Areas intended to be used to manufacture, refine, process, or package materials or products predominantly from raw materials into large or heavy products. These products are often intermediaries for use by other industries, and the manufacturing may have the potential for environmental impacts. These areas typically have direct access to principal arterial roads or other modes of transportation.</p>
Transportation	<p>Properties that are comprised of stationary structures or facilities, located on or beneath ground, which enable the transport of people (passengers) or goods (freight); essentially the transportation infrastructure.</p>
Extractive	<p>Properties that involve on-site extraction of surface or subsurface mineral products or natural resources. Parcels are primarily used for surface mining and deepening for extraction of materials such as gravel, stone, minerals, ore, soil, or peat.</p>
Village - Residential	<p>Within the defined boundary of each individual Rural Village this designation will provide for the protection and character of the existing villages by permitting limited residential development consistent with the rural village’s individual character. Densities not to exceed average existing density.</p>
Village -Commercial /Industrial	<p>Within the defined boundary of each individual Rural Village this designation will provide for the protection and character of the existing villages by permitting limited commercial and existing industrial development consistent with the rural village’s individual character where land is already zoned commercial not to exceed neighborhood commercial uses unless it is already operating as such.</p>
Employment Campus	<p>Areas intended to provide for comprehensively planned, high quality employment centers in campus-like settings, to attract employers of highly skilled workers and primarily higher paying jobs, including research and development, institutional, office, flex space, and other light and limited industrial uses, while also providing a more flexible approach to design and development. These areas typically have access to a principal arterial road</p>

	and should be within the planned water and sewer service area.
School	An area where education is the primary use. However, if the Educational use ceases to exist, the alternative Principal Permitted Uses are an Employment Campus or Residential Uses consistent with the adjacent community.

Appendix E: List of Historic Sites

Number	MIHPNO	NAMEHIST	FULLADDR	TOWN
1	CARR-1621	Henryton Sanatorium, Building 4-Children's Hospital	7960 Henryton Road	Marriottsville
2	CARR-1622	Henryton Sanatorium, Building 10-Staff House	7960 Henryton Road	Marriottsville
3	CARR-1628	Henryton Sanatorium, Building 25-Physicians' and Nurses' Cottage	7960 Henryton Road	Marriottsville
4	CARR-1627	Henryton Sanatorium, Building 24-Attendants' Cottage	7960 Henryton Road	Marriottsville
5	CARR-1620	Henryton Sanatorium, Building 3-Nurses' and Staff Quarters	7960 Henryton Road	Marriottsville
6	CARR-1619	Henryton Sanatorium, Building 2A/B- Hospital	7960 Henryton Road	Marriottsville
7	CARR-1623	Henryton Sanatorium, Building 13-Oil Storage House	7960 Henryton Road	Marriottsville
8	CARR-1624	Henryton Sanatorium, Building 15-Engineer's Dwelling	7960 Henryton Road	Marriottsville
9	CARR-1625	Henryton Sanatorium, Building 17-Boiler House/Power House	7960 Henryton Road	Marriottsville
10	CARR-1626	Henryton Sanatorium, Building 23-Garage	7960 Henryton Road	Marriottsville
11	CARR-1617	Henryton Sanatorium, Building 1-Administration Building	7960 Henryton Road	Marriottsville
12	CARR-1618	Henryton Sanatorium, Building 2-Hospital	7960 Henryton Road	Marriottsville
13	CARR-1629	Henryton Sanatorium, Building 34-Water Tanks	7960 Henryton Road	Marriottsville
14	CARR-1616	Henryton Sanatorium Historic District	7960 Henryton Road	Marriottsville
15	CARR-1220	Warfield Dining Hall & Amusement Hall - Springfield	5th Street	Sykesville
16	CARR-1216	Warfield D Cottage - Springfield	5th Street	Sykesville
17	CARR-1214	Warfield B Cottage - Springfield	Main Street	Sykesville
18	CARR-1219	Warfield F Cottage - Springfield	5th Street	Sykesville
19	CARR-1223	Warfield I Cottage -	5th Street	Sykesville

