

***2018 Manchester Comprehensive Plan***  
*Maintaining Manchester's Small-Town Character & Appeal*



*Manchester Town Offices and Police Station*

# 2018 Manchester Comprehensive Plan

---

## ***TOWN OF MANCHESTER, MARYLAND***

### **PLANNING & ZONING COMMISSION**

Alex Perricone, Chair  
Larry Burbank, Vice Chair  
Dale Wilder, ex officio  
Robert Graham  
Henry Leskinen  
Scott Henderson, (Alternate)

#### ***Town Administrator***

Steven L. Miller

#### ***Town Clerk and Finance Director***

Kelly Baldwin

#### ***Commission Secretary and Zoning Administrator***

Michelle Wilder

---

#### **Town Planning Consultant**

James L. Schumacher  
DMAP, LLP

Cartography for *2018 Manchester Comprehensive Plan* provided by:  
Carroll County GIS

**THE TOWN OF MANCHESTER**  
**2018 MANCHESTER COMPREHENSIVE PLAN**  
**Resolution No. 01-2018**

**WHEREAS**, the Planning and Zoning Commission of The Town of Manchester in the course of exercising its planning function under MD CODE ANN., LAND USE ARTICLE, has arrived at an updated plan known as the 2018 Manchester Comprehensive Plan including all text, maps, charts and reference materials included therein, an attested copy of which signed by the Chairman of the Planning and Zoning Commission is attached hereto as Exhibit "A" (hereinafter referred to as the "Plan"); and

**WHEREAS**, the Plan has been circulated for sixty (60) day review, and a public hearing and information session have been held on May 15, 2018 on the Plan, in accordance with LAND USE ARTICLE, §3-203(b) and (c); and

**WHEREAS**, upon consideration of its deliberations on the Plan and all comments and observations relating thereto, the Manchester Planning and Zoning Commission has concluded that the adoption of this Plan by the Mayor and Town Council of the Town of Manchester will be in the best interests of the Town.

**NOW, THEREFORE, BE IT RESOLVED**, by the Planning and Zoning Commission of The Town of Manchester that:

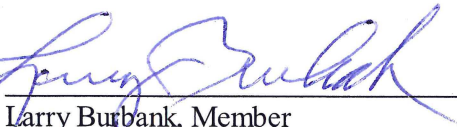
1. The Plan is approved and is hereby certified to the Manchester Town Council for adoption.
2. Recommendations and comments on the Plan received from each unit or jurisdiction have been attached hereto.
3. That the procedural and notification requirements of MD CODE ANN., LAND USE ARTICLE, §3-203 have been complied with.


**ADOPTED this 19<sup>th</sup> day of June, 2018.**

**PLANNING AND ZONING COMMISSION MEMBERS:**

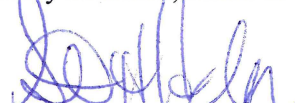
  
\_\_\_\_\_  
Alex Perricone, Chairperson

\_\_\_\_\_  
Robert Graham, Member

  
\_\_\_\_\_  
Larry Burbank, Member

  
\_\_\_\_\_  
Henry Leskinen, Member

  
\_\_\_\_\_  
Dale Wilder, Member

  
\_\_\_\_\_  
Scott Henderson, Alternate Member

**TOWN OF MANCHESTER**

**RESOLUTION NO. 04-2018**

**ADOPTION OF 2018 MANCHESTER COMPREHENSIVE PLAN**

**WHEREAS**, MD CODE ANN., LAND USE ARTICLE, §3-201 et seq. provides for the adoption and periodic revision of a Comprehensive Plan by municipalities in the State of Maryland; and

**WHEREAS**, the Town of Manchester Planning and Zoning Commission has studied and evaluated at length the Comprehensive Plan for the Town of Manchester and has advised certain amendments thereto and an update thereof in accordance with LAND USE ARTICLE, §3-203; and

**WHEREAS**, the Town of Manchester Planning and Zoning Commission held a public hearing on May 15, 2018 on the proposed 2018 Manchester Comprehensive Plan which was duly advertised; and

**WHEREAS**, by Resolution No. 01-2018, the Town of Manchester Planning and Zoning Commission submitted its final report recommending a revised and updated Comprehensive Plan known as the 2018 Manchester Comprehensive Plan (“the Comprehensive Plan”); and an attested copy of the Comprehensive Plan has been certified to the Mayor and Town Council for the Town of Manchester, a copy of which is attached hereto; and

**WHEREAS**, the Town of Manchester Planning and Zoning Commission has provided copies of those comments received by it as part of the review and public hearing process as mandated by the LAND USE ARTICLE, §3-203(d); and

**WHEREAS**, the Mayor and Town Council have duly advertised and conducted a public hearing on the proposed 2018 Manchester Comprehensive Plan on August 14, 2018 to consider further input relating to the proposed Comprehensive Plan pursuant to LAND USE ARTICLE, §3-204(c)(2); and

**WHEREAS**, the Mayor and Town Council have examined all elements of the Comprehensive Plan, the recommendations of the Planning and Zoning Commission, the recommendation of any jurisdictions providing comments on the Comprehensive Plan and the comments arising out of the review and public hearing process, and have determined after due consideration that the adoption of the 2018 Manchester Comprehensive Plan in the form attached hereto, shall be in the best interest of the Town of Manchester and will serve to promote the health, safety, and general welfare of the Town.

**NOW, THEREFORE, IN CONSIDERATION OF THE FOREGOING RECITALS, IT IS, BY THE TOWN COUNCIL OF THE TOWN OF MANCHESTER HEREBY RESOLVED**, pursuant to MD CODE ANN., LAND USE ARTICLE, §3-204(c) that the 2018 Manchester Comprehensive Plan in the form attached hereto is ADOPTED.

Introduced this 10<sup>th</sup> day of JULY, 2018.

ATTEST:

**TOWN OF MANCHESTER**

Kelly Baldwin  
KELLY BALDWIN, Director of Finance

By: Ryan Warner  
RYAN WARNER, Mayor

**RESOLVED** this 14<sup>th</sup> day of NOVEMBER, 2018.

Kelly Baldwin  
Kelly Baldwin, Director of Finance

Enacted this 14<sup>th</sup> day of AUGUST, 2018.

**TOWN OF MANCHESTER**

Kelly Baldwin  
KELLY BALDWIN, Director of Finance

By: [Signature]  
RYAN WARNER, Mayor

# 2018 Manchester Comprehensive Plan

---

<b><u>TABLE OF CONTENTS</u></b>	<b><u>PAGE</u></b>
<b>Chapter One - Comprehensive Plan Update Element _____</b> <i>Town Planning for Manchester's Future</i>	1
<b>Chapter Two - Visions and Goals Element _____</b> <i>Lead with What's Most Important</i>	10
<b>Chapter Three - Demographics and Housing Element _____</b> <i>Population Change and Trends Element</i>	19
<b>Chapter Four - Natural Resources and Sensitive Areas Element _____</b> <i>Land Forms and the Environment</i>	26
<b>Chapter Five - Planning Nodes Element _____</b> <i>Smaller Planning Areas with Special Characteristics</i>	38
<b>Chapter Six - Land Use Element _____</b> <i>Maintaining Manchester's Small-Town Character and Appeal</i>	43
<b>Chapter Seven - Municipal Growth Element _____</b> <i>Impact on Small-Town Vision and Public Services</i>	51
<b>Chapter Eight - Community Facilities Element _____</b> <i>Adequate Public Services and Facilities</i>	64
<b>Chapter Nine - Transportation Element _____</b> <i>Alternatives and Choices</i>	81
<b>Chapter Ten - Mineral Resources Element _____</b> <i>Underlying Geology</i>	87
<b>Chapter Eleven - Areas of Critical State Concern Element _____</b> <i>State Distinctive Planning Areas</i>	88

# 2018 Manchester Comprehensive Plan

---

<b>Chapter Twelve - Water Resources Element</b> _____	89
<i>A Coordinated Planning Approach</i>	

<b>Chapter Thirteen - Implementation &amp; Development Regulations Element</b> ____	92
<i>Actions to Achieve Planning Visions</i>	

## **List of Maps**

MAP 1 - LOCATION OF PLANNING AREA _____	5
MAP 2 - NATURAL RESOURCES _____	28
MAP 3 - PLANNING NODES _____	42
MAP 4 - LAND USE PLAN FOR CURRENT TOWN LIMITS _____	46
MAP 5 - FUTURE MUNICIPAL GROWTH AREA _____	52
MAP 6 - TOWN BOUNDARIES IN 1877 _____	54
MAP 7 - PUBLIC WATER SERVICE AREA _____	79
MAP 8 - PUBLIC SEWER SERVICE AREA _____	80
MAP 9 - MAJOR STREET PLAN _____	86
SB 236 - TIER MAP (Adopted 2012) _____	91
APPENDIX #1: COMPREHENSIVE PLAN COMPOSITE MAP 10 _____	101



# 2018 Manchester Comprehensive Plan

---

## CHAPTER ONE - Plan Update Element

### *Town Planning for Manchester's Future*

#### **Preface**

This chapter will convey the purpose of the comprehensive plan and the reasons why the Town of Manchester (town) is updating its plan at this time.

#### **Introduction**

What makes a community a secure and enjoyable place to live and work? Whether it's family activities, public safety, community living, volunteerism, green open spaces, recreation facilities, nearby shops and restaurants, employment opportunities, local attractions, or dependable public services, the ideals that make the Town of Manchester a community of choice are worth identifying, preserving, and protecting. This 2018 Town of Manchester Comprehensive Plan (plan) will help provide the foundation to save these community ideals, plan for future needs, and identify what actions will be necessary to achieve planning goals.

The comprehensive plan is a collection of goals, objectives, policies, and recommendations that guide the growth and development of the Town of Manchester. The plan includes text and maps, and advances a coordinated, orderly, efficient, and harmonious use of land. It sets forth the importance of planning for the future and securing the essential public facilities necessary to serve the community.

Listed below are planning topics that will be covered in this chapter:

- Comprehensive Plan Components
- Why Update the Plan?
- Factors that Direct the Plan Update
- Size and Location of the Planning Area
- Town History
- History of Local Planning
- Opportunities and Challenges
- Plan Review and Approval Process

#### **Comprehensive Plan Components**

Planning often begins with the formation of a central vision statement. Stated simply, this plan's central vision is a strong desire to *maintain Manchester's small-town character and appeal*. All of the plan's goals and objectives will strive to achieve this vision, as well as to guard and protect the characteristics, scenic beauty, history, and attributes that make Manchester a place where people want to live and work.

The plan includes 13 planning elements (i.e. chapters) that address major planning themes. Most of these elements are required by the Maryland Land Use Article. Plan elements include: Plan Update, Visions/Goals, Demographics and Housing, Natural

# 2018 Manchester Comprehensive Plan

---

Resources/Sensitive Areas, Planning Nodes, Land Use, Municipal Growth, Community Facilities, Transportation, Mineral Resources, Areas of Critical State Concern, Water Resources, and Implementation/Development Regulations.

Each chapter will highlight a vision statement pertinent to the specific planning element covered by that chapter. To help ensure that vision statements and goals are addressed, precise objectives will be recommended for action.

The plan also provides guidance for the town's implementing measures including zoning, subdivision regulations, development review procedures, and the construction of public works projects. Recommendations in the plan will guide how funds are appropriated for capital improvements and infrastructure by municipal, county, and state governments in order to accomplish the visions and goals of the plan.

## **Why Update the Plan?**

The 2008 Manchester Comprehensive Plan was adopted ten years ago. New development, increased population, traffic concerns, downtown business area planning, resource protection, and other new planning issues have arisen which should be addressed in this new plan.

It is good planning practice to update a plan in order to determine what level of public services and facilities are needed to serve the public. For example, Manchester's wastewater treatment plant is limited regarding how much wastewater may be processed, which in turn determines how much growth and additional population can be served. This, along with other issues, requires periodic review, analysis, and update.

The Maryland Land Use Article (of the Annotated Code of Maryland) mandates how local jurisdictions prepare, adopt, and implement a comprehensive plan. In addition, local development projects and capital programs must be consistent with the adopted plan. In 2013, HB 409 amended the Land Use Article to require that a comprehensive plan be updated at least every ten years.

The Land Use Article, Section 3-101, states:

"A planning commission shall prepare a plan by carefully and comprehensively surveying and studying: the present conditions and projections of future growth of the local jurisdiction; and the relation of the local jurisdiction with neighboring jurisdictions."

The law requires that the plan serve as a guide to public and private actions and decisions regarding growth in the town. For areas outside the corporate limits of Manchester, the plan can also provide for coordination relative to: transportation needs, public safety, conservation of natural resources, preservation of agricultural lands, and the provision for adequate public facilities.

# 2018 Manchester Comprehensive Plan

---

Several new planning laws have been adopted since the previous plan was approved in 2008. These are addressed, as applicable, in this plan update, including, but not limited to:

- 2009 HB 295 (new annual report measures)
- 2010 Sustainable Communities Act
- 2012 HB 236 (septic law)
- 2013 HB 409 (plan review cycle)
- 2015 HB 919 (local legislative body plan adoption)

Several portions of the 2008 plan are still relevant and are re-incorporated into this plan update. This plan update has been prepared in accordance with all applicable state planning laws and applicable regulations.

## **Factors that Direct the Plan Update**

To update the plan and develop new planning vision statements, the following questions and planning considerations were reviewed:

1. What population growth objectives will be consistent with the town's vision to keep its small-town character and appeal?
2. Review population estimates not only for the 10-year planning period, but also for the ultimate "build-out" of all land use designations within the existing town limits, as well as those located in any planned municipal growth area.
3. The population cap recommended in the 2008 plan was 5,000 inhabitants. This cap has already been exceeded.
4. Maintaining a small-town atmosphere must be evaluated in light of the fact that Manchester is a designated growth area on the 2014 Carroll County Master Plan. How will these two seemingly contradicting themes be treated in the Plan?
5. Where new growth and development is planned (i.e. on vacant or annexed land), will existing development standards be adequate to promote small-town planning design concepts and goals?
6. Based on the anticipated population growth, consider what additional recreational programs are needed, including equipment, ball fields, playgrounds, trails, sports facilities, and open spaces.
7. Although there is no library branch or senior center within the town, the Northeast Library Branch and the nearest senior center are both located just beyond the town limits. Is this sufficient for the next 10 years?
8. The permanent preservation of agricultural land by Carroll County in the greater surrounding environs of the town is serving to enhance Manchester's historic identity and

# 2018 Manchester Comprehensive Plan

---

scenic location, sitting astride the junction of three high ridges in the northeastern portion of Carroll County. How can we continue to support the future preservation of prime agricultural land?

9. The long awaited construction of relocated Maryland Rt. 30 around Hampstead (Hampstead bypass), has been completed. How will the town facilitate the next phase of the relocated Maryland Rt. 30 by the Maryland Department of Transportation around Manchester (Manchester bypass)?

10. The town is an historic area. The Main Street corridor has many historic and architecturally significant buildings. How can these structures be preserved? What efforts can be supported to promote the Manchester history museum?

11. How can businesses, shops, and restaurants on Main Street be promoted? What can be done to encourage residents and shoppers to visit the historic downtown area? Despite Main Street being zoned business, much of the square footage is not used commercially.

### **Size and Location of the Planning Area**

The Town of Manchester is located in the northeast portion of Carroll County, where Maryland Route 27 and Maryland Route 30 intersect (see **MAP 1 - LOCATION**). Route 30 runs through the center of town and serves as the primary commercial corridor for local businesses, shops, and restaurants. This corridor also functions as a major commuter route between the Baltimore area and south central Pennsylvania.

The town planning area has two primary parts: the current corporate limits, and a proposed municipal growth area. The acreage of each area is shown in the following chart. Planning for each area is detailed in the Land Use Element (current) and the Municipal Growth Element (proposed).

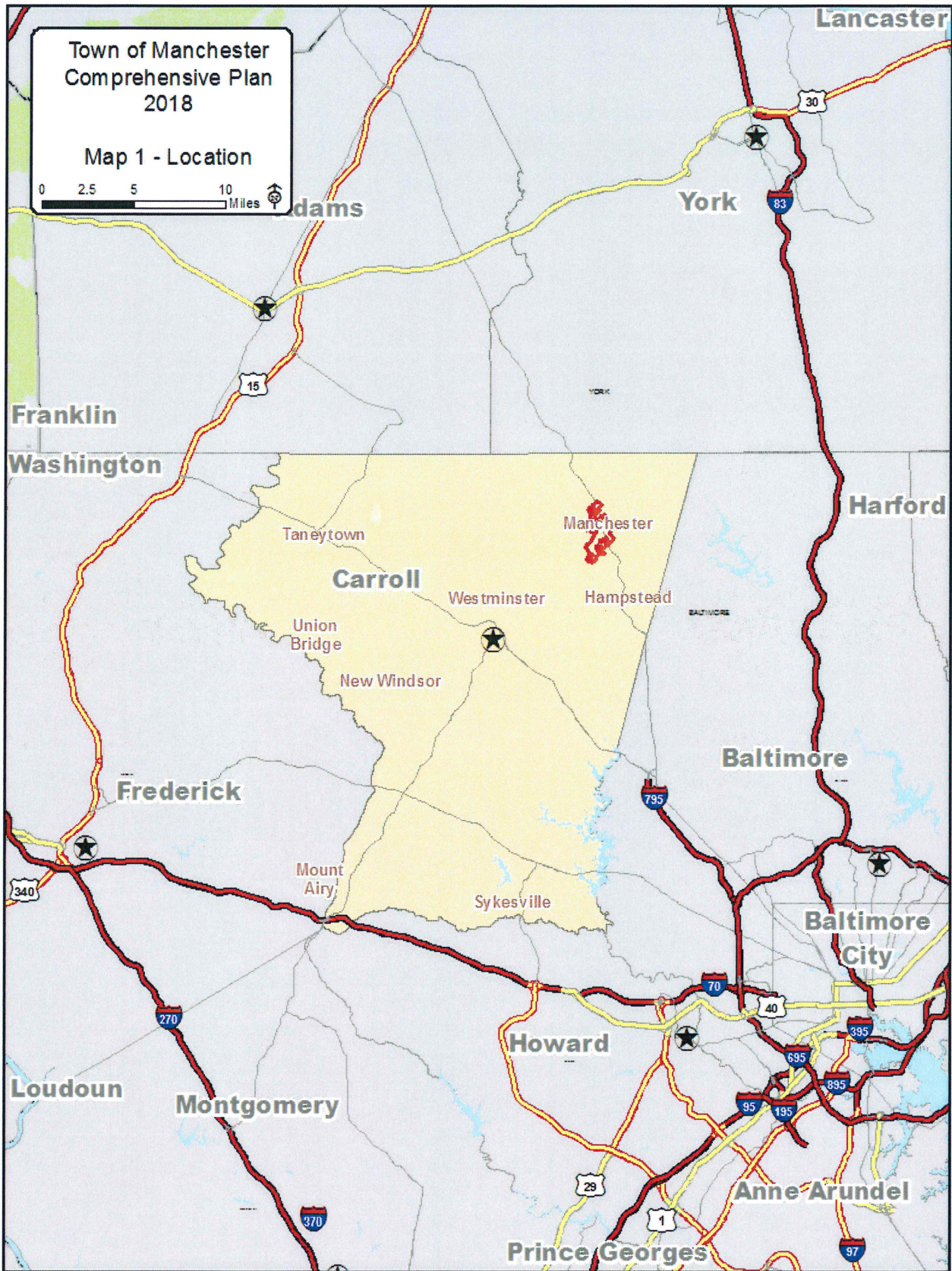
<b>Area</b>	<b>Acres</b>	<b>Percent Total</b>
Current Town Limits	1,493	80%
Municipal Growth Area	382	20%
<b>TOTALS</b>	<b>1875</b>	<b>100%</b>

The table below indicates Manchester’s location in relation to other places in the region.

### **DISTANCE FROM MANCHESTER**

<u>City</u>	<u>Miles</u>	<u>City</u>	<u>Miles</u>
Hampstead, MD	2	Westminster, MD	9
Hanover, PA	10	Owings Mills, MD	20
Baltimore, MD	30	Hunt Valley, MD	20
Washington, D.C.	62	York, PA	26

# 2018 Manchester Comprehensive Plan



# 2018 Manchester Comprehensive Plan

---

## **Town History**

The Town of Manchester has grown up around the intersection of what were once two important Indian trails. Robert Owings, deputy surveyor of Maryland, laid out the first public road in what is now Carroll County along one of these trails in 1737. The road, which was originally called the Conewago Road, came to be known as Hanover Pike. Until around 1750, about 70 Susquehannock Indians lived within a mile of Manchester.

The first land grant in this section was apparently located at the intersection of the present Lineboro Road and Hanover Pike. It was known as “Steven’s Hope” and probably was the location of the first home to be built in the area. Additional early land grants were issued, but the first one within the present confines of town was laid out by the Elders of Zion Church in 1758 and designated “German Church.”

On March 5, 1765, a tract of 67 acres of land adjacent to “German Church” was surveyed and patented to Captain Richard Richards in a grant known as “New Market.” On this tract he laid out the town, naming it Manchester after a city in England. Although Richards and a few of the early settlers were English, most of the people who moved into the area were of German heritage, many migrating from nearby York County in Pennsylvania. In fact, from the middle 18<sup>th</sup> century until nearly the beginning of the 20<sup>th</sup> century, the primary language of the townspeople was German or Pennsylvania Dutch.

The Town of Manchester was incorporated in 1834. Originally part of Baltimore County, Manchester became part of Carroll County upon its creation on January 19, 1837.

The town has historically been linked to farming. Nearly all of the settlers in the early 19<sup>th</sup> century were farmers. That began to change somewhat when the Hanover Pike developed as a major artery for trade between Baltimore and Hanover. Large Conestoga wagons and coaches traveled through town from both directions, trading goods and creating the demand for some stores, taverns, and inns. By the middle of the 19<sup>th</sup> century, a few small manufacturing firms were established. The railroad never came directly into Manchester, but one line ran within two miles of town, at Millers Station.

At one time Manchester had two fine educational institutions. The Manchester Academy, founded in 1831, and Irving College, founded in 1858, attracted students from several states. However, dissension resulting from the Civil War closed the Manchester Academy, and seriously weakened Irving College, which survived until 1893.

During the Civil War, Manchester received fame as the base from which the Union Army VI Corps, under General John Sedgwick, made its march to Gettysburg to play a decisive part in the great battle on July 1, 1863.

Manchester was an important cigar manufacturing town with about 400 employees in seven factories. Trump’s Tin Shop, Manchester Foundry and Machine Works, coach making, mining, canneries, and sewing factories were all early industries of the area. In addition, Manchester was a lively summer tourist trade spot in the latter half of the 19<sup>th</sup>

## 2018 Manchester Comprehensive Plan

---

century. A number of civic clubs and service organizations began to appear. Perhaps most important was the Manchester Fire Engine and Hook and Ladder Co. No. 1, which was organized in 1885, and dedicated its first building at the present location on September 2, 1899.

The 20<sup>th</sup> century brought changes in technology, with automobiles causing the greatest revolution in the life of this rural community. Transportation improvements allowed people to live in Manchester and work elsewhere. The completion of the Northwest Expressway (I-795) in 1986 has had a major impact in that regard. The current capacity of the Hanover Pike is reaching its limits during the morning and evening rush hours. The need is evident to provide for additional improvements which would separate through traffic from local traffic on the old Conewago Road.

### **History of Local Comprehensive Planning**

The Carroll County Planning and Zoning Commission was formed in 1959. By 1962 the county had adopted a Major Highway Plan. In 1963 subdivision regulations for the unincorporated areas were adopted. By 1964, the county had developed and adopted a county-wide comprehensive plan. Since 1977, the county has updated the comprehensive plan with comprehensive community plans for the municipalities and environs.

The Manchester Planning and Zoning Commission was formed in 1968. The Major Street Plan for the Manchester planning area was originally adopted in 1968, and the town has had subdivision regulations since that time. An Interim Zoning Ordinance, adopted by Manchester in 1970, was replaced by a comprehensive Zoning Ordinance in 1976, in conjunction with the adoption of the town's first comprehensive plan in 1976. The town's comprehensive plan was subsequently amended in 1979, 1991, and 1997, and 2008.

### **Opportunities and Challenges**

In the years since the Town of Manchester adopted its first comprehensive plan in 1976, the area has seen numerous changes and steady growth. In the process of developing and revising this plan, the following community assets or challenges were considered in order to move confidently and purposefully toward the future.

**Location.** Manchester's geographic location relative to the Baltimore-Washington metropolitan area to the south, and the Hanover-York-Harrisburg area to the north (see **MAP 1**) makes Manchester readily accessible to major markets and vice versa.

**People.** The area has a mix of friendly, industrious people – old and young, long-time residents and newcomers – whose skills and community interest will shape the future of the Manchester area.

**Small-Town Rural Atmosphere.** Manchester is an historic town which exhibits the pride found in a close-knit rural community. It offers residents a clean, relatively crime-free place to live. There is a strong desire to perpetuate these attributes.

## 2018 Manchester Comprehensive Plan

---

**Natural Beauty.** Sitting high atop Parr's Ridge, the area's natural beauty gives inhabitants of Manchester a visually pleasing environment in which to live, work, and play. The county's highest elevations are in the Manchester area. From them, one is able to view with appreciation the agricultural environs that form the setting of "town and country," which contribute to the small-town rural atmosphere. Retaining these rural agricultural environs and protecting the areas beyond is vitally important to the future well-being of the Manchester community.

**Expansion of Services.** Services and facilities provided by state, county, and local jurisdictions (schools, water, sewer, police, fire, roads, etc.), in order to be properly maintained and expanded to meet the needs of a growing community, must be adequately funded. Funding and financial limitations are realities which must be recognized in developing, revising, and implementing a comprehensive plan.

**Broaden Tax Base.** To meet the needs of providing expanded services and facilities, and to equitably spread out the burden of paying for them, the tax base must expand with enterprise that offers good paying jobs and contributes both to the property tax base, and the "piggy-back" income tax base. The primary economic development vision of this plan is to increase commercial activity and the number of businesses on Main Street.

**Job Opportunities.** In addition to broadening the tax base, new business enterprises provide new job opportunities for area residents. Attracting enterprise particularly suited to Manchester is recognized as an important challenge and objective of this plan.

**Protecting the Environment.** Environmental protection and enhancement are vital to the future of the community. Sensitive areas should be identified and protected. Existing and future sources of potable water must be constantly protected by everyone in the community.

**Bypass.** Current and projected increases in traffic flow and development make the construction of a bypass (Maryland Route 30 relocated), as well as alternative transportation modes, are essential to routing through traffic around Manchester and allowing Main Street to function as a main street. This is particularly critical now since the Hampstead bypass has been completed.

**Town-County Coordination.** Manchester and Carroll County should continue our long tradition of good planning practices through communication, coordination, and mutual understanding. The Town-County Agreement is a foundation on which to continue building these essential connections.

**Aesthetics.** Anything that improves the appearance of the town and its environs is of great benefit to the community.



## 2018 Manchester Comprehensive Plan

---

**Topography.** Careful handling of the “lay of the land” during development construction will aid in protecting the environment, promoting aesthetics, and may help reduce public and private costs.

**Community.** As new residents locate to the Manchester area it will be of continual importance to maintain a sense of community among long-time residents and newcomers, working to make the community as cohesive as possible.

**Historic Resources.** The historic structures and sites in the Manchester area provide the old town character and atmosphere that is an invaluable asset on which to build and improve. Education and promotion of Manchester's heritage will help to retain what is valuable to the community. Manchester is an important part of the *Heart of the Civil War Heritage Area*, and received a Maryland Historical Trust grant to help enlarge and modernize the town's history museum (located on York Street).

### **Plan Review and Approval Process**

During the review process, planning commission workshops were held in the town office building and were open to the public. The final draft plan was available for public review at the town office building, the local library, and online at [www.manchestermd.gov](http://www.manchestermd.gov).

The Manchester Planning Commission distributed the draft plan to Maryland (state) and Carroll County (county) agencies for their review comment. The commission held a public hearing on the draft plan in order for the public to examine the draft text and maps, ask questions, submit comments, and request changes. All public comments were considered and carefully reviewed for appropriate action.

## **CHAPTER TWO - Visions and Goals Element**

*Lead with what's Most Important*

### **Preface**

This chapter includes vision statements and goals that will guide how this comprehensive plan will be realized. It is important to implement planning goals quickly and comprehensively in order for the town to maintain its small-town character and appeal.

### **Introduction**

One of the most basic elements of community planning is visioning. This all-important process provides participants an opportunity to imagine, plan, and describe a future-oriented concept that strengthens or maintains a strategic community value or objective. The result will be a series of vision statements, written in a challenging and meaningful format.

Vision statements offer clearly marked pathways so that the necessary steps will be taken to implement the comprehensive plan. The steps that need to be taken to fulfill each vision will be described in a series of planning goals. A goal has a certain destination and aim. Consider the "go" in goal to mean *moving forward with a purpose*.

A vision statement (with goals) has been prepared for each of the plan's major elements.

The planning process to develop the vision statements integrated many of the themes and strengths in the 2008 plan. Although written over a decade ago, the values and themes in the 2008 plan are vivid reminders of why the Town of Manchester is a desirable and safe place to live and work. This plan will feature "flashback" statements from the 2008 plan.

Vision statements will guide the planning and funding of needed public facilities and services recommended in this plan, and they will set planning policy, embrace systematic cost analyses, promote environmental protection, and recognize that natural resources may be limited due to cost, quantity, and availability.

The concept of planning nodes will be introduced in the plan. These are smaller geographical planning areas that are recommended for detailed study. This may involve saving community features, conserving architectural qualities, upgrading or creating new walking/hiking/biking routes, improving traffic circulation, and creating unique places in the downtown area for residents and shoppers to visit.

The following planning topics will be reviewed in this chapter:

- State of Maryland's 12 Visions
- Town of Manchester's Visions

# 2018 Manchester Comprehensive Plan

---

## STATE OF MARYLAND'S 12 VISIONS

Before identifying Town of Manchester visions, the 12 Visions for the State of Maryland (included in Land Use Article) will be listed. This plan will strengthen ties between state visions and town visions.

The following is taken directly from the Maryland Department of Planning's website:

*Maryland's Planning Visions law (2009) created 12 Visions which reflect more the State's ongoing aspiration to develop and implement sound growth and development policy. The visions address: quality of life and sustainability; public participation; growth areas; community design; infrastructure; transportation; housing; economic development; environmental protection; resource conservation; stewardship; and implementation approaches. See the descriptions of the Visions below.*

*Local jurisdictions are required to include the visions in the local comprehensive plan and implement them through zoning ordinances and regulations.*

- 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;*

# 2018 Manchester Comprehensive Plan

---

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 local, regional, state, & interstate levels to achieve these Visions.*

## **TOWN OF MANCHESTER VISIONS**

### **Vision #1 - Planning Process & Efficacy**

*Ensure that the plan is being implemented, monitored, and regularly discussed at public and community meetings. The development of a new comprehensive plan is a process, and not an end in itself. Citizens and community groups should have opportunities to comment on the plan's progress and effectiveness.*

**GOAL # 1 - Strategic Analysis.** Schedule time at quarterly planning commission meetings to provide strategic guidance, and discuss the status of the plan's implementation. This process will aid the commission in the preparation of the annual planning reports and the comprehensive 5-year implementation status reports, in accordance with state planning legislation.

**GOAL # 2 - Key Goals.** Choose and implement "key" goals selected from among all planning goals to spearhead implementation of the plan. The idea being that all goals are important, but key goals should be implemented first. Key goals, by their very nature, should "pull" the other planning goals along, making implementation of the plan more logical and cost effective. In addition, prompt action on the key goals will address planning concerns that need urgent consideration.

### **Vision #2 - Planning Nodes**

*Identify smaller geographical areas in town that have specific concerns or strengths that require a unique planning strategy and focus. These will be called "planning nodes."*

**GOAL #1 - Nodes.** When reviewing the planning elements, identify planning nodes to be spotlighted and mapped so that particular problems and/or opportunities will be addressed. For example, problems may be poor traffic circulation, no pedestrian sidewalks, or limited parking. An opportunity might be promoting the town's heritage or securing land for a future walking/biking trail.

# 2018 Manchester Comprehensive Plan

---

## **Vision #3 - Preserve the Small-Town Character of Manchester**

*Retain the small-town character and identity of Manchester by setting a population threshold consistent with the current .5MGA capacity of the Town of Manchester's WWTP, as approved in the land use plan and the future growth area element.*

**GOAL #1 - Population Threshold.** Set a reasonable population threshold consistent with the current capacity of the town's WWTP. The small-town character must be preserved. In like manner, land use patterns, new developments, parks, roads, walkways, commercial areas, and other planning features should exhibit the feel, look, and lifestyle of a small town; that is, a community that is free from major planning problems such as excessive congestion, incompatible land uses, insufficient open space/linear greenways, limited walkways, and higher crime rates. Limiting the town's growth is tied to Manchester's ability to provide needed public services such as drinking water, police protection, and recreational facilities.

### **\* FLASHBACK**

"Manchester is an historic Town which exhibits the pride found in a close-knit rural community and offers residents a clean, relatively crime-free place to live. There is a strong desire to perpetuate these attributes."

2008 Manchester  
Comprehensive Plan

## **Vision #4 - Natural Resources and Sensitive Areas Element**

*Identify, evaluate, and protect the scenic beauty, natural resources, and environmentally sensitive areas of Manchester; most notably areas planned for public use, conservation, or preservation, by establishing land use and development standards to protect these areas, or to mitigate the adverse effects of development on protected areas.*

**GOAL # 1 - Clean Water, Air and Land.** Develop written guidelines and other measures that protect the community's water, air, and land from the impact of future growth and development.

**GOAL # 2 - Mapping.** Prepare a comprehensive "nature map" identifying sensitive areas including streams, stream banks, critical wildlife habitat areas with endangered or threatened species, steep slopes, 100-year floodplains, well-head protection zones, conservation areas, public open spaces, nature parks, and natural resource areas, which shows recommended land use buffers and other protection measures.

**GOAL # 3 - Promotion.** Promote "quality-of-life" benefits for protecting natural resources and sensitive areas to residents, developers, business owners, and employers.

**GOAL # 4 - Storm Water Management.** Promote the design and creation of SWM "green" collection areas to capture and clean storm water before it enters streams and ground water systems. When possible, reduce or eliminate unnecessary impervious surfaces.

# 2018 Manchester Comprehensive Plan

---

**GOAL # 5 - Mitigation Measures.** When developing protection measures for sensitive areas, include alternatives for mitigation, when full protection is not possible.

**GOAL # 6 - Public Construction Projects.** Plan for and implement necessary steps to protect sensitive areas when designing and constructing public improvements and infrastructure projects.

## **Vision #5 - Land Use Element**

*Prepare an updated land use plan that is compatible with the planning visions in this plan and based on the availability of natural resources and public facilities, including adequate provision of public drinking water. The land use plan should generate an ultimate population equivalent to the population cap set forth in this plan.*

**GOAL # 1 - Land Use Plan and Map.** Provide appropriate land use designations for flexible residential housing alternatives/densities, commercial uses, small business areas, home occupations, historic/cultural areas, public lands, parks, open spaces, planned roadways, walking/hiking pathways, streams, greenways, and natural resource/conservation areas.