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		Springfield		
20	CARR-1221	Warfield H Cottage - Springfield	5th Street	Sykesville
21	CARR-1222	Warfield G Cottage - Springfield	5th Street	Sykesville
22	CARR-1218	Warfield E Cottage - Springfield	5th Street	Sykesville
23	CARR-1234	Locomotive House - Springfield	5th Street	Sykesville
24	CARR-1217	Warfield Cottage - Springfield	5th Street	Sykesville
25	CARR-1233	Central Storeroom - Springfield	5th Street	Sykesville
26	CARR-1249	Refrigeration Shop - Springfield (Butcher Shop)	5th Street	Sykesville
27	CARR-1244	Lumber Shed No. 2 - Springfield	5th Street	Sykesville
28	CARR-1245	Sheet Metal Shop - Springfield	5th Street	Sykesville
29	CARR-1239	Carpenter Shop - Springfield (Cannery)	5th Street	Sykesville
30	CARR-1246	Paint Shop - Springfield (Cannery Storage Building)	5th Street	Sykesville
31	CARR-1243	Lumber Shed No. 1 - Springfield	5th Street	Sykesville
32	CARR-1232	Power House & Central Linen - Springfield	5th Street	Sykesville
33	CARR-1258	Maintenance Shop - Springfield	5th Street	Sykesville
34	CARR-1235	Power Plant Office - Springfield (Filtration Plant)	5th Street	Sykesville
35	CARR-1236	Pump House - Springfield	5th Street	Sykesville
36	CARR-1215	Warfield C Cottage - Springfield	Main Street	Sykesville
37	CARR-1212	Warfield Service Building - Springfield	Main Street	Sykesville
38	CARR-1213	Warfield A Cottage - Springfield	Main Street	Sykesville
39	CARR-1259	Buttercup Cottage, site - Springfield	5th Street	Sykesville
40	CARR-1643	Warfield Complex, Hubner, and T Buildings Historic District	Springfield Hospital Center	Sykesville
41	CARR-1253	Staffhouse No. 11 - Springfield (West Gatehouse)	2nd Street	Sykesville
42	CARR-1256	Staffhouse No. 12 - Springfield	Main Street	Sykesville

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43	CARR-1254	Staffhouse No. 13 - Springfield (Home Arts Building)	Main Street	Sykesville
44	CARR-1255	Staffhouse No. 9 - Springfield	1st Street	Sykesville
45	CARR-1231	Patterson House - Springfield (Education Building)	1st Street	Sykesville
46	CARR-1248	T Building - Springfield (TB Building)	4th Street	Sykesville
47	CARR-1198	Hubner Psychopathic Hospital Building - Springfield	4th Street	Sykesville
48	CARR-1242	Nurses Home - Springfield	Main Street	Sykesville
49	CARR-1226	Clark Circle Cottage No. 2 - Springfield	3rd Street	Sykesville
50	CARR-1227	Clark Circle Dining Hall & Kitchen - Springfield	3rd Street	Sykesville
51	CARR-1224	Clark Circle Service Building - Springfield	3rd Street	Sykesville
52	CARR-1225	Clark Circle Cottage No. 1 - Springfield	3rd Street	Sykesville
53	CARR-1230	Clark Circle Cottage No. 5 - Springfield	3rd Street	Sykesville
54	CARR-1229	Clark Circle Cottage No. 4 - Springfield	3rd Street	Sykesville
55	CARR-1240	Youth Center - Springfield (Cow Barn)	4th Street	Sykesville
56	CARR-1238	Dairy Barn - Springfield	4th Street	Sykesville
57	CARR-1247	Employees' Home - Springfield	3rd Street	Sykesville
58	CARR-1228	Clark Circle Cottage No. 3 - Springfield	3rd Street	Sykesville
59	CARR-1209	Martin Gross I Cottage - Springfield	2nd Street	Sykesville
60	CARR-1211	Vocational Rehabilitation Building - Springfield	2nd Street	Sykesville
61	CARR-1205	Martin Gross Dining Hall & Kitchen - Springfield	2nd Street	Sykesville
62	CARR-1204	Martin Gross E Cottage - Springfield	2nd Street	Sykesville
63	CARR-1206	Martin Gross G Cottage - Springfield	2nd Street	Sykesville
64	CARR-1202	Martin Gross C Cottage - Springfield	2nd Street	Sykesville
65	CARR-1201	Martin Gross B Cottage - Springfield	2nd Street	Sykesville
66	CARR-1199	Martin Gross Service Building - Springfield	2nd Street	Sykesville
67	CARR-1200	Martin Gross A Cottage -	2nd Street	Sykesville