**GOAL # 2 - Small-Town Character.** Ensure that one of the primary purposes of the land use is to promote a coordinated built and natural environment that maintains the small-town character and feel of Manchester, directing growth and development away from sensitive areas. In order to do so, it may be necessary to establish development design guidelines or regulations.

**GOAL # 3 - Compatibility Between Land Uses.** Residential and commercial land uses should result in a built environment that is well-placed geographically, blending existing and planned developed areas so that they are compatible with each other. Include, where possible, land area for open space, road connections, walkways, recreational areas, green buffers, and other initiatives that shape a well-designed community.

**GOAL # 4 - Population Cap.** At build-out, the ultimate population must be adequately served by the current .5MGD capacity of the town's WWTP and other essential public services, resources, facilities, and infrastructure (including population in the future growth area). A capacity analysis should be completed annually to ensure that essential public services are available to serve the public and to determine if any physical, natural, quantitative, qualitative, or financial limitations exist that might impede the provision of these services.

### ***\* FLASHBACK***

"Sitting high atop Parr's Ridge, the area's natural beauty gives inhabitants of Manchester a visually pleasing environment in which to live, work and play. The County's highest elevations are in the Manchester area. From them, one is able to view with appreciation the agricultural environs that form the setting of "Town and country" which contribute to the small-town rural atmosphere. Retaining these rural agricultural environs and the areas beyond is vitally important to the future well-being of the Manchester community."

*2008 Manchester Comprehensive Plan*

# 2018 Manchester Comprehensive Plan

---

**GOAL # 5 - In-Fill Development.** Land use designations for vacant or underdeveloped "in-fill" areas should encourage unique development design and include open spaces, linear green areas (buffers), natural storm water cleaning/infiltration areas, and walking paths, as appropriate.

**GOAL # 6 - Land Preservation.** Land use designations for existing and planned open spaces, parks, and linear greenways should be protected through preservation, conservation, development regulations, and other methods for the benefit of all residents and neighborhoods.

**GOAL # 7 - Planning and Monitoring Process.** Provide for a planning process that routinely monitors development review plans and regulations, pursuant to these planning visions and goals.

## **Vision # 6 - Water Resources Element**

*Identify, secure, and provide adequate drinking water supplies, in keeping with the town's approved land use plan and population cap.*

**GOAL # 1 - Mapping.** Prepare a water resources map, showing the town's existing public water system components, including wells, well-head protection zones, springs, streams, hydro-geologic factors, soils, water treatment plants, distribution lines, pumps, storage tanks, fire suppression systems (hydrants), etc.

**GOAL # 2 - Water Demand Report.** Base the new land use plan, in part, on a water demand and capacity analysis report (water report). The water report should include an analysis for the municipal growth area, mindful of the town's desire to maintain its small-town character and feel. The water report must assess the ability of the town to secure needed water resources, given the considerable environmental, regulatory, legal, and financial difficulties and constraints. In addition, the water report should include an analysis on the town's wastewater point source loads at build-out. The town's wastewater treatment plant (WWTP) is limited in the amount of wastewater it can process and release. Therefore, the water report should be linked with the WWTP's capacity design and flows as permitted by MDE. Water demand should be evaluated based on 80% of metered water usage going to the WWTP for processing. In other words, the land use plan's water demand is tied to the WWTP's current design capacity of 500,000 gallons per day (GPD), and is restricted by point source loads and other MDE permit limitations (NPDES, BNR). Therefore, the town may not need to accommodate water demand above 625,000 GPD (not including reserves, leaks, non-metered sources, I&I, etc.).

**GOAL # 3 - Carroll County Coordination.** Coordinate a review and update, as needed, to the Manchester sections of the Carroll County Water Resources Element to reflect the changes recommended in this plan.

## 2018 Manchester Comprehensive Plan

---

**GOAL # 4 - Cost Analysis.** The implementation measures of this plan should establish a system for review and comment on the cost to design, secure, build, and/or upgrade needed water and wastewater programs, supplies, components, facilities, and infrastructure in accordance with this plan.

**GOAL # 5 - Water Resources Protection.** Recommend measures to monitor, protect, and guard all public water resources through appropriate design, regulations, and security measures, as necessary.

**GOAL # 6 - Growth Tiers.** Review the Town of Manchester approved growth tier map relative to the existing public water/sewer service, priority funding area, and future public water/sewer categories in the municipal growth area.

### **Vision # 7 - Community Facilities Element**

*Maintaining a well-planned and well-designed community is only half the battle. There must be a willingness to provide and maintain, through adequate funding, essential community services. But the provision of public services should be sustainable; in other words, services must be cost-efficient, use less energy, and be beneficial for the environment. Planning, timing, and funding decisions should first be considered pursuant to the comprehensive plan to ensure that the visions and goals are being faithfully pursued.*

**GOAL # 1 - Funding Programs.** Review and recommend funding program amounts and sources for capital projects to maintain an adequate level of public services and facilities through planning, monitoring, and analysis. Funding and financial limitations are realities which must be recognized when reviewing both the comprehensive plan and local development plans, to ensure that development and growth do not outpace essential levels of public services.

**GOAL # 2 - Volunteerism.** Maintain the fine tradition of volunteerism in Manchester. Volunteers make things happen. They are the reason why many town services are still operational and so successful. Organizations such as the Manchester Volunteer Fire Department/Emergency Medical Services, North Carroll Recreation Council, Lineboro/Manchester Lion's Club community swimming pool, Charlotte's Quest Nature Center, Manchester Area Merchants Association, and many others, are led and supported by volunteers. Suffice it to say the financial consequences to citizens drifting away from volunteer services and toward government paid systems would be costly.

**GOAL # 3 - Plan Compatibility.** Review all community facility and infrastructure projects, including those that are part of the development review process, to ensure their compatibility with the comprehensive plan and visions.



## 2018 Manchester Comprehensive Plan

---

**GOAL # 4 - Water and Wastewater.** Review the town's capital improvement program each year, and recommend capital project funding in keeping with the approved land use plan and population cap.

**GOAL # 5 - Parks/Recreation/Open Space.** Maintain and strengthen the social and health benefits of sports and recreational programs for seniors, residents, youth, and others. Increase the accessibility and use of publicly-owned open space, greenways, and parks, which give Manchester its small-town character and feel of openness, while providing opportunities for residents to enjoy the outdoors and meet their neighbors.

**GOAL # 6 - Police Protection.** Continue to provide a highly qualified police service through professionalism, integrity, and impartiality. Review, as often as necessary, what level of police protection is adequate as the town grows and develops. This review should include an analysis of police service levels relative to traffic enforcement, special events planning, economic/business growth, terrorism, disaster relief, and other considerations, in order to provide and maintain a protected and safe small-town community for residents.

**GOAL # 7 - Senior Citizens.** Based on the projected growth of the senior citizen segment of the county's population, the town should work with other organizations and local senior centers to help provide needed services and programs.

### **Vision # 8 - Municipal Growth Element**

*Of the many facets of comprehensive planning, perhaps the most fundamental is the plan's vision for future growth. Small-town planning, by its very nature, protects and maintains the small-town character and feel of the community. If and when development options are encouraged outside the current town limits through annexation, they should be compatible with small-town design guidelines and offer additional open spaces and greenways, which are so much appreciated in small-town living. Goals for future growth and development must also recognize the financial and natural resource limitations to providing adequate public services and facilities.*

**GOAL # 1 - Planning Coordination.** Review with Carroll County any area proposed to be included in a municipal growth area. Schedule face-to-face meetings to discuss relevant issues, including, but not limited to: annexation, transportation/traffic, land use, zoning, storm water management, financial factors, and the provision/cost of needed public services.

**GOAL # 2 - Future Land Use Plan.** Develop a future land use plan for the proposed municipal growth area that presently lies beyond the current municipal boundaries. When reviewing proposed land use designations, consider the population cap, open space needs, rate of population growth, availability of adequate public facilities (both now and in the future), infrastructure cost burdens to the public, annexation issues,

## 2018 Manchester Comprehensive Plan

---

impact to the environment, transportation connections (including roads, sidewalks, and greenways), and financial/tax advantages or disadvantages to the town.

**GOAL # 3 - Population Cap.** Determine desired population growth patterns and build-out scenarios to ensure that the population growth is consistent with the current .5MGD capacity of the town's WWTP. Land use capacity issues need to be framed within the limits of available infrastructure and resources needed to serve the public. Therefore, future municipal growth may be limited due to the following constraints: availability and capacity of existing water supplies, existing wastewater treatment plant capacity limits, geographic location of the town in the upper reaches of three major watersheds (Patapsco, Gun Powder Falls and Big Pipe Creek), TDMLs, financial realities of the cost to provide public facilities and services, and that this plan has as a priority goal to retain Manchester's small-town identity at build-out.

### **Vision # 9 - Transportation Element**

*Plan a variety of transportation modes and alternatives.*

**GOAL # 1 - Manchester Bypass.** Because the Manchester bypass must be sequenced behind the construction of the recently completed Hampstead bypass, it is imperative that construction of the Manchester bypass be reevaluated and programmed now. The town can ill afford to wait for a relocated MD Route 30, while Main Street is increasingly overwhelmed by traffic congestion and delays.

**GOAL # 2 - Local Modes.** Despite the serious need for the bypass, the town should advance new transportation concepts and alternatives, featuring small-town modes, to serve local residents and the downtown area. These modes include walking, biking, hiking, and driving.

**GOAL # 3 - Area Roadways.** Consider the feasibility of planning and constructing "mini" road improvements at certain locations that would promote the economic development of Main Street, and would improve, to some degree, the congestion of Main Street during critical use hours.

## **CHAPTER THREE - Demographics and Housing Element**

### *Population Change and Trends*

#### **Preface**

This chapter will describe the population characteristics of Manchester. A review of the number of current and projected residents is needed to determine how public facilities will be provided and financed. The quality, availability, and timing of needed public facilities is an important aspect of comprehensive planning.

#### **Introduction**

The Town of Manchester grew and developed in the center of a prosperous agrarian community in the 19th century. Most of the town's principal structures and homes were built between 1800 and 1860, when the town reached a population of 640 persons. The older sections of town still look very much as they did around the time of the Civil War.

The town grew to 5,370 residents by the year 2016. The review of population and housing information provides a starting point for land use planning and municipal growth strategies. In this chapter, the following basic demographic characteristics will be reviewed.

- Population Change and Trends
- Historical Perspective on Population and Housing
- 2010 Demographic Data
- Population by Age Groupings
- Population by Industry Type
- Population by Sex and Race
- Percentage Increase in Population by Jurisdiction
- Future Population Estimates

#### **Population Change and Trends**

The town added only three people to its population from 1860 to 1930. But this slow period of growth was temporary. For the period from 1930 to 2010, the town's added 4,165 persons, for an average annual percentage growth rate of 8.1%.

The fastest rate of population growth happened from 1980 to 1990. The town's population grew by 53.6% in that decade, at a rate of 5.36% annually. This was the fastest rate of growth for any decade to date, adding 980 persons.

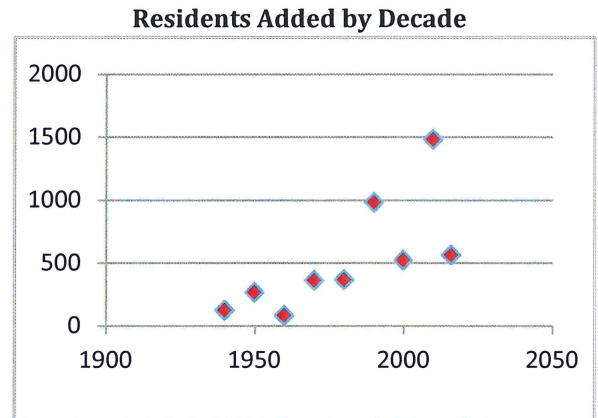
Manchester's 2016 estimated population is 5,370. The chart below lists population change by decade from 1930 to 2016.

## 2018 Manchester Comprehensive Plan

**TABLE 3A - Town of Manchester Population**

YEAR	Population	Percent Change	Residents Added
1930	643		
1940	763	18.7%	120
1950	1027	34.6%	264
1960	1108	7.9%	81
1970	1466	32.3%	358
1980	1830	24.8%	364
1990	2810	53.6%	980
2000	3329	18.5%	519
2010	4808	44.4%	1479
2016	5370	11.7%	562

Source: U.S. Census  
 Source (2016): Carroll County Bureau of Planning. Population Estimates by Election District and Municipality. March 2018. [ccgovernment.carr.org](http://ccgovernment.carr.org)



Studying population trends and percentage changes will determine the need and timing for critical public services, facilities, and infrastructure, including drinking water, police protection, firefighting, emergency medical services, and roads. Population projections will be discussed further in the Municipal Growth Element. In order to fulfill the vision to keep Manchester's small-town character and quality, conditions on population growth and future annexations will have to be addressed.

### **Historical Perspective on Housing and Population**

The housing stock is varied, but single-family dwellings predominate. Most of the oldest homes are found along Main Street. A number could use some repair, but several have been improved since 1991, and especially since the recent improvements made to Main Street by the State Highway Administration. Collectively, these older buildings represent the historic fabric of Manchester, and many of these old structures date back into the 19<sup>th</sup> century.

Many of the buildings on the older lots along historic Main Street (Maryland Route 30) house a small business in the front or downstairs, and a residence in the back or upstairs. Because most of the buildings on Main Street are set at the front property line, there are relatively deep rear yards which extend to the paralleling Long Lane and Maiden Lane. Many of these rear yards are nicely landscaped, and are real assets to historic Manchester.

Starting a revitalization program for the Main Street area and many of the historic structures, would certainly be an asset to the community. There are approximately 303 historic resources that contribute to the downtown historic area. Other towns in Carroll County have sought out and received grants to assist financially with revitalization efforts. Also, new private investment in downtown related improvements is essential to Main Street's economic vitality. Funding may be available for residential facade improvements

## 2018 Manchester Comprehensive Plan

---

through the Maryland Department of Housing and Community Development's (DHCD) Community Legacy program.

Housing along York Street and Park Avenue are good examples of early to middle 20<sup>th</sup> century structures. Many of these dwellings and neighborhoods should be preserved and revitalized (facades, sidewalks, signage, and infrastructure, where necessary). These neighborhoods are part of the town's Sustainable Community Area, a State of Maryland designation, which provides funding and other incentives for revitalization and sustainability programs.

With a few exceptions, much of the remainder of the community housing stock is comprised of more recent vintage, single-family, suburban houses reflecting the time frame (decade) in which they were built, including 55+ retirement communities.

### **2010 Demographic Data**

The 2010 Census reported Manchester having 1,269 family households, with an average family size (AFS) of 3.26. A family is defined as "a group of two or more people who reside together, and who are related by birth, marriage or adoption." Family types in 2010 included:

**Husband-Wife:** 1,047 (512 had no children present under 18)

**Female Householder (no spouse present):** 143 (57 had no children present under 18)

**Male Householder (no spouse present):** 79 (36 had no children present under 18)

**TOTAL Families:** 1,269

The 2010 Census also reported information on the number of nonfamily households in town (occupants not related). A nonfamily household is defined as "all the people who occupy a housing unit as their usual place of residence." Nonfamily households in 2010 totaled 363. Those households with a householder living alone totaled 299.

All households totaled 1,632, with an average of 2.88 persons per unit.

## 2018 Manchester Comprehensive Plan

---

**TABLE 3B - Town of Manchester Housing**

Housing Characteristics	2010	% of Total Households
Total household units	1632	100.0%
Vacant housing units	81	4.7%
Family households	1269	74.1%
Nonfamily households	363	21.2%
Average family size	3.26	
Average household size	*2.88	
Owner occupied units	1323	
Renter occupied units	309	
Median household income (all units)	\$92,841	

Source: U.S. Census 2010

\*Source (2.88 Average Household Size: Maryland State Data Center. Town of Manchester General Profile (1). Persons by Race, Age, and Sex; Urban and Rural. [planning.maryland.gov](http://planning.maryland.gov)).

In 2015, the household median income was \$92,841. Approximately 3.7% of Manchester households were in poverty. Two percent of residents did not have health insurance. Additional data for the year 2015 is shown below ([factfinder.census.gov](http://factfinder.census.gov)).

- male median income: \$47,702
- female median income: \$29,077
- median housing value: \$290,000.
- veterans: 355
- number of companies in town: 381 (Source: U.S. Census. 2012 Survey Business Owners and Company Summary (<https://census.gov/programs-surveys/sbo.html?intcmp=serp>))

### **Population by Age Groupings**

The number of children under five years of age (pre-school) increased by 149 persons, from 232 in the year 2000 to 381 in the year 2010. This age group comprised 6% of the total town population in 2000 and 8% in 2010.

Persons from age five to 19 (school age) increased by 280 persons, from 785 persons in the year 2000 to 1065 persons in the year 2010. This age group decreased as a percentage of the total town population by 2%, down from 24% in 2000 to 22% in 2010.

The working-age people group, from 20 to 64 years of age, totaled 1,919 persons in the year 2000 and 2,865 persons in the year 2010. This group increased as a percentage of the total population by 2%, from 58% to 60%, for the years 2000 and 2010.

Persons 65 years-of-age and older totaled 393 in the year 2000 and 497 in the year 2010, an increase of 104 persons. This age group decreased as a percentage of the town's population by 2%, from 12 % in the year 2000 to 10% in the year 2010.

## 2018 Manchester Comprehensive Plan

**TABLE 3C - Manchester Population by Age Groups**

Age Groups	2000 Number	2010 Number	Change in Number	% Total Population 2000	% Total Population 2010
Under 5 years	232	381	149	7%	8%
5 to 19 years	785	1065	280	24%	22%
20 to 64 years	1919	2865	946	57%	60%
65 years and over	393	497	104	12%	10%
<b>TOTAL</b>	<b>3329</b>	<b>4808</b>	<b>1479</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census 2010. Maryland State Data Center. Town of Manchester General Profile (1): Persons by Race, Age, and Sex; Urban and Rural. 2011. [planning.maryland.gov](http://planning.maryland.gov)

### **Population by Industry and Class of Worker**

The make-up of the Manchester work force has changed over time, as reported by the U.S. Census. The census for 2000 and 2010 reported on Manchester's population by type of worker classification (see **TABLE 3D**). The town's total work force increased from 1,765 in the year 2000 to 2,464 in the year 2010.

Some worker categories changed more significantly in relation to the percentage of total workers. The categories of education, health services, retail trade, professional, administrative, and waste management all increased as a percentage of the total worker population by at least 3%.

On the other hand, construction, manufacturing, arts, food services, and information categories all decreased as a percentage of the total worker population by at least 3%.

**TABLE 3D - Population by Industry Type (Historical Perspective)**

<b><u>Industry Type</u></b>	<b><u>Year 2000</u></b>		<b><u>Year 2010</u></b>	
	<b><u>No.</u></b>	<b><u>Percent</u></b>	<b><u>No.</u></b>	<b><u>Percent</u></b>
Education, health and social services	308	17.5 %	520	21.1%
Retail trade	239	13.5 %	420	17.0%
Construction	234	13.3 %	182	7.7%
Manufacturing	231	13.1 %	158	6.4%
Public Administration	146	8.3 %	184	7.5%
Arts, entertainment, recreation, accommodation and food services	121	6.9 %	59	2.4%
Professional, scientific, management, administrative, and waste management	116	6.6 %	315	12.8%
Finance, insurance, real estate, rental, and leasing	94	5.3 %	169	6.9%
Information	79	4.5 %	37	1.5%
Other services	76	4.3 %	193	7.8%
Transportation, warehousing, and utilities	70	4.0 %	136	5.5%

## 2018 Manchester Comprehensive Plan

---

Wholesale trade	48	2.7 %	91	3.7%
Agriculture, forestry, fishing, hunting, and mining	<u>3</u>	<u>0.2 %</u>	<u>0</u>	<u>0 %</u>
<b>TOTAL</b>	1,765	100 %	2,464	100%

Source: U.S. Census

### **Population by Sex and Race**

There has been no change in the percentage of men and women as a total of the town's population from the year 2000 to 2010. Men remain at 48.9% and women at 51.1 %. The chart below also describes the number of individuals in all races as a percentage of the town's population for the year 2000 and the year 2010.

### **TABLE 3E - TOWN POPULATION CHARACTERISTICS**

<b><u>Gender Breakdown</u></b>	<b><u>2000</u></b>	<b><u>2010</u></b>
	Number (%)	Number (%)
Male	1,629 (48.9)	2347 (48.9)
Female	<u>1,700 (51.1)</u>	<u>2461 (51.1)</u>
	3,329 (100)	4808 (100)

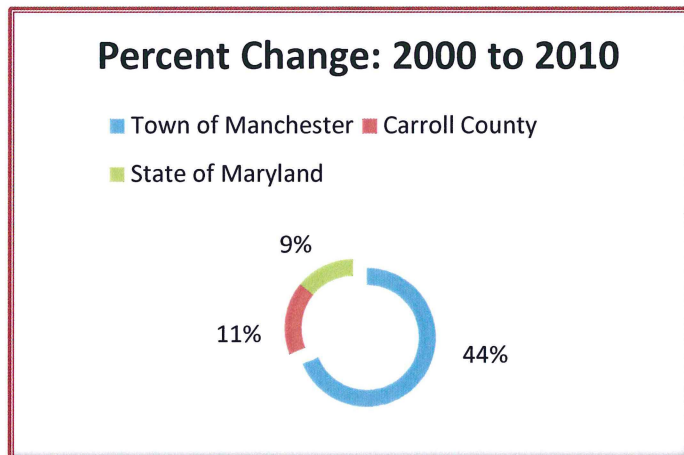
  

<b><u>Race</u></b>	<b><u>Number (%)</u></b>	<b><u>Number (%)</u></b>
White	3,241 (97)	4422 (92)
Black	29 (1)	157 (3)
*Other	<u>59 (2)</u>	<u>229 (5)</u>
	3,329(100)	4808 (100)

Source: U.S. Census. \*American Indian, Asian, Hispanic, and other.

### **Percentage Increase in Population by Jurisdiction**

The following chart shows population percentage change from 2000 to 2010 comparing Carroll County, the State of Maryland, and the Town of Manchester. The town experienced the greatest percentage increase of the three - over 44% for the decade.





# 2018 Manchester Comprehensive Plan

---

## **Future Population Estimates**

Planning legislation now requires that a comprehensive plan include a Municipal Growth Element. When developing this element, a significant emphasis will be placed on demographic data that is growth-related or future-oriented. How will new development and population growth impact the provision of community services and facilities such as drinking water, wastewater treatment plant capacity, police/fire services, and recreational facilities? All such municipal programs are tied to population and per capita growth.

Growth and future population estimates will be reviewed in the Municipal Growth Element (Chapter Seven).

## **CHAPTER FOUR - Natural Resources and Sensitive Areas Element**

### *Land Forms and the Environment*

#### **Preface**

Abundant open space and recreational areas have been a hallmark for the Town of Manchester. As the town grows in the future, this characteristic should be maintained, strengthened, and even increased, so that public parks, open space, greenways, ballfields, walking trails, and environmental features will remain a community hallmark in the future.

#### **Introduction**

Manchester is in the Piedmont landform, part of a seven county land area situated between the coastal plain to the east and the Blue Ridge Mountains to the west. Situated on Parr's Ridge, Manchester has the highest elevation of any town in the county. The rolling hills, characteristic of the Piedmont region, are prominent in the town and its environs.

The natural land features of the Manchester area are significant to town planning, especially when considering how to protect and conserve natural resources and environmentally sensitive areas during the review of new development projects.

Natural resources and sensitive areas should be protected due to their special environmental, natural resource, open space, recreational, or public value. Many such areas already exist and are protected. However, if the town is to implement its vision to retain its small-town attributes and appeal, even amidst continuing growth and development, then the amount and availability of public open space, greenways, and linear parks should be increased. Establishing sensitive areas will protect municipal wells, aquifers, streams, wetlands, floodplains, wildlife habitats, and steep slopes.

See **MAP 2 - NATURAL RESOURCES**, to review the type, location, and extent of natural resources.

The following topics will be covered in this chapter.

- Vision Statement and Goals
- Land Features
- Natural Resources
- Sensitive Areas
- Public Spaces

#### **Vision Statement and Goals**

The vision statement and goals necessary to guide the protection of natural resources and sensitive area are listed below. Specific objectives will be recommended throughout the chapter and discussed under planning topics.

## 2018 Manchester Comprehensive Plan

---

**VISION STATEMENT.** *Identify, evaluate, and protect the scenic beauty, natural resources, and environmentally sensitive areas of Manchester; most notably areas planned for public use, conservation, or preservation, by establishing land use and development standards to protect these areas, or to mitigate, when possible, any adverse effects of development.*

**GOAL # 1 - Clean Water, Air, and Land.** Develop written guidelines and other measures to enhance the community's water, air, and land from any negative impact of growth and development.

**GOAL # 2 - Mapping.** Periodically review and update as necessary, natural resources mapping, identifying sensitive areas, including streams, stream banks, critical wildlife habitat areas with endangered or threatened species, steep slopes, 100-year floodplains, well-head protection zones, conservation areas, public open spaces, nature parks, and natural resource areas, showing recommended land use buffers and other protection measures.

**GOAL # 3 - Promotion.** Promote "quality-of-life" (i.e. more open space) benefits to residents, developers, business owners, and employers that protect natural resources and sensitive areas.

**GOAL # 4 - Storm Water Management.** Promote the design and creation of SWM "green" collection areas to capture and clean storm water before it enters streams and ground water systems. When possible, reduce or eliminate unnecessary impervious surfaces; this refers to paved or other hard surfaced areas which should be converted to grass or other materials that allow water to seep into the ground.

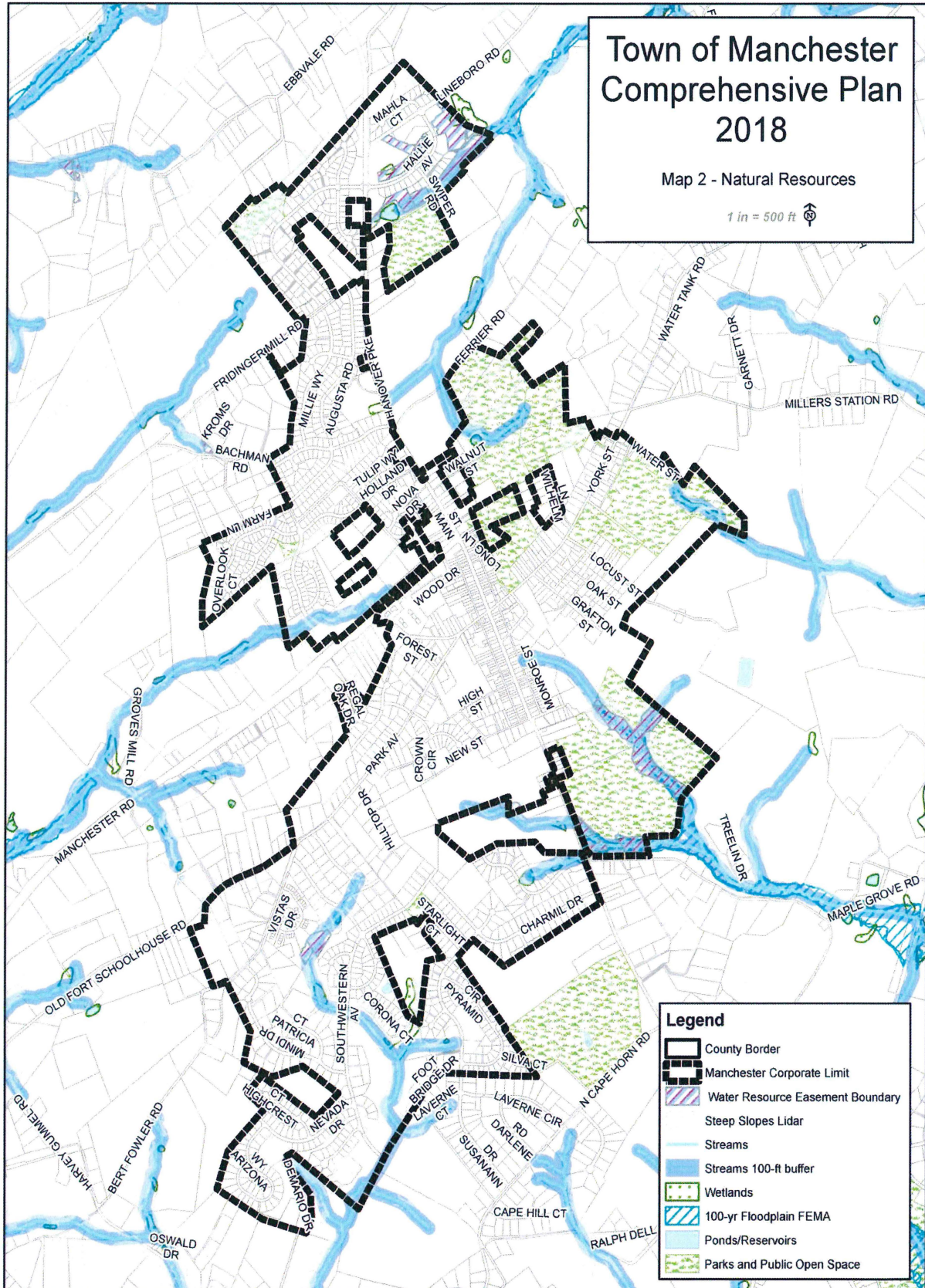
**GOAL # 5 - Mitigation Measures.** Develop new alternatives for mitigation, when full protection for sensitive areas is not possible.

**GOAL # 6 - Public Construction Projects.** Implement steps to protect sensitive areas when designing and constructing public improvements and infrastructure projects.

One of the many benefits of living in Manchester is its small-town atmosphere. The town is surrounded by scenic and productive farmland. Inside the town limits is a variety of public open space and park land. Nevertheless, the town is one of eight designated growth-receiving areas in Carroll County.

How will new growth and development impact the goal to retain Manchester's small-town appeal? Will the design and review of new residential subdivisions, commercial developments, redevelopment projects, new in-fill development, and construction projects, incorporate adequate standards that will protect the natural environment and minimize growth's impact on sensitive areas and natural resources?

# 2018 Manchester Comprehensive Plan



## 2018 Manchester Comprehensive Plan

---

To address these questions, this planning element is two-fold: 1.) identify Manchester's natural resources and sensitive areas (what they are and where they are); and, 2.) recommend objectives and ideas to protect these areas. Details on development review standards, regulatory streamlining, flexibility, and innovation measures in the site plan review process will be included in the Development Regulations Element.

**MAP 2 - NATURAL RESOURCES**, shows the location of natural resources, sensitive areas, and public spaces that should be protected, and where new land buffers, open spaces and greenways might be created.

### **Land Features**

**Topography.** In general, a topographical map shows man-made and natural features on the ground such as roads, power lines, contours, elevations, rivers, lakes, wetlands, etc. The town is located at the junction of two major ridges. The first is Parr's Ridge, which runs parallel to Maryland Route 27. Elevations range from a low of about 775 feet along Maryland Route 27, to a high of 1,108 feet off Park Avenue. The second is Dug Hill Ridge. The highest elevation found on Dug Hill within the planning area is 1,035 feet, just west of Maryland Route 30 and south of Ebbvale Road.

**Soils.** The majority of the planning area is comprised of the Glenelg-Chester Manor soil association. This association is characterized by well-drained, chiefly rolling and hilly, micaceous soils that are deep over mica schist.

A smaller section of the planning area is comprised of the Mt. Airy-Linganore soil association. These soils are characterized as somewhat excessively drained, nearly level to steep, channery soils that are moderately deep to deep over schist. Hard bedrock generally occurs within a depth of two to three feet.

A section of the southern part of the planning area, along Maryland Route 30, is comprised of the Mt. Airy-Glenelg soil association. These soils are somewhat excessively drained, rolling to very steep, channery soils that are moderately deep to deep over schist. The major soils of this group are generally suitable as building sites, but may have limited depth to bedrock and be difficult to excavate.

Because of the relative ease with which slight or moderate soil limitations can be resolved, the **MAP 2 - NATURAL RESOURCES** indicates areas with severe limitations only. The more limitations a soil has, the less suitable it is for development.

***Objective:*** *Soils with severe limitations are generally not suitable for development. Disturbance of these soils should be avoided whenever possible. The use of detailed digital soil mapping as a planning tool can assist in identifying these soil areas and providing mitigation guidance.*

**Geology.** The Manchester community lies within the Piedmont Physiographic Province and the Piedmont Uplands Subprovince. The area is largely underlain by rocks of the Marburg

## 2018 Manchester Comprehensive Plan

---

Formation. These rocks are green to greenish-gray to gray phyllite, commonly with lenses and clots of vein quartz, and limonitized pyrite cubes. Also present are rocks of the Bachman Valley Formation, which are green to greenish-gray to gray phyllite, scattered with calcite or quartzose laminae, with massive limonite in some concentrations.

The geologic characteristics of the Manchester area are major determinants of groundwater supplies and conditions of quantity and quality. This topic will be discussed in more detail in the Water Resources Element.

### **Natural Resources**

**Wetlands.** Wetlands provide natural flood protection by storing and conveying storm water. They also filter sediments, control pollutants, and in some cases provide groundwater recharge. Many wildlife species thrive in wetland areas. These areas are also well-suited for public recreational use and nature appreciation.

Development in non-tidal wetlands is restricted and must be reviewed by the U.S. Army Corps of Engineers. A non-tidal wetland and waterways construction permit is required by the Maryland Department of the Environment (MDE). These approvals are necessary for dredging or filling activities such as road and bridge construction, culvert placement, filling and the placement of structures.

***Definition (abbreviated) of a Non-tidal Wetland:** "Non-tidal wetlands are the transition zones between open water or aquatic environments and uplands. They are inland, freshwater areas not subject to tidal influence. They are typically areas where the water table is at or near the surface, or the land is covered by shallow water. These areas contain distinct biological and chemical characteristics due to their wetness." (Source: Maryland Department of Natural Resources & Maryland Office of Planning. Managing Maryland's Growth. Models and Guidelines. Sensitive Areas, Volume II. February 1998.)*

**Water Resources/Groundwater.** Additional growth and development will result in more demand for public water service. Additional water sources must be planned, acquired, permitted, and become fully functional before they can serve planned development areas. This critically important topic will be reviewed in the Water Resources Element.

The overall groundwater quality is generally of low pH, very soft and corrosive. Various naturally-occurring metals have been detected in the area also. High nitrate levels, as well as low levels of coliform, have been detected in the past. The nitrates and coliform bacteria may be a result of on-lot wastewater disposal systems and agricultural practices that impact the underground water sources.

A known point-source groundwater contamination clean-up is in progress at the Sheetz (convenience store and gas station) site at the junction of Md. Rt. 27 and Md. Rt. 30.

This topic will be discussed in more detail in the Water Resources Element.

## 2018 Manchester Comprehensive Plan

---

A Reservoir Watershed Management Agreement was executed in 1979 by Baltimore City, Baltimore County, and Carroll County, for the purpose of reviewing problems and actions affecting the three metropolitan water-supply reservoir watersheds. In June of 1984 a more comprehensive agreement was signed by Baltimore City, Baltimore County, Carroll County, Baltimore County Soil Conservation District, Carroll Soil Conservation District, the State Departments of Agriculture, Health and Mental Hygiene, and the Baltimore Regional Council of Governments (formerly the Regional Planning Council, and now the Baltimore Metropolitan Council).