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		Springfield		
68	CARR-1203	Martin Gross D Cottage - Springfield	2nd Street	Sykesville
69	CARR-1210	Martin Gross K Cottage - Springfield	2nd Street	Sykesville
70	CARR-1208	Martin Gross F Cottage - Springfield	2nd Street	Sykesville
71	CARR-1207	Martin Gross H Cottage - Springfield	2nd Street	Sykesville
72	CARR-1237	Horse Barn - Springfield	4th Street	Sykesville
73	CARR-1241	Milking Room - Springfield	4th Street	Sykesville
74	CARR-1257	Dairy Buildings - Springfield	4th Street	Sykesville
75	CARR-1250	Small Silo - Springfield	1st Street	Sykesville
76	CARR-33	Hoods Mill	Hoods Mill Road	Sykesville
77	CARR-1336	Seal House	149 Hoods Mill Road	Sykesville
78	CARR-1337	Schaltz House	221 Hoods Mill Road	Sykesville
79	CARR-1016	Flohrville Union Chapel (Flohrville U.M. Church)	6620 Church Street	Sykesville
80	CARR-268	Fairhaven Farm, site (Frank Beasman House)	7200 Third Avenue (Obrecht Road)	Sykesville
81	CARR-337	Mill Rod (Elias Brown Mill)	Slacks Road	Sykesville
82	CARR-653	Moses Brown House (Harvest Farm)	6736 Ridge Road	Sykesville
83	CARR-1294	Bloomfield (McDonald Farm)	402 Obrecht Road	Sykesville
84	CARR-962	J. Thomas Harris House, site (No Documentation on File)	Martz Road	Sykesville
85	CARR-1011	White Rock Church	White Rock Road	Sykesville
86	CARR-168	Wesley-Freedom U.M. Church (Freedom Methodist Church)	Liberty Road (MD 26)	Sykesville
87	CARR-167	Wesley Chapel Methodist Episcopal Church	Liberty Road (MD 26)	Sykesville
88	CARR-616	Thomas Property (Double House)	808 Martz Road & Freedom Avenue	Eldersburg
89	CARR-1382	Wadlow Store & Dwelling	707 E. Old Liberty Road (MD 850)	Sykesville
90	CARR-1012	Johnsville M.E. Church (Johnsville U.M. Church)	Johnsville Road	Sykesville
91	CARR-1013	Harmony Grove M.P. Church	Klees Mill Road	Sykesville
92	CARR-1014	Bethesda M.E. Church (Bethesda U.M. Church)	328 N. Klees Mill Road	Sykesville
93	CARR-46	Amon Shipley Farm, ruin (Gist Farm, Stull Farm)	Cherry Tree Lane	Sykesville

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94	CARR-42	Bellinger Farm, site (Bellinger Log House, Gorsuch Property)	4430 London Bridge Road	Sykesville
95	CARR-618	Lee Farm	2421 Liberty Road (MD 26)	Eldersburg
96	CARR-91	Branton Manor	2819 Old Liberty Road	Sykesville
97	CARR-1017	New Oakland M.E. Church, South (Oakland U.M. Church)	5901 Mineral Hill Road	Sykesville
98	CARR-1018	Oakland M.E. Church (Old Oakland Methodist Church)	Oakland Road & Mineral Hill Road	Sykesville
99	CARR-30	Oakland Mills (Oakland, Melville Woolen Company)	Oakland Road	Sykesville
100	CARR-1019	Strawbridge Home for Boys	5703,05,&14 Strawbridge Terrace	Sykesville
101	CARR-1094	Gaither M.E. Mission (Gaither's U.M. Church)	7701 Gaither Road	Sykesville
102	CARR-269	Springfield Presbyterian Church	7300 Spout Hill Road	Sykesville
103	CARR-265	Sykesville Train Depot (B&O Railroad Station)	7618 Main Street (MD 851)	Sykesville
104	CARR-267	St. Joseph's Catholic Church	Sandosky Road	Sykesville
105	CARR-161	St. Paul's Methodist Church (Norwood Avenue Methodist Episcopal Church)	7538 Main Street	Sykesville
106	CARR-237	Raincliffe Venture Manor	Raincliffe Road	Sykesville
107	CARR-236A	Paris Barn (Raincliffe Venture Barn #2, Mt. Merino Farm)	Raincliffe Road	Sykesville
108	CARR-236	Paris House, site (Raincliffe Venture, Mt. Merino Farm)	Raincliffe Road	Sykesville
109	CARR-1339	William P. Gorsuch, Sr. Farm (Cauthorn Farm)	1481 Arrington Road (Gorsuch Switch Road)	Sykesville
110	CARR-239	Fenwick House	Arrington Road	Marriottsville
111	CARR-238	Zepp-Jaeger Farm (R. Ranum House & Barn)	Arrington Road	Marriottsville
112	CARR-240	Flynn House (Tivis Adventure, Edwards Adventure, Hammond House)	Marriottsville Road	Marriottsville
113	CARR-241	Marriottsville Road Bridge	Marriottsville Road	Marriottsville
114	CARR-1024	Sykesville Historic District		Sykesville
115	CARR-1197	Springfield Hospital Center		Sykesville