The agreement, entitled the "Reservoir Watershed Management Agreement," established a cooperative interagency review and management procedure to advance an "Action Strategy" for protecting water quality in the Prettyboy, Loch Raven and Liberty Reservoirs. Major goals were to prevent increased phosphorus and sediment loadings to all three reservoirs; to restore phosphorous loadings in the Loch Raven Reservoir to pre-1970 levels; and to reduce phosphorous loadings in the Liberty and Prettyboy Reservoirs to acceptable levels.

The agreement was reaffirmed in 1990.

By 1991, Manchester had taken major steps toward meeting the goals of the 1984 agreement, as amended. The most recent expansion and upgrade of the Manchester Wastewater Treatment Plant, through the land application process, significantly decreased phosphorous discharged into George's Run. Additionally in 1997, the Interagency Reservoir Technical Group, on behalf of the Baltimore Metropolitan Council, supported Manchester's determination to hold the Wastewater Treatment Facility capacity to .5 MGD. This action will significantly reduce the quantity of effluent and its constituents, especially phosphorous, that would otherwise be discharged and disposed of within the watershed.

The agreement was again reaffirmed in 2003, and most recently in 2005. Water resources are reviewed in more detail in the Water Resources Element.

**Well-Head Protection.** To stop surface water contamination from entering into drinking water resources, all municipal wells should be protected by a buffer around the well-head. Development should not occur within an existing or planned buffer area, and no discharge should be permitted that might contaminate the underground water source. At a minimum, wells should have a buffer of 100 feet measured out from the well head. For high production wells, the buffer should be greater.

***Objective:*** Well head buffer zones should have a minimum 200-foot radius for all new town wells (measured from the well-head). Buffer zones for existing wells should be increased to meet the standard, if possible.

## 2018 Manchester Comprehensive Plan

---

### **Sensitive Areas**

State planning law requires local jurisdictions to incorporate and implement 12 visions through the comprehensive plan (listed in Chapter One). Two of the visions, in particular, are pertinent to this chapter.

***Maryland Vision 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.

***Maryland Vision 10 - Resource Conservation.*** Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.

State planning assistance is provided to local jurisdictions through the publication of several models and guidelines. In particular, Preparing a Sensitive Areas Element for the Comprehensive Plan (document 3) was considered to prepare this element. The purpose of this section is to review the following sensitive areas:

***Steep Slopes.*** Steep slopes and soils that erode easily should be protected. The Resources Map identifies these areas. The disturbance of soils, whether naturally occurring or by mass grading, can result in erosion, runoff, and sediment loss. When erosion occurs, streams may have to carry more sediment, and slopes will lose their sediment cover, which is not easily restored.

During construction in or near these areas, protective measures, such as silt fencing, must be used to trap sediment. Even when considering effective sediment control measures, steep slopes should not be disturbed.

Steep slopes that are stabilized with trees, vegetation, and plants that are resistant to erosion, reduce the movement of sediments and runoff.

***Definition (abbreviated) of Steep Slopes:*** For the purposes of this plan, slopes are generally considered steep if they are greater than 20%. Highly erodible soils have characteristics related to water, slope, and geology that will contribute to erosion, movement of sediment, and runoff.

***Objective:*** Restrict development and grading on steep slopes and highly erodible soils.

***Objective:*** Coordinate standards and programs to ensure that steep slopes are tree-covered, and vegetated with plants and land cover that is resistant to erosion. Encourage forestation and "tree banking" programs to make steep slopes a priority location for planting trees.

***Objective:*** When possible, acquire steep slopes along streams and walkways and plant with trees, shrubs, and/or grasses to stabilize and protect the soils from washout during heavy rains and flooding.



## 2018 Manchester Comprehensive Plan

---

***Streams/Buffers.*** Several streams and their tributaries flow within the limits of the Manchester planning area. They are: South Branch (of the Gunpowder River), George's Run, Grave Run, Murphy Run, Big Pipe Creek, and the East Branch (of the Patapsco River). Manchester is located at the headwaters of three major watersheds: North Branch of the Patapsco River Watershed, the Gunpowder Falls Watershed, and the Big Pipe Creek Watershed. The streams and watersheds are shown on **MAP 2 - NATURAL RESOURCES**.

The junction of major ridges or divides occurs within town along Park Avenue near Hill Top Drive. At this junction point, the three major watershed areas - the Gunpowder Falls, North Branch of the Patapsco, and Big Pipe Creek Watersheds all come together, and the upper reaches of stream tributaries in each watershed are very close to one another. As a result, there exists an opportunity to arrange for open space links and corridors which could be a unique overland connection to the streams and natural greenways that are the upper part of an extensive network within their respective watersheds.

The North Branch of the Patapsco River Watershed, in the southwest section of the planning area, contains tributaries which are Use I-P streams, meaning these waters are suitable for public, agricultural and industrial water supplies. ("P" signifies public water supply.) Use I-P streams are also suitable for aquatic life (other than trout), wildlife, and play and leisure-time activities where individuals may come in contact with the surface water. Streams in this watershed flow into the Liberty Reservoir (a public water supply reservoir), the head of which is located in the Finksburg area of Carroll County.

The Gunpowder Falls Watershed, located in the eastern section of the planning area, contains tributaries which are Use III-P Natural Trout streams. A Use III-P stream is defined as being suitable for the growth and reproduction of trout, and is also capable of supporting natural trout populations and the food organisms they need to survive. Streams in this watershed flow into the Prettyboy Reservoir, and then to the Loch Raven Reservoir (public water supply reservoirs).

The watershed in the western section of the planning area, the Big Pipe Creek Watershed, contains Use IV-P streams. Use IV-P streams are defined as recreational trout waters. While Use III-P streams support the reproduction of trout, a Use IV-P stream can only support the holding or maintaining of adult trout for a use such as put-and-take trout fishing. A Use IV-P stream can be managed as a special fishery by seasonal stocking and catching. Typically, the reasons the streams cannot support trout reproduction are: (1) warm water temperatures due to thermal pollution or a lack of shade trees along a stream bank, and (2) a lack of sufficient dissolved oxygen. Land for a future water supply reservoir was acquired along Big Pipe Creek near Union Mills by Carroll County in the 1970s.

***Objective:*** *The objectives for this topic are the same as those listed under Steep Slopes.*

***Objective:*** *Manage potential development and/or grading impacts to streams by requiring a minimum 100-foot stream buffer (on each side of the stream), measuring from the center of the stream flow at average water height, and extending wider to include steep slopes*

## 2018 Manchester Comprehensive Plan

---

*and soils susceptible to erosion. Also include protective zones around: (1) stream intakes, and (2) reservoirs and tributary streams. Streams and their buffers can be protected through public acquisition or easements that are conveyed to the town and recorded in the Land Records of Carroll County.*

**Floodplains.** A Waterway Construction Permit from the Maryland Department of Natural Resources may be required for work activity in the 100-year floodplain. Development in areas defined as floodplains is also subject to the U.S. Army Corps of Engineers and MDE permitting requirements and certifications. Approval from applicable agencies is required prior to any disturbance of the soil.

The approximate location and extent of 100-year floodplains are shown on the Resource Map. Areas of concern in the Manchester community can be found along the banks of George's Run to the east and along the headwaters of the tributaries of Big Pipe Creek in the western section of the planning area. It is important that the local Planning Commission restrict, when possible, development activities in wetland and floodplain areas. If development is proposed in these areas, local, state and federal requirements must be satisfied.

***Definition (abbreviated) of a 100-year Floodplain (non-tidal):*** *The land area along or adjacent to streams and bodies of waters that is susceptible to inundation by the 100-year flood as a result of rainfall and runoff from upland areas. Floodplains are defined assuming build-out of the watershed, in accordance with current zoning. (Source: Maryland Department of Planning. Managing Maryland's Growth: Models and Guidelines. Preparing a Sensitive Areas Element for the Comprehensive Plan. Document 3. May 1993.)*

The following objectives refer to wetlands and floodplains.

***Objective:*** *Wetlands and floodplains should be protected and not disturbed. Development should be restricted by establishing standards that encourage thoughtful and creative development designs to preserve these areas. The best way to protect these areas is through acquisition, public easements, public open space, or zoning.*

***Objective:*** *New wetlands should be created to compensate for wetlands lost in the past.*

***Objective:*** *Where needed, floodplains should be restored and re-vegetated.*

***Objective:*** *Promote public acquisition of land, conservation easements, and cooperative agreements with landowners for wetland and floodplain protection, including buffers, as part of a town-wide greenway and linear park program. Congruently, habitats of threatened or endangered species should be included in the planning and development of greenways in cooperation with the Maryland Department of Natural Resources.*

# 2018 Manchester Comprehensive Plan

---

***Objective:*** *When possible, and if part of a planned linear park or greenway, the public should have access to wetlands and floodplain areas for nature appreciation, hiking, biking, and other planned and appropriate recreational uses.*

## **Public Spaces**

One of the most wonderful attributes of a small town's character is the availability of parks and open space lands for public use and enjoyment. Manchester currently has the largest amount of open space and park land of any Carroll County municipality.

Planning for these areas will provide long-term benefits to the community. Protecting these areas will strengthen and maintain Manchester's small-town character. Improving and enlarging these areas will address open space and recreational goals to meet the future needs of all Manchester residents.

The following sections will discuss ways to plan, protect, and improve public open space and park lands. Recommendations for recreational facilities and equipment will be discussed under the parks section of the Community Facilities Element.

***Open Space Lands.*** An important objective of this plan is to maintain Manchester's small-town character through open space planning. Convenient public access to open spaces, for nature appreciation and recreational use, is a constructive and positive accompaniment to residential building and development.

Open spaces promote the following public benefits: encourage outdoor leisure activities including walking, hiking and biking, protect wildlife habitats (especially when planning for the environmental and space needs of specific species), preserve forests and ground cover (i.e. forest retention areas), manage floodplains, protect streams, establish stream buffers, save wetlands, maintain integrity of steep slopes, protect Chesapeake Bay tributaries, store and clean stormwater, provide water resources management, provide well-head buffer areas, and promote aquifer recharge.

Well-designed greenways and linear parks will provide health, economic, environmental, recreational, and social benefits. In terms of the economic benefits, companies and businesses consider development projects with creative open space and recreational areas a positive component for relocation/expansion, and for attracting qualified employees.

***Definition of Public Open Space:*** *For the purposes of this plan, public open space shall include publicly owned land, land that is dedicated or preserved for public use, or land that is made available to the public for public use (including public school lands), and refers to land that is generally not improved, developed, or mass-graded, but is, for the most part, kept in a state of natural land cover such as trees, grass, and waterways. These may include public improvements such as hiking trails, ballfields, public access points, parking areas, stormwater management facilities, wetlands, reforestation, and other improvements that protect the environment and enhance the public's use and appreciation of the outdoors*

## 2018 Manchester Comprehensive Plan

and open spaces, recognizing that open spaces provide a valuable benefit to the public's welfare and health.

**Definition of Greenway/Linear Parks:** For the purposes of this plan, these areas are defined as a generally contiguous and relatively narrow piece of land available to the public for recreational and pedestrian use, and are often associated with nature appreciation, environmental features, natural and landscaped areas of trees and ground cover, gardens, hiking and biking trail. They provide residents and visitors with an enjoyable and safe outdoor experience.

**Objective:** Secure the dedication of open space lands as part of the subdivision and development review process, when required by local regulation, or as part of an agreement with the property owner/developer.

**Objective:** When possible, acquire open space land areas by dedication, conservation easement, purchase, or donation. The State of Maryland provides a grant funding program called Program Open Space that provides grant funds to acquire open space and park lands. This program has been extremely beneficial to the town in the past.

**Objective:** Prepare an Open Space Planning Report to map and design how open spaces can be linked to develop hiking trails, greenways, conservation areas, and other public benefits mentioned above. Coordinate town programming ideas with Carroll County's Land Preservation, Parks, and Recreation Plan.

**\* FLASHBACK**

"... the three major watershed areas—the Gunpowder Falls, North Branch of the Patapsco, and Big Pipe Creek Watersheds all come together and the upper reaches of stream tributaries in each watershed are very close to one another. As a result, there exists an opportunity to arrange for open space links and corridors which could be unique 'overland' connection to the streams and natural greenways that are the upper part of an extensive network within their respective watersheds."

*2008 Manchester Comprehensive Plan*

**Public School Lands.** Unimproved school lands that are not used exclusively for a given purpose, or are not needed specifically for school operations or sports programs, might be included as part of the town's open space and greenway system.

Enjoying and studying nature and green spaces has lasting educational and health advantages for students. The construction of a hiking/nature trail on the perimeter of school property might link with a town greenway or linear park system.

Collaboration between classrooms on how to design and build the trail, what type of vegetation and trees to plant, and many other planning considerations, can be coordinated with town and county recreation planners. By promoting a hands-on approach between teachers, students, parents, and town officials, the learning and health benefits for students and the community would be long-lasting. This will promote volunteerism and personal interest in the community.

**Objective:** To build upon the existing public school policy: "It is the intent of Board of Education of Carroll County and school system personnel to provide for the use of school

## 2018 Manchester Comprehensive Plan

---

*facilities for community purposes when such use does not interfere with the schedule school program" (Administrative Regulations, No. 3.14, 2011). The town should complete a greenway and linear park planning map that includes certain portions of school properties, where possible. The town will work with school officials to promote this concept as being in the best interest of local schools and the community and, in general, encourage exercise and outdoor education.*

***Rights-of-Way (ROW).*** Roadways, public utilities, "paper" streets, and other public easements, may provide opportunities to promote greenways and linear park systems, if there is sufficient width and the ROW use is compatible with the town's greenway program.

***Objective:*** *ROW linear areas should be identified and mapped, and if available and compatible, added to the greenway program.*

## **CHAPTER FIVE - Planning Nodes Element**

### *Smaller Planning Areas with Special Characteristics*

#### **Preface**

Certain locales in town (called "nodes") are highlighted in this chapter for special planning study. A node is a small section of town where specific economic, social, recreational, and/or transportation activity takes place. A planning evaluation is needed to address concerns or to build upon opportunities. Planning objectives are recommended to address unique features and attributes for each node.

#### **Introduction**

Six planning nodes are recommended for study. Although independent from each other, the nodes are linked to advance the economic growth of historic Main Street. Currently, less than half of Main Street is used for commercial activity even though 100% is zoned for business use.

The following planning topics will be covered in this chapter:

- Vision Statement
- Historic Main Street
- York Street "Connections"
- Downtown Public Parking
- Sustainable Community (SC)
- Priority Funding Area
- Future Extension of Southwestern Avenue to Main Street (Rt. 30)

**VISION STATEMENT.** *Identify smaller geographical areas in town that have specific concerns or opportunities which require a unique planning strategy and focus. These areas will be called "planning nodes."*

**GOAL #1 - Nodes.** When reviewing the planning elements, identify planning nodes to be spotlighted and mapped to address problems and/or opportunities.

These areas are shown on **MAP 3 - PLANNING NODES**, located at the end of this chapter.

#### **Historic Main Street (Node #1)**

Main Street always was, and should continue to be, the central hub of commercial activity for Manchester. Main Street serves as the primary transportation corridor through the heart of town. The State of Maryland completed a major upgrade and rehabilitation to the roadway, which included upgrades to underground infrastructure funded by the town of Manchester. Preserving this historic area and business corridor will be one of the most significant objectives to maintaining Manchester's small-town appeal.

## 2018 Manchester Comprehensive Plan

---

***Objective:*** Promote Main Street's historic, commercial, and architectural features. Develop a design report to strengthen connections with the downtown commercial area including alleyways, roads, sidewalks, directional signs, and lighting.

***Objective:*** Start a Manchester Main Street revitalization program, patterned after the Maryland Main Street program. Consider using the five components of a Main Street program including: DESIGN (enhancing the physical appearance); ORGANIZATION (building consensus and cooperation); PROMOTION (marketing the traditional commercial district's assets); RESTRUCTURING (strengthening Main Street's economic base); CLEAN, SAFE, AND GREEN (programs to strengthen the town's primary vision to maintain the small-town appeal and promote sustainable programs).

***Objective:*** Complete design and construction of the Route 30 bypass roadway around Manchester, so that historic Main Street can function as a true community center and node, and not as a heavy vehicular commuting zone for through traffic.

***Objective:*** Encourage tourism and enhance historical features along historic Main Street. Maryland Route 30 is a Maryland Scenic Byway (Mason Dixon Byway).

### **York Street Connections (Node #2)**

York Street (from Main Street to Victory Street) connects with more public buildings, parks, and community activity centers than any other road section in town. This node should be studied to determine how walking, biking, signage, and vehicular access can be enhanced.

The York Street node has several community features:

1. Christmas Tree Park
2. Manchester's new town office building
3. Manchester Police Department
4. Fire Company carnival grounds
5. Lineboro/Manchester Lion's Club community swimming pool
6. Charlotte's Quest Nature Center and hiking trails
7. Historic Trinity United Church of Christ and Immanuel Evangelical Lutheran Church
8. Manchester's Museum of Heritage and Education
9. Manchester Elementary School

***Objective:*** Encourage walking and biking in this area, by reconstructing sidewalks and pathways that interconnect the above landmarks with each other, and with Main Street.

***Objective:*** Prepare a preliminary trail study and map to determine ultimate location and design alternatives for a new walking/biking trail connecting Christmas Tree Park to Charlotte's Quest, and a proposed future trail to Manchester Valley High School.

# 2018 Manchester Comprehensive Plan

---

## **Downtown Public Parking Areas (Node #3)**

Convenient and free parking is the most important planning component to the economic development and revitalization of the downtown commercial area. On MAP 3, the downtown parking study area is the same geographical area as Node #1 (Main Street).

***Objective:** Recommend the construction of public parking spaces to the rear of Main Street buildings, offering a close and convenient walk to businesses and other activities.*

***Objective:** Design and locate new parking area(s) in as close proximity as possible to York Street sidewalks and the town museum.*

## **Sustainable Community (SC) Designation (Node #4)**

The Sustainable Communities Act (HB 475) was approved by the Maryland General Assembly in 2010, and provides, among other things, tax credits for eligible rehabilitation projects (commercial and residential). The town's designation as an SC makes it eligible for public and private grants and loans to the town government, nonprofits, and businesses, in order to work together toward revitalizing a shared target area. The Town of Manchester has delineated the SC area described in the map below.

In conjunction with the designation, the Manchester Sustainable Community Work Group (SCWG) was formed. As volunteers representing local businesses, nonprofits, property owners, and residents, this group has a central vision to promote energy cost savings, economic development, transportation choices (walking, hiking, biking), and community revitalization projects. The work group has completed a strategic plan that proposes over 13 key (priority) goals.

***Objective:** Implement the keys goals established in the SCWG's strategic plan.*

## **Priority Funding Area (Node #5)**

The Priority Funding Area (PFA) legislation of 1997 directs state funding to existing communities to promote planned growth. To qualify for PFA designation, a municipality's PFA must match the jurisdiction's corporate limits as it existed in 1997.

Types of state funding to local governments might include monies for water/sewer improvements, transportation choices, and community development projects.

***Objective:** The Town of Manchester's Capital Improvement Plan (CIP) should identify which projects are within the PFA. The town should indicate which proposed state funding source(s) will be needed to fund projects related to growth. This might include expansion, improvements, and/or upgrades for drinking water, wastewater, roads, recreation, parks, stormwater, streets, walkways, bike paths, and public services such as emergency services.*

## **Future Extension of Southwestern Ave. to Main Street (Node #6)**

Southwestern Avenue currently terminates just south of Charmil Drive. This road is planned to continue through a future residential community, and to connect with Route 30.

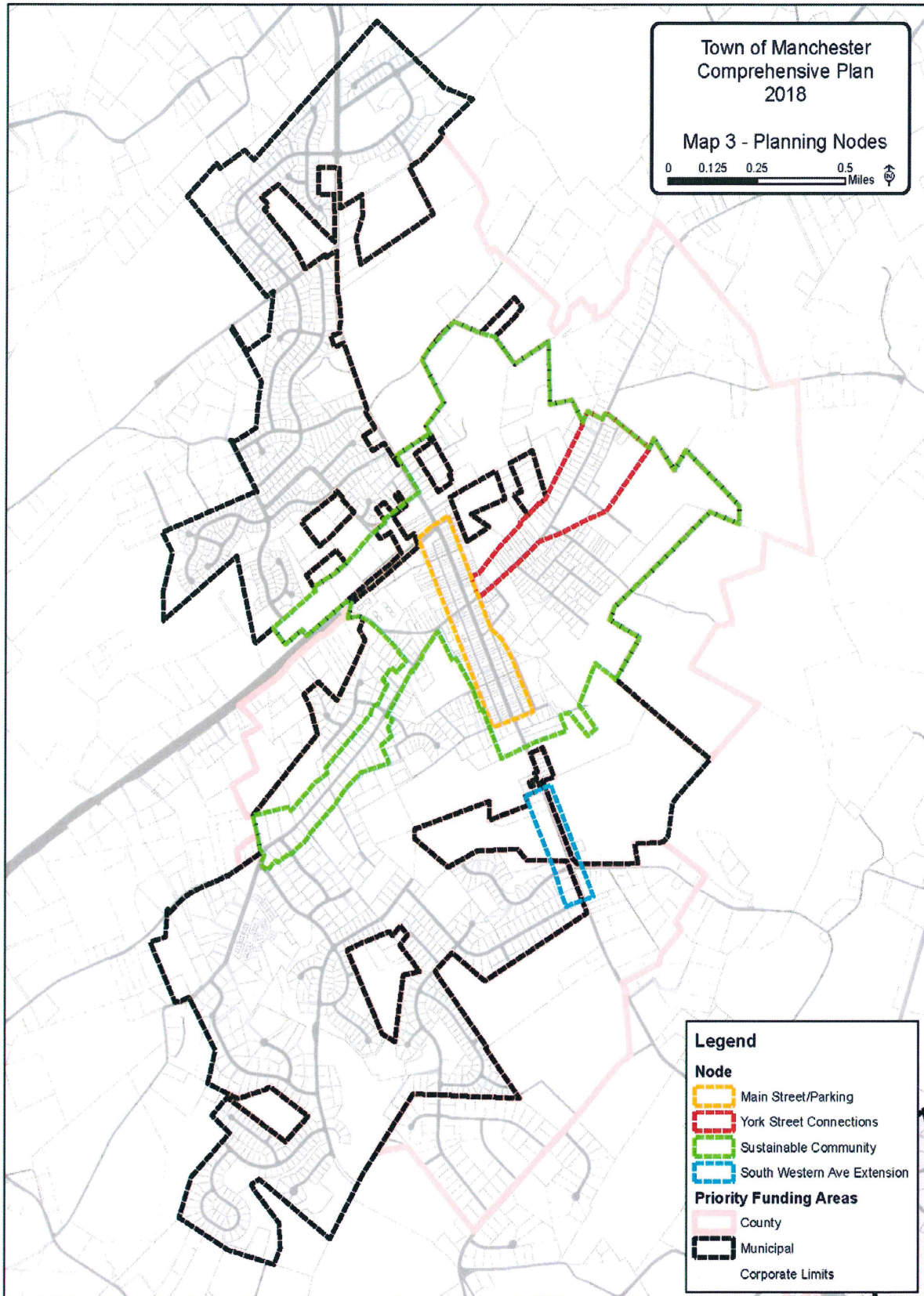


## 2018 Manchester Comprehensive Plan

---

***Objective:*** *The town should request that MDOT's State Highway Administration (SHA) conduct a study regarding the planned extension of Southwestern Avenue to Route 30. The SHA study should review any impact the planned connection may have on other roads, private driveways, commercial entrances, and traffic patterns in the study area. The SHA should fund the study and construction of the future connection to Route 30 (limited to the study area).*

# 2018 Manchester Comprehensive Plan



# 2018 Manchester Comprehensive Plan

---

## **CHAPTER SIX - Land Use Element**

### *Maintaining Manchester's Small-Town Character and Appeal*

#### **Preface**

This 2018 Manchester Comprehensive Plan (plan) recommends no changes to the existing 2008 land use designations in the current town limits. Although most of the town has been developed (89%), there is still vacant and underdeveloped land that can develop under the current zoning regulations. Based on new development within these areas, another 274 dwelling units might be built, adding 789 more residents. Land use objectives include providing adequate public facilities for this growth, maintaining Manchester's small-town character, and having abundant public open space/recreational opportunities for residents. New growth that might occur on land annexed into the town will be discussed in Chapter Seven - Municipal Growth Element.

#### **Introduction**

The land use plan designates appropriate development types, locations, and patterns to guide the town's growth and development (see **MAP 4 - LAND USE PLAN**). The land use plan also shows areas that should be protected, such as natural resources and environmentally sensitive areas. Adjoining land uses should be compatible, or at a minimum provide mitigating measures such as buffer areas.

The town's future build-out population will be determined by the land use plan, which in turn will define the level of public infrastructure, facilities, and services that will be needed to serve new growth.

The following planning topics will be reviewed in this chapter (including those required in the Maryland Land Use Article):

- Vision Statement and Goals
- Land Use Planning for the Current Town Limits
- Descriptions of Land Use Designations
- Review of Existing Land Uses in Town
- Land Capacity in the Existing Town Limits
- The 2018 Land Use Plan and Map

**VISION STATEMENT.** *Review the 2008 land use map, location of natural resources, and the provision of public facilities, including public drinking water and wastewater systems. The land use plan should foster and expand the town's public open spaces and greenways. The town will need to periodically review ultimate build-out scenarios due to the current .5 MGD capacity of the WWTP.*

**GOAL # 1 - Small-Town Character.** The primary purpose of the land use plan is to promote a coordinated built and natural environment that will maintain the small-town attributes and appeal of Manchester, and to direct growth and development away from

# 2018 Manchester Comprehensive Plan

sensitive areas. In order to do so, it will be necessary to establish development design guidelines and regulations.

**GOAL # 2 - Land Use Designations.** Land use designations should promote flexible residential housing alternatives/densities, commercial uses, small-town business areas, home occupations, historic/cultural areas, public parks, open spaces, roadways, transportation choices, buffer areas, greenways, and natural resource/conservation protection areas.

**GOAL # 3 - Compatibility Between Land Uses.** Residential and commercial land uses should result in a built environment that is well-placed geographically, blending existing and planned developed areas so that they are compatible with each other.

**GOAL # 4 - Adequate Public Facilities.** At build-out (meaning there is primarily no more vacant land to build on), the ultimate population of Manchester must be adequately served by essential public facilities and services.

**GOAL # 5 - In-Fill Development.** Development on vacant or underdeveloped "in-fill" areas should incorporate open spaces, green buffer areas, natural stormwater cleaning/infiltration areas, and walking paths.

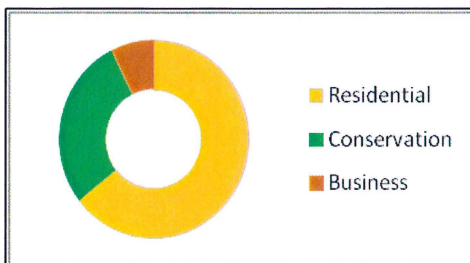
**GOAL # 6 - Land Preservation.** Land use designations for existing and planned open spaces, parks, and linear green spaces should be protected through acquisition, preservation, conservation, development regulations, and other methods, for the benefit of all neighborhoods.

**GOAL # 7 - Planning and Monitoring Process.** Provide a planning process that routinely monitors development regulations pursuant to Manchester's visions and goals.

## **Land Use Planning for the Current Town Limits**

The purpose of this chapter is to review the land use plan for the current town limits of Manchester only. Future growth areas that lie outside the current town limits will be reviewed in the Municipal Growth Area Element (Chapter Seven).

Some basic town planning data is shown below (this does not include acres in roads).



Total Acres: 1,362
Developed Acres: 1,214 (89%)
Residential Land Uses: 876 ac. (64%)
Conservation Land Uses: 387 ac. (28%)
Business (BL and BG): 99 ac. (8%)
2010 Census of Population: 4,808
2016 Population Estimate: <b>5,370</b>

# 2018 Manchester Comprehensive Plan

---

This data shows:

1. The town is 89% developed.
2. Residential and conservation designations make up 92% of all land uses.
3. The town has surpassed its population cap of 5,000 set in the 2008 plan.
4. The municipal waste water treatment plant has a current capacity of .5 MGA.
5. Manchester's 2016 population is estimated to be 5,370 persons. *(Source: Carroll County Bureau of Planning. Population Estimates by Election District and Municipality, March, 2018.)*

## **Descriptions of Land Use Designations**

The following are brief descriptions for land use designations within the existing town limits only (see **MAP 4**).

***Definition of Land Use Map:** MAP 4 - LAND USE PLAN, shows the location, size, and type of residential and commercial land use designations.*

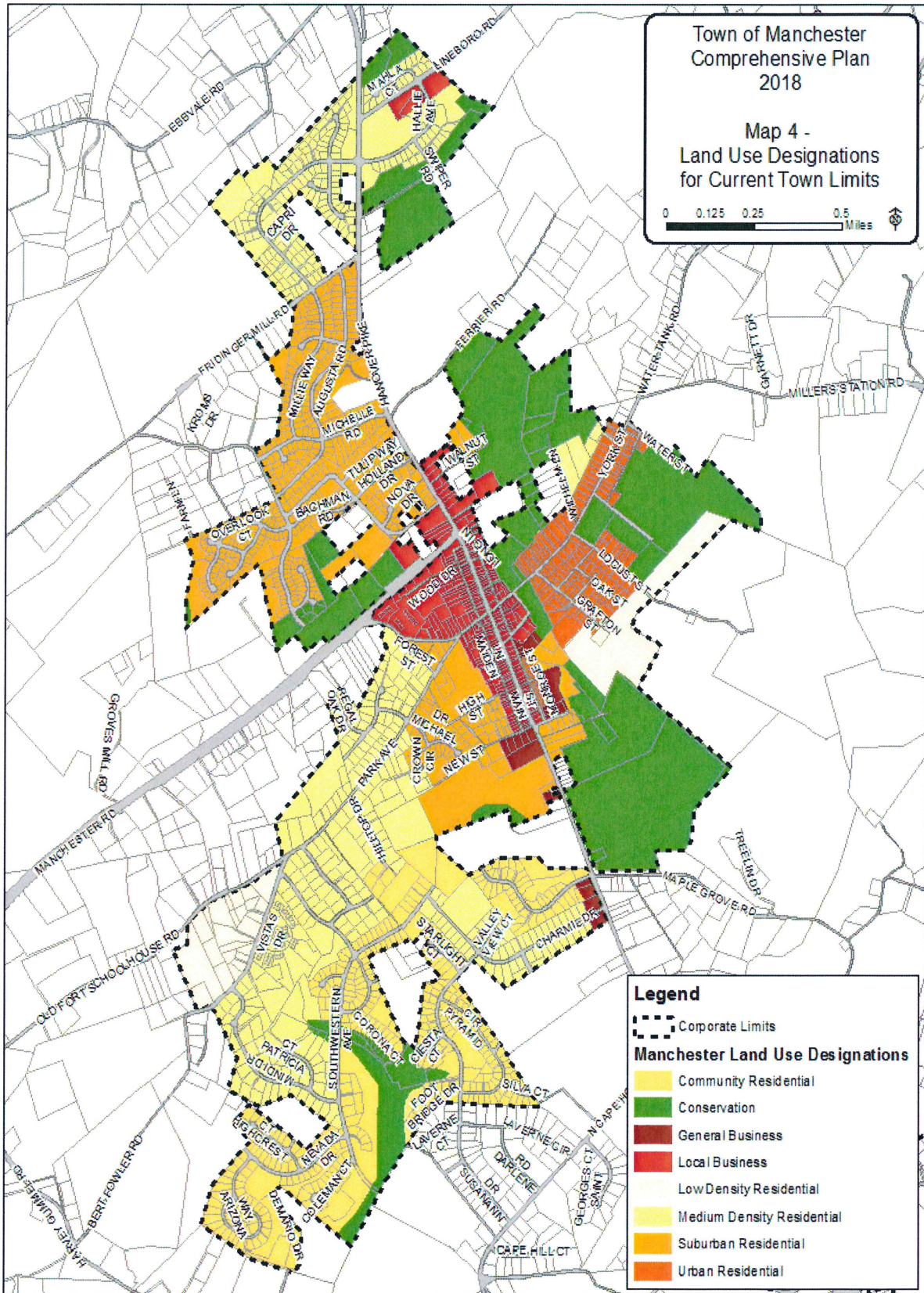
**Local Business.** This designation delineates districts for neighborhood retail establishments such as are typically found on Main Street, or in proximity to residential neighborhoods. Ideally, these designations are strategically located in the community.

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

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

**Urban Residential.** This designation is intended to permit a higher density of residential development to occur in the urban areas of town, where public water and sewerage facilities are already in place. This high-density designation allows up to 5 dwelling units per acre, although the average is about 4.2 dwelling units per acre.

# 2018 Manchester Comprehensive Plan



## 2018 Manchester Comprehensive Plan

---

***Suburban Residential.*** This designation permits up to 4 dwelling units per acre, although the average is about 2.8 dwelling units per acre. Areas designated Suburban Residential are located within the planned public water and sewer service areas.

***Community Residential.*** This designation allows up to 3 dwelling units per acre, although the average is about 2.1 dwelling units per acre. Areas in this category are located within the town's corporate limits and are planned for public water and sewer service.

***Medium-Density Residential.*** This designation allows a maximum of 2 dwelling units per acre, although the average is 1.4 dwelling units per acre. Housing types are limited to single-family detached units. Most, but not all areas within this designation are currently served by public water and/or sewer service.

***Low-Density Residential.*** This designation allows a maximum of 1 dwelling unit per acre. For in-fill areas in town, and those properties located in the future municipal growth area (requiring annexation into town), proposed lots must be clustered in accordance with the proposed new Low-Density R-40,000 Residential Cluster District recommended in this plan. Clustered lots may not be less than 10,000 square feet in size. New residential development is typically single-family units.

To provide a historical perspective, the following land use changes were adopted and implemented in the 2008 Manchester Comprehensive Plan update:

1. Elimination of the Office Park designation on land acquired by the county for the Manchester Valley High School, and the entire site to be within the corporate limits as Conservation designation.
2. Extension of the same Conservation designation (above) to include the town Wastewater Treatment Plant (WWTP) site and the drainage area for Georges Run located behind the WWTP.
3. Enlargement of the BG General Business District along the east side of Monroe Street, to include land previously in the Suburban Residential designation.
4. Extension of the B-L Local Business designation to include the three (3) parcels of land on the south side of Church Street, previously in the B-G General Business designation.
5. Adjustment of the boundary between the Community Residential designation and the Medium-Density Residential designation in Manchester Farms, to coincide with the plat.
6. Inclusion of Ebb Valley Elementary School, the adjoining common open space, and other land use designations, as part of the Hallie Hills annexation area.

All of the above land use changes and their corresponding zoning districts (classifications) were subsequently approved by the Manchester Mayor and Town Council.

# 2018 Manchester Comprehensive Plan

## **Review of the Existing Land Uses Within Town**

Although most of the area within Manchester has been physically developed (89%), there is land that can still be developed for new residential homes or business uses, in accordance with current development standards and zoning regulations.

This section will review the land use plan and population build-out projections using Carroll County's Buildable Land Inventory (BLI) report, updated in 2017 for the purposes of this plan (the BLI is equivalent to a land capacity analysis).