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116	CARR-1491	William T. DeVries Farm (Edgewood)	800 Liberty Road (MD 26)	Sykesville
117	CARR-1451	William Hush House	6311 Oakland Mills Road	Sykesville
118	CARR-1399	John H. Barnes House	7600 College Avenue	Sykesville
119	CARR-1487	Sykesville Schoolhouse (Historic Sykesville Colored Schoolhouse)	524 Schoolhouse Road	Sykesville
120	CARR-1450	John Dorsey Farm	6271 Old Washington Road (MD 97)	Sykesville
121	CARR-1386	Horpel Farm Tenant House	101 Martz Road	Sykesville
122	CARR-1340	Walter M. Arrington Farm	Brangels Road	Marriottsville
123	CARR-266	McDonald & Company Store (Sykesville Warehouse)	7609 Main Street (MD 851)	Sykesville
124	CARR-31	Governor Brown Home, site	Slacks Road	Sykesville
125	CARR-1251	Staffhouse No. 14 - Springfield (North Gatehouse)	Sykesville Road (MD 32)	Sykesville
126	CARR-1652	Johnsville School (South Carroll Senior Center)	5745 Bartholow Road	Sykesville
127	CARR-1673	Bridge 0604900	Sykesville Road (MD 32) over Liberty Reservoir	Sykesville
128	CARR-1672	Bennett-Kelly Farm	5843 Oakland Road	Sykesville
129	CARR-1688	Oakland Road Tenant House, ruin	Oakland Road	Eldersburg
130	CARR-1687	Wachter Property	729 Klees Mill Road	Westminster
131	CARR-1689	Harden-Beasman Farm, ruin (Koller Farm)	Baskerville Drive	Eldersburg
132	CARR-32	Early Land Grant (Belt's Hills, 1723)		
133	CARR-1586	Elba Furnace	Between CSX RR Tracks & Patapsco River	Sykesville
134	CARR-1630		1271 Liberty Road (MD 26)	Sykesville
135	CARR-1631		1315 Liberty Road (MD 26)	Sykesville
136	CARR-1632		1542 Liberty Road (MD 26)	Sykesville
137	CARR-1633		1640 Liberty Road (MD 26)	Sykesville
138	CARR-1635		1702 Liberty Road (MD 26)	Sykesville
139	CARR-1634		1666 Liberty Road (MD 26)	Sykesville
140	CARR-1636		1712 Liberty Road (MD 26)	Sykesville
141	CARR-1637		1804 Liberty Road (MD 26)	Sykesville
142	CARR-1638		1918 Liberty Road (MD 26)	Sykesville
143	CARR-1639		2105 Liberty Road (MD 26)	Sykesville
144	CARR-1640		2300 Liberty Road (MD 26)	Sykesville
145	CARR-1641		2330 Liberty Road (MD 26)	Sykesville
146	CARR-1642		2414 Liberty Road (MD 26)	Sykesville