***Definition of Build-Out Population:** Certain densities are used for each of the 2008 land use designations to project the number of single-family dwelling units per acre. Using the most current Census information for Manchester's average household size, an ultimate population can be estimated. Consideration is given to certain developmental conditions that may limit the number of dwellings including: environmental restrictions, area for stormwater management, land dedicated to roads, public open space dedication, and design considerations. Therefore, a build-out scenario will yield fewer dwellings than what is allowed by zoning.*

**TABLE 6A** shows current land use designations by type, acreage, and estimated build-out population. Manchester has 1,493 acres in its current town limits. All residential land use designations total 876 acres (65% of the town's land area); conservation has 387 acres (28%); and business is 99 acres (7%).

**TABLE 6A - Land Uses Designations within the Current Town Limits by Type, Acreage, and Estimated Build-Out Population**

Land Use Designations	Acres	%	DU/Acre	Build-out Population
Urban Residential (R-7,500)	56	4%	4.36	703
Suburban Residential (R-10,000)	234	17%	3.27	2,204
Community Residential (R-15,000)	210	15%	2.18	1,318
Medium Density Residential (R-20,000)	342	25%	1.63	1,605
Low Density Residential (R-40,000)	35	3%	.817	82
Conservation	387	28%	.15	167
Local Business (BL)	83	6%		67
General Business (BG)	16	1%		13
<b>TOTAL</b>	<b>1,362</b>	<b>100%</b>		<b>6,159</b>
Roads	132			
<b>GRAND TOTAL</b>	<b>1,493</b>			

**NOTES:**

1. EDUs (Equivalent Dwelling Units) - a unit of measuring public water demand based on an average family's water use of 250 GPD.
2. Columns may not total exactly due to rounding.
3. A density factor of .75 was used to calculate estimated build-out population for residential and conservation land uses. SOURCE: Maryland Department of Planning. Models and Guidelines. Writing the Municipal Growth Element to the Comprehensive Plan, Volume 25, page 9, May, 2007.



# 2018 Manchester Comprehensive Plan

---

4. To calculate estimated build-out population for the business land uses, the plan estimates that 10% of EDUs will be for residential/apartment uses. Local Business/BL (232 projected EDUs X 10% = 23 X 2.88 AHS = 67 persons). General Business/BG (45 projected EDUs X 10% = 4.5 X 2.88 AHS = 13 persons). EDUs were projected based on 700 GPD of water use for each acre.

## **Land Capacity in the Existing Town Limits**

The total build-out population scenario is 6,159 persons (2,139 EDUs), based on the ultimate development of all land uses within the current town limits. The 2016 estimated population of the Town of Manchester is 5,370. That means an additional 789 people (274 EDUs) to reach build-out.

Most of the new dwelling units will be built on remaining vacant lots of record in town, or on underdeveloped land, where additional lots could be created if allowed by zoning. There are also ten acres of vacant land zoned for business use that could potentially develop, as permitted by zoning regulations.

Information on the town's estimated annual percentage growth rate will be provided in the Municipal Growth Element (Chapter Seven).

## **The 2018 Land Use Plan (Map 4)**

This plan update recommends no changes to the 2008 land use designations within the current town limits. As mentioned earlier, this is primarily because most of the existing town land area is developed. The land use designations described in this Chapter are shown on **MAP 4 - LAND USE PLAN**, and do not necessarily depict the type of uses that currently exist on the land, but what the future land use should become.

To promote the implementation of the land use vision statement and goals, the following objectives/actions are recommended.

***Objective:*** *To maintain Manchester's small-town character, all vacant parcels and underdeveloped land in town, eligible to develop under the Manchester Zoning Ordinance and Subdivision Regulations, which have not already received preliminary approval from the Manchester Planning Commission (or approval has not expired), should use design guidelines that promote more open space, greenways, and/or link-ups with existing open space/greenways as shown on the plan. The proposed small-town guidelines to be developed based on this plan, must include a section indicating how to link existing greenways and open spaces with new open spaces. These connections should be created through residential and commercial development plans and by public acquisition.*

***Objective:*** *Include on the 2018 Manchester Comprehensive Plan Composite Map, depictions of open spaces, natural resources, and sensitive areas. This includes streams, stream buffers, steep slopes, floodplains, public parks, and public school sites.*

***Objective:*** *When feasible, recommend new locations for open spaces, road connections, walkways, recreational areas, greenways, buffers, and other initiatives that shape a well-designed community.*

## 2018 Manchester Comprehensive Plan

---

***Objective:*** A land capacity analysis report should be reviewed annually to determine if essential public facilities and services will be available to serve the public. The report will also reveal any physical, natural, quantitative, qualitative, or financial limitations which might impede the provision of public services and facilities.

***Objective:*** The planning commission should review, on an annual basis, in conjunction with the commission's annual report, the adequacy of public facilities and services. The purpose of the report would be to highlight needed projects in the town's Capital Improvement Program.

***Objective:*** The planning commission should consider new guidelines that encourage public open spaces in new developments projects.

***Objective:*** The town should consider acquiring, when possible, open space lands for public use, including greenways, walking trails, buffer areas, etc.

***Objective:*** Review and monitor the implementation planning visions at planning commission meetings.

## **CHAPTER SEVEN - Municipal Growth Element**

### Impact on Small-Town Vision and Public Services

#### **Preface**

Nineteen residential land areas and two business land areas are recommended for Manchester's Municipal Growth Area (MGA). The new MGA is a smaller geographical area than the 2008 Manchester Comprehensive Plan's unincorporated growth area. The primary reasons for this change are to maintain the small-town character of Manchester, and to consider concerns about providing future public services, including the limited capacity of the Wastewater Treatment Plant.

The proposed MGA consists of approximately 382 acres of land (see **MAP 5 - FUTURE MUNICIPAL GROWTH AREA**). If MGA properties are annexed and developed in the town of Manchester, about 1,203 new residents (418 units) would be added to the population. Many of the MGA areas are land enclaves (completely surrounded by the town limits) and are already partially developed.

#### **Introduction**

The Maryland Land Use Article was amended to require that comprehensive plans include a Municipal Growth Element, as set forth below.

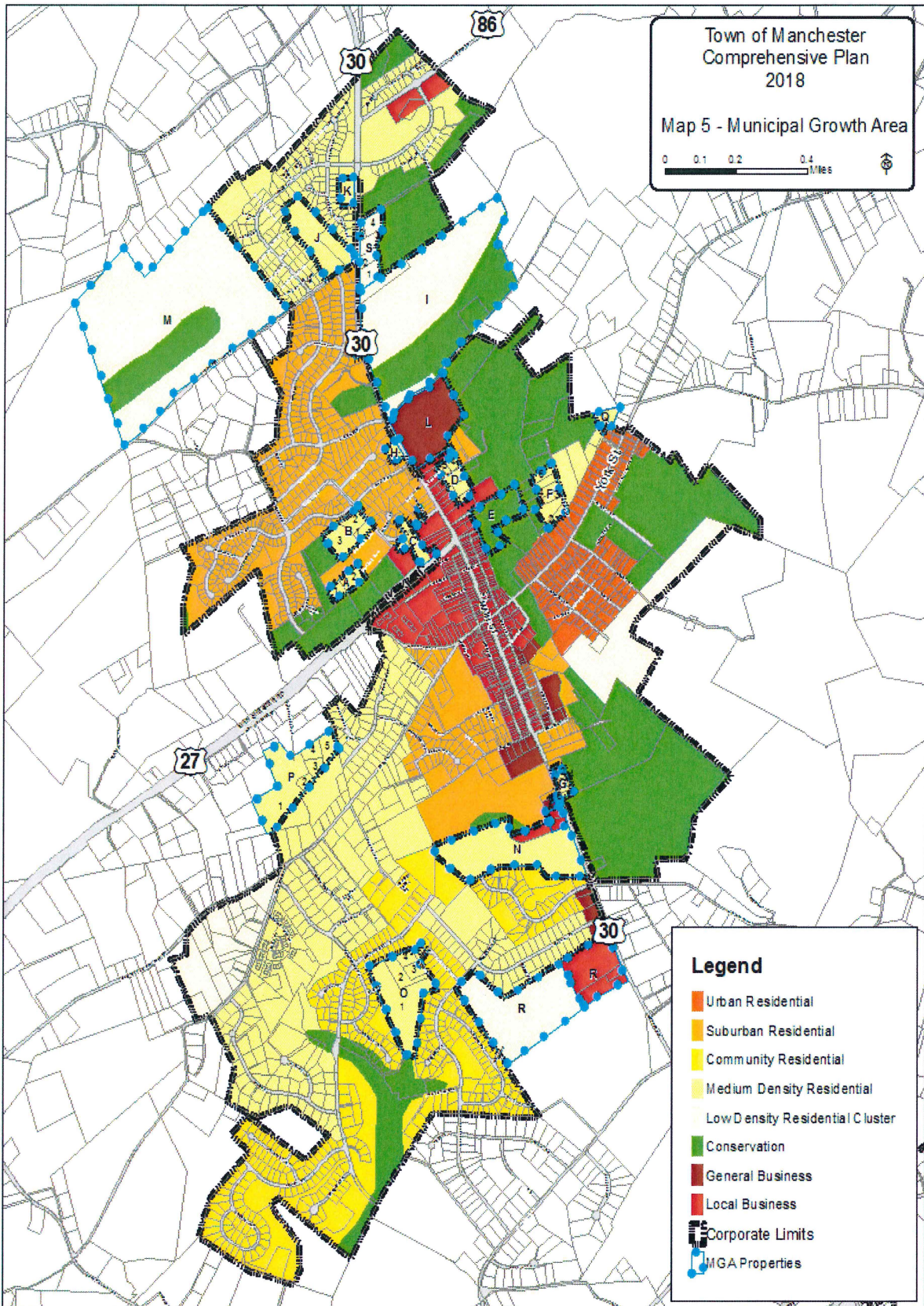
*Section 3-102 (a) (3) of the Land Use Article: The plan for a municipal corporation that exercises zoning authority shall include a municipal growth element; and, Section 3-112 (a): The municipal growth element shall include the municipal corporation's municipal growth areas outside the existing corporate limits.*

In addition, Section 3-112 (a) requires that certain planning topics be included in the MGA element. The following planning topics are reviewed in this chapter:

- Municipal Growth Area Vision Statement and Goals
- Historical Population Increases
- Future Population Projections and Spatial Needs
- Potential Municipal Growth Area (MGA) outside Existing Town Limits
- Municipal Growth Area Map
- Residential Land Capacity in the MGA
- Impact on Public Facilities/Services
- Rural Buffers and the Impact on Areas Adjacent to the MGA
- Funding Mechanisms to Support Public Facilities/Services
- Relationship of Long-Term Development Policy with the Town's Vision

As applicable, some of the above planning topics will include objectives to address growth and development issues as they relate to the MGA vision statement and goals.

# 2018 Manchester Comprehensive Plan



# 2018 Manchester Comprehensive Plan

---

## **Municipal Growth Area Vision Statement and Goals**

Future municipal annexations of land in the MGA should be compatible with the following vision statement and goals. The purpose of this chapter is to prepare a new MGA planning map showing land areas outside the current town limits that may be annexed in the future. Land areas not included in the MGA may not be favorably viewed for annexation.

Land areas in the MGA are not automatically entitled to annexation, but must go through the annexation process established by state law and town ordinance(s).

**VISION STATEMENT.** *Of the many facets of comprehensive planning, perhaps the most fundamental is the plan's vision for future growth. Small-town planning, by its very nature, maintains the small-town character and feel of the community. If and when development is encouraged outside the current town limits through annexation, it should be compatible with small-town guidelines, and should offer additional open spaces and greenways, which are so much appreciated in small-town living. Goals for future growth and development must also recognize the financial and natural resource limitations to providing adequate public services and facilities.*

**GOAL # 1 - Planning Coordination.** Review with Carroll County any potential annexation in the MGA. Schedule face-to-face meetings to discuss relevant issues, including, but not limited to: annexation process, roads, traffic, land use, zoning, storm water management, financial factors, and the provision/cost of needed public services.

**GOAL # 2 - MGA Land Use Plan.** Develop a land use plan for the MGA that lies beyond the current municipal boundaries. When reviewing proposed annexations, consider open space needs, rate of population growth, availability of adequate public facilities (both now and in the future), infrastructure cost burdens to the public, zoning issues, impact to the environment, transportation connections (including roads, sidewalks, bike paths, greenways), and financial/tax advantages or disadvantages to the town.

**GOAL # 3 - Population Growth and Build-Out.** Determine desired population growth patterns and build-out scenarios to ensure that the maximum number of town residents and/or equivalent dwelling units (EDU) can be served by the existing .5MGD capacity of the Town of Manchester's WWTP.

## **Historical Population Increases**

Before considering future growth patterns in the MGA, a brief look at Manchester's history and past population growth will provide insight. Manchester's early settlers came to this area because of existing transportation routes, prime farming land, fur trading, and the promise of increased commerce between Patapsco (Baltimore) and Connewago (Hanover).

A brief history of some town "firsts" is listed below:

- |  |      |
|--|------|
| - First public road (Connewago Road - now Hanover Pike): | 1737 |
| - First settler and dwelling (Samuel Stevens):           | 1737 |
| - First church (Germane Church):                         | 1760 |

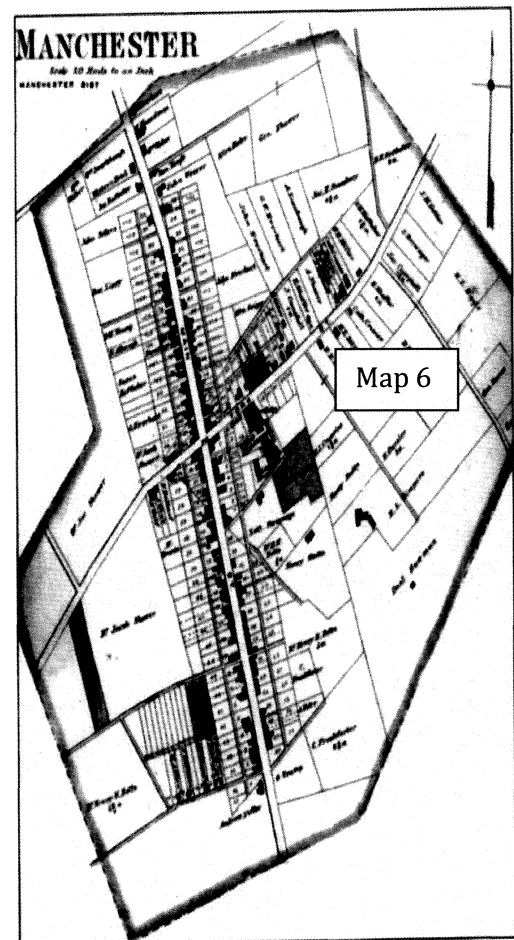
# 2018 Manchester Comprehensive Plan

- First school (a private Christian school): 1762
- First land grant (original layout of town lots by R. Richards): 1765
- First wave of early settlers (primarily German): 1700s
- Manchester was Incorporated: 1834
- First manufacturing business (tin shop): 1835
- Manchester becomes part of Carroll County (upon creation): 1837
- First fire company (Manchester Fire, Engine, Hose Co. No. 1): 1885
- First Manchester Comprehensive Plan: 1976

The earliest town lots were laid out in a linear design along what is now Main Street (Maryland Rt. 30). The map to the right below shows how the town looked in 1877.

Additional information on Manchester's town history can be found in a book written by a local town historian: Two Centuries of Grace and Growth in Manchester, 1760 to 1960, 3rd edition. 1984. Harvey G. Schlichter. Opera House Printing Co. Westminster, Maryland.

Due to the surrounding prime agricultural land and the town's location between Hanover and Baltimore, Manchester grew steadily for all the decades between 1930 and 2010. The town grew from 643 to 4,808 persons during this period. **TABLE 7A** illustrates Manchester's population growth and the degree of percentage change from one decade to the next.



**TABLE 7A -Town of Manchester  
Population Trends (1930 to 2016)**

YEAR	Population	Percent Change	Residents Added
1930	643		
1940	763	18.7%	120
1950	1027	34.6%	264
1960	1108	7.9%	81
1970	1466	32.3%	358
1980	1830	24.8%	364
1990	2810	53.6%	980
2000	3329	18.5%	519
2010	4808	44.4%	1479
2016	5370	11.7%	562

As a comparison, the State of Maryland experienced an average percentage change of 18.7% for the decades from 1930 to 2000 (Source: MDP. Maryland's Changing Demographics, November 10th, 2011), while Manchester grew by an average of 27.2% for the same period.

# 2018 Manchester Comprehensive Plan

## **Future Population Projections and Spatial Needs**

A review is needed to see what impact population growth will have on public services and facilities in the near future. For the purposes of this plan, the "near" future will be up to and including 2026. This plan uses Carroll County's 2016 population estimate of 5,370 persons for the Town of Manchester (Source: Population Estimates by Election District and Municipality. Carroll County Bureau of Comprehensive Planning. March 2018).

For the years 2000 to 2016, the town grew from a population of 3,329 to 5,370 persons (61% change over the 16-year period). This indicates a 3.8% annual percentage growth rate (61% / 16yrs = 3.8%). The percentage change for the last six-year period (2010 to 2016) was 11.7%, for an annual percentage growth rate of 1.9%.

Neither of these trends will continue in the near future. This plan will use a slower population growth scenario of 0.54% annually. This is based on the following planning assumptions:

1. From 2000 to 2016 homes were being built on existing lots of record (already approved for development). Most of these lots have now been developed. There are no new major subdivisions in town, approved or even proposed, in the very near future. Overall, the existing town is primarily developed.
2. If new growth does occur, it will happen mostly in the future MGA through annexation. The annexation process takes time. All new annexation agreements are subject to the goals and objectives of this plan.
3. If an annexation is approved as authorized by State law, there is a notable process and timeframe for a residential subdivision review.