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147	CARR-1649	Zimmerman Warehouse (SHA Sykesville Maintenance Shop)	7625 Main Street	Sykesville
148	CARR-1651	Roscoe Fairchild House	7633 Maple Street	Sykesville
149	CARR-1650	Clarence Grimes House	7629 Maple Street	Sykesville
150	CARR-1659	Sykesville Middle School	7301 Springfield Avenue (MD 851)	Sykesville
151	CARR-1252	Staffhouse No. 15 - Springfield (South Gatehouse)	7283 Cooper Drive	Sykesville
152	CARR-1662	Patapsco State Park		Halethorpe/Catonsville/El licott City/Gwynn Oak

Appendix F: Educational Facilities Master Plan 2021 – 2025 Enrollment Projections

Existing Schools and Enrollment Data and Projections Freedom CPA								
School	Acres	# of Students: State-Rated Capacity	2015 Actual Enrollment (FTE)	Projected September Enrollment				
				2021	2022	2023	2024	2025
<u>Elementary</u>								
Carrolltowne	18.0	588	466 (79%)	415	426	439	456	471 (80%)
Eldersburg	30.0	570	477 (84 %)	435	448	460	477	494 (87%)
Freedom	9.6	525	458 (87 %)	415	426	439	456	471 (90 %)
Piney Ridge	13.9	571	595 (104 %)	559	576	592	614	635 (111%)
Linton Springs ⁶⁹	116.0	731	592(81%)	538	553	569	591	612 (84%)
Total	177.5	2,985	2,588(87%)	2,362	2,429	2,499	2,594	2,683(90%)
<u>Middle</u>								
Oklahoma Road	32.9	845	745 (88 %)	577	579	542	533	533(63 %)
Sykesville ⁷⁰	8.5	745	803 (108 %)	716	693	700	676	676(91%)
Total	41.4	1,590	1,548(97%)	1,293	1,272	1,242	1,209	1,209 (76%)
<u>High</u>								
Liberty	51.0	1,138	1,100(97%)	898	836	819	798	774 (68%)
Century ⁷¹	65.0	1,362	1,092(80%)	1,069	1,064	1,013	1,016	961 (71%)
Total	116.0	2,500	2,192(88%)	1,967	1,900	1,832	1,814	1,735 (69%)

Source: Carroll County Board of Education 2016-2025 Facilities Master Plan. The State Rated Capacity, actual enrollment, and projected enrollments for elementary schools are for K through 5. The capacities listed for middle schools are functional, including special education.

⁶⁹ The boundaries for Linton Springs Elementary are partially outside the Freedom CPA.

⁷⁰ The boundaries for Sykesville Middle are partially outside the Freedom CPA.

⁷¹ The boundaries for Century High are partially outside the Freedom CPA.

Appendix G: Commonly Used Acronyms

ADT – Average Daily Trips
BMC – Baltimore Metropolitan Council
BMP – Best Management Practices
BOCC – Board of County Commissioners
CCCFMP – Carroll County Educational Facilities Master Plan
CCPS – Carroll County Public Schools
CIP – Community Investment Program
CMP – Capacity Management Plan
CPA – Community Planning Area
DGA - Designated Growth Area
DLU – Designated Land Use
DNR – Department of Environmental Resources
ENR – Enhanced Nutrient Removal
FEMA – Federal Emergency Management Agency
FIRM – Flood Insurance Rate Map
GPD – Gallons Per Day
GIS – Geographic Information System
GAB – Growth Area Boundary
HCWHA – Heart of the Civil War Heritage Area
I&I – Inflow and Infiltration
LPPRP – Land Preservation Parks and Recreation Plan
MDE – Maryland Department of Environmental Resources
MES – Maryland Environmental Service
MGA – Municipal Growth Area
MGD – Million Gallons per Day
MHT – Maryland Historic Trust
MIHP – Maryland Inventory of Historic Properties
NMSC – National Main Street Center
NPDES – National Pollutant Discharge Elimination System
NRHP – National Register of Historic Places
PFA – Priority Funding Area
PUD – Planned Unit Development
RTE – Rare, Threatened and Endangered Species
SCA – Stream Corridor Assessment
SHA – State Highway Administration
SSA – Sewer Service Area
SSPRA – Sensitive Species Project Review Area
TDM – Transportation Demand Management
TMDL – Total Maximum Daily Load
USFWS – United States Fish and Wildlife Service
WRCC – Water Resource Coordination Council
WRE – Water Resources Element
WSA – Water Service Area
WWTP – Wastewater Treatment Plant



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