Based on the above planning assumptions, a 0.54% average annual percentage growth rate will be projected for the next ten-year planning period. This amounts to about ten new dwelling units (DUs) per year. **TABLE 7B** illustrates this growth scenario.

For the purposes of community and public facility planning, population estimates are based on the number of residential dwelling units multiplied by the average household size. These population estimates do not reflect other demographic forecasting factors, such as vacancy rates. Planning for the ultimate number of dwelling units (regardless of vacancy rates), will better prepare the town to provide adequate public services, especially essential services such as public drinking water.

### **\* FLASHBACK**

*"A review of the current corporate limits of Manchester in relation to the current limits of the planned Manchester water and sewer service areas, reflects extremely limited anticipated future growth areas lying beyond the current corporate limits."*

**2008 Manchester  
Comprehensive Plan**  
(page 75)

# 2018 Manchester Comprehensive Plan

**TABLE 7B - Population**

*Estimated Average  
Annual Percentage Growth Rates  
(AAPGR-Straight Line) for the Town of Manchester  
Based on Ten Dwelling Units per Year (0.54%)*

YEAR	Total Population	AAPGR	Residents Added	DUs Added
2016	5370			
2017	5399	0.54%	29	10
2018	5428	0.54%	29	10
2019	5457	0.54%	29	10
2020	5486	0.54%	29	10
2021	5515	0.54%	29	10
2022	5544	0.54%	29	10
2023	5573	0.54%	29	10
2024	5602	0.54%	29	10
2025	5631	0.54%	29	10
2026	5660	0.54%	29	10

**Objective:** Check monthly building permit reports for actual trends in new housing starts, and revise population projections accordingly.

### **Potential Municipal Growth Areas (MGA)**

This section will review and recommend land areas to be included in the proposed MGA. The following planning issues have been considered when designating the MGA:

1. Manchester's small-town character and appeal may be lost if new residential densities and developments are out of character for a small town.
2. Additional traffic will be generated by future growth.
3. State and federal regulations will impact the town's future growth policy, including Total Daily Maximum Load (TDML) requirements that may restrict the town's ability to enlarge the WWTP beyond its current capacity. TDML is part of a regulatory plan by EPA that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards.
4. State and federal funding may be needed to expand public services and facilities to serve future growth.
5. The geographic location of the town in the upper reaches of three major watersheds (Patapsco, Gunpowder Falls and Big Pipe Creek) may limit future growth.

The following objectives are recommended to guide the annexation process in the MGA:



## 2018 Manchester Comprehensive Plan

---

***Objective:*** Maintain Manchester's small-town character and appeal by ensuring that all future annexations within the MGA are subject to small-town planning guidelines, and that financing mechanisms are set in place to adequately fund new or extended public facilities and services.

***Objective:*** Evaluate the impact of traffic generated from development of the MGA, and determine how the condition, capacity, and design of existing and future roadways will be addressed; especially considering the timeline for building a future Manchester bypass.

***Objective:*** Propose a future MGA to include properties that are already surrounded by the current town limits (enclaves). Consider the impact of these properties should they experience failing septic systems in the future (where replacement or upgrade is not feasible).

***Objective:*** Propose a future MGA where the town may reasonably extend public water and sewer service (if capacity is available), or may wish to acquire property for a public purpose/use (i.e. wells, parks, etc.).

***Objective:*** Based on the vision to maintain Manchester's small-town character and appeal, and considering the .5 MGD capacity of the town's WWTP, the Town of Manchester should not, in general, initiate any future annexation (unless the property is needed for a public purpose). However, property owners may petition for annexation if located in the MGA, subject to state law, Manchester Code requirements, the Carroll County Water & Sewer Master Plan for Manchester, and any conditions of annexation, including required municipal fees and charges.

***Objective:*** A new Low-Density R-40,000 Residence "Cluster" land use designation and zoning district should be created for the MGA. This district should require at least 30% open space, but allow lots to be "clustered," thereby promoting less expensive infrastructure design and construction. Since every potential MGA property is different, there is no "one size fits all." The town should secure open space, and protect sensitive areas by tailoring annexation agreements to be compatible with this plan and its visions.

***Objective:*** As a condition of any annexation proposal and agreement, land owners/developers may be given an option to propose fewer lots if public facilities or infrastructure are not sufficient to serve the planned density or zoning equivalent, providing that lots are clustered.

### **Municipal Growth Area (MGA) MAP**

The town's future growth area is illustrated on **MAP 5 - FUTURE MUNICIPAL GROWTH AREA**. The proposed MGA is approximately 382 acres in size, and includes recommended land areas that are:

1. Situated adjacent to or near the existing town limits;

## 2018 Manchester Comprehensive Plan

2. Existing enclaves that are completely surrounded by the town limits;
3. Located within a planned public water/sewer service area, where facilities might reasonably be extended; and,
4. Appropriate for land uses that will be compatible with this plan.

Potential MGA properties are listed in **TABLE 7C**, shown below. The property ID letters in the far left column of the table correspond to letters on **MAP 5**.

A property located within the MGA does not certify or guarantee annexation. Nor does the map portray specific or detailed boundary lines or descriptions. MGA properties may currently be developed, partially developed, or vacant. Most of the developed properties/lots are enclaves and have private wells and septic systems. **TABLE 7C** also identifies the public water/sewer service category for each property.

Over 30 of the MGA properties are less than five acres in size, and collectively amount to over 40 acres. There are five properties between five and 25 acres in size, totaling about 64 acres. Four properties are large in size (greater than 25 acres), and total almost 274 acres.

**TABLE 7C - Manchester Municipal Growth Area (MGA)**  
**Description of Proposed Properties in the MGA (unincorporated areas)**

Map ID	Acres	Current Land Use Designations in the Future MGA	Proposed Land Use Designations in the Future MGA	Sewer Category	Water Category
A1	1.5	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
A2	2.1	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
B1	1.0	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
B2	1.6	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
B3	3.5	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
C	1.4	R - Suburban Density, Neighbrhd Retail Bus	R-Medium Density, Business Local (.12 Ac.)	Future 7-10 yr	Future 7-10 yr
D1	0.3	R - Sub & Med Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
D2	0.3	R - Sub & Med Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
D3	0.3	R - Sub & Med Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
D4	0.7	R - Sub & Med Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
E	7.7	C - Conservation	Conservation	No Service	No Service
F1	3.6	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
F2	0.9	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
F3	1.0	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
F4	1.0	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G1	1.0	R - Sub Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G2	1.0	R - Low Density	R-Medium Density	Future 7-10 yr	Existing
G3	0.3	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G4	0.3	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G5	0.3	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G6	0.3	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
G7	0.4	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr

## 2018 Manchester Comprehensive Plan

G8	0.2	General Business	Business General	Future 7-10 yr	Future 7-10 yr
H	0.7	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
I	80.4	R - Medium Density, Conservation	R-Low Density Cluster, Conservation	Long Range 10+	Long Range 10+
J	9.1	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
K	2.0	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
L	16.7	Commercial Med	Business General	Future 7-10 yr	Future 7-10 yr
M	117.5	R - Low Density, Conservation	R-Low Density Cluster, Conservation	Long Range 10+	Long Range 10+
N1	32	R - Low Density & Conservation	R-Medium Density & Conservation	Priority 0-6 yr	Priority 0-6 yr
N2	3	Business General	Business Local	Future 7-10 yr	Future 7-10 yr
O1	14.2	R -Very Low Density, C	R-Medium Density, C	Long Range 10+	Long Range 10+
O2	2.0	R-Very Low Density	R-Medium Density	Long Range 10+	Long Range 10+
O3	1.2	R-Very Low Density	R-Medium Density	Long Range 10+	Long Range 10+
O4	1.2	R-Very Low Density	R-Medium Density	Long Range 10+	Long Range 10+
O5	0.6	R-Very Low Density	R-Medium Density	Long Range 10+	Long Range 10+
P1	16.0	R-Very Low Density	R-Medium Density	Priority 0-6 yr	Priority 0-6 yr
P2	1.2	R-Very Low Density	R-Medium Density	Priority 0-6 yr	Priority 0-6 yr
P3	1.3	R-Very Low Density	R-Medium Density	Priority 0-6 yr	Priority 0-6 yr
P4	1.5	R-Very Low Density	R-Medium Density	Priority 0-6 yr	Priority 0-6 yr
P5	2.3	R-Very Low Density	R-Medium Density	Priority 0-6 yr	Priority 0-6 yr
Q	1.9	R - Low Density	R-Medium Density	Future 7-10 yr	Future 7-10 yr
R1	29	R-Very Low Density	R-Low Density Cluster	Long Range 10+	Long Range 10+
R2	11	Commercial /BG	Business Local -BL	Long Range 10+	Long Range 10+
S1	1.9	R - Low Density	R-Low Density Cluster	Long Range 10+	Long Range 10+
S2	1.1	R - Low Density	R-Low Density Cluster	Long Range 10+	Long Range 10+
S3	1.2	R - Low Density	R-Low Density Cluster	Long Range 10+	Long Range 10+
S4	1.7	R - Low Density	R-Low Density Cluster	Long Range 10+	Long Range 10+
<b>Total</b>	<b>382</b>				

1. A density factor of .75 was used to calculate estimated build-out population for residential and conservation land uses. SOURCE: Maryland Department of Planning. Models and Guidelines. Writing the Municipal Growth Element to the Comprehensive Plan, Volume 25, page 9, May, 2007.

2. To calculate estimated buildout population for the business land uses, the plan estimates that 10% of EDUs will be for residential/apartment uses.

### **Residential Land Capacity**

This section will estimate the number of dwelling units that could be built in the MGA, if all residential land areas are eventually developed. The cumulative residential land capacity for the entire Manchester planning area will be given in **TABLE 7D**. This table adds together the known 2016 population, the additional population that can be accommodated in the existing town limits, and the potential buildout population in the planned MGA. The ultimate estimated population for the entire Manchester planning area is 7,362 persons.

***Definition of Land Capacity (basic):*** Land Capacity Analysis is an estimate of the amount of development (and subsequent population) that land areas can accommodate given land use regulations, density standards, environmental constraints, and other local development requirements or conditions.

## 2018 Manchester Comprehensive Plan

**TABLE 7D - Residential Land Capacity for the Future MGA and Current Town Limits (Buildout)**

Town of Manchester Total Planning Area	ACRES	DUs	AVERAGE HOUSEHOLD SIZE	POPULATION
2016 Town Limits	1,493	1,865	2.88	5,370
<i>Additional Growth in the Current Town Limits</i>	---	274	2.88	789
Total Buildout in the MGA	382	418	2.88	1,203
<b>TOTAL</b>	<b>1,875</b>	<b>2,568</b>	<b>2.88</b>	<b>7,362</b>

NOTES: The above population projections reflect the following planning assumptions:

1. Areas in the proposed MGA will develop below zoning yields.
2. Land areas in the MGA will be annexed into Town.
3. Future zoning districts and zoning regulations in the MGA will be compatible with the land use designations and new zoning regulations recommended in this comprehensive plan.
4. The projected number of dwelling units in the MGA is based on build-out of all residential land use designations based on density factors. The following is an example of how the projected buildout population for the MGA was derived: (sample property) (43,560 sq ft (one acre) / 20,000 square ft (Residential Low-Density designation lot size) = 2.18 (base number of lots for one acre of property) X .75 (density factor) = 1.63 (lots) x 1.5 acres (total acres of the property) = 2.45 (total lots for this particular property example) X 2.88 (AHS) = 7 (persons). This process was done for all the properties located in the MGA. This is an estimate only.
5. If these assumptions or the zoning regulations change, then the population build-out projections must be revised/updated.

The residential land use capacity for future growth in the current Town limits is an additional 789 people. The projected build-out population in the potential MGA is 1,203 new residents. Combining the 2016 Town population with the future population generated by build-out of all residential land uses, Manchester's future ultimate population may reach 7,362 persons. This will amount to 1,992 more residents. Pertaining to the ten-year population projection, there is sufficient land area in the current town limits to accommodate the additional 292 more people expected by the year 2026.

### **Impact on Public Facilities and Services Projected**

TABLE 7E describes the impact that population growth will have on town services and facilities. This is a ten-year projection to 2026. A more detailed review of growth's impact on public services and facilities will be covered in the Community Facilities Element (Chapter Eight).

## 2018 Manchester Comprehensive Plan

**TABLE 7E: 10-Year Population Estimates**

**Impact on Manchester's Public Services and Facilities**

(using .54% Average Annual Percentage Growth Rate)

Public Facility/ Service	Additional Population and Lots by 2026	Adequate Threshold	Impact
Schools – Service Provided by Carroll County	Student population to be determined by CCPS	Current or projected enrollment equaling less than 109% of the state-rated capacity is adequate; 110-119% is approaching inadequate; greater than 120% is inadequate. (Source: Town of Manchester Requirements for Residential Subdivision section 200-8)	Certification of adequacy to be provided by CCPS
Fire and Emergency Medical Service	292 persons 100 Lots	The proposed subdivision shall be certified by the County Fire Protection Engineer and the Chief of the Manchester Volunteer Fire Department as to the department's ability to adequately access the proposed subdivision and respond and provide the necessary fire protection and emergency medical services. (Source: Town of Manchester Requirements for Residential Subdivision Section 200-8) Total number of late and no responses is less than 15%, and the total number of no responses is less than 4% measured on a 24-month basis. (Source: Carroll Co. Concurrency Management Report, page 19)	Certification of adequacy to be provided by the Manchester Volunteer Fire Department
Police Services	292 persons 100 Lots	The Town of Manchester Police Chief shall certify the ability of the Police Department to provide adequate police protection. A ratio of one officer to every 1,000 citizens shall be deemed adequate. (Source: Town of Manchester Requirements for Residential Subdivision Section 200-8)	One more police officer may be needed by 2027, as well as Certification of adequacy from the Manchester Police Chief. (5660 people (2027 population) / 1000 persons = 5.67 needed police officers)
Parks & Recreation Land	292 persons 100 Lots	Minimum of 30 acres per 1,000 residents. (Source: 2014 Carroll County Comprehensive Plan, Page 86), unless town planning and zoning regulations require more.	Minimum of 8 acres of additional open space, parks, and/or recreational land needed
Public Water Service	292 persons 100 Lots	25,250 GPD of additional public water will be needed. This would be equivalent to a new well that pumps at least 27 gallons per minute. This does <u>not</u> include extra water needed for water storage, fire suppression, and reserve.	Certification of adequacy from the Manchester Department of Public Works.
Public Sewer Service	292 persons 100 Lots	20,200 GPD of additional wastewater will be processed through WWTP, which currently is limited to .5 MGD.	Certification of adequacy from the Manchester Department of Public Works.

Source of Population Estimates: See TABLE 7B.

When planning for new growth and the expansion of public services, the town should consider the impact and unfair cost burden of servicing population growth in neighboring jurisdictions. For example, the town provides public water service to the Manchester Valley High School (MVHS) since it is within the town limits.

Much of the student population in the MVHS comes from growth and development in the Hampstead area. Because the MVHS is a large water user, it will undoubtedly limit the

## 2018 Manchester Comprehensive Plan

---

town's ability, both now and in the future, to provide public water service to other areas within the town, including in the new municipal growth area and business expansion on Main Street.

As the town implements its new 2018 comprehensive plan, the cost to provide water service to the MVHS creates a disproportionate burden to Manchester. And this unfair discrepancy not only affects water service, but also sewer, police protection, firefighting, emergency medical service, and roads.

In the years ahead, the town will be implementing its new comprehensive plan. There will be limited public resources available to serve new growth, especially regarding water supplies, and a limited capacity remaining at the town's wastewater treatment plant to serve areas within the Town of Manchester.

A more equitable system is needed to pay for public facilities that serve population growth in areas outside of the Manchester town limits.

***Objective:*** *Recommend a new policy with the Carroll County Board of Education regarding the disproportionate costs to Manchester when serving the MVHA; and consider raising Manchester's water fees/rates for large water users that serve population growth outside the town limits.*

Public water supplies and the capacity of the town's WWTP may have limitations due to environmental constraints, natural restrictions on quantities, and regulatory (permit) restrictions. These may be beyond the control of the town. Planning for future growth and development is essential as it pertains to these two public facilities.

***Objective:*** *The Manchester Planning Commission should closely monitor water and sewer capacity issues in their annual planning report to help ensure that adequate systems are in place as needed.*

### **Rural Buffers and Transition Areas**

Carroll County and Manchester have long sought to mutually establish a physical edge to the town through coordinated comprehensive planning. This is also true of the other towns in Carroll County. Where future public water and sewer areas end by natural constraints or by design, the permanent preservation of surrounding farmland is a goal which has been pursued for over 40 years. When you leave the town and its immediate environs, you enter the countryside where the preferred use of land is agriculture. This vision has its roots in the Carroll County 1964 Comprehensive Plan.

Any burdens on services and infrastructure for which the town might be responsible in areas outside the MGA must be considered. To help minimize this burden on municipal services, as well as recognize the growth of municipalities, Carroll County provides a local revenue sharing program for municipalities. While this does not cover all the impacts of growth on a municipal corporation, it helps. Additionally, the town can place such

## 2018 Manchester Comprehensive Plan

---

conditions as it deems necessary on any proposed annexation agreement to help mitigate the financial implications of development for the municipality.

Unfunded mandates and increased regulatory provisions by the State of Maryland and its agencies may also create financial burdens on local jurisdictions (counties and municipalities). Nevertheless, possible funding sources and grants may become available from the State of Maryland to help municipalities offset costs related to growth.

### **Funding Mechanisms to Support Public Services and Infrastructure**

Funding mechanisms may include, but are not necessarily limited to, the following sources:

- Benefit assessment (connection fees for public water and sewer)
- User fees (water/sewer user fees, park user fees, etc.)
- County capital improvement program
- Town capital improvement program
- County bond funds (general obligation; revenue bonds)
- Town bond funds (general obligation; revenue bonds)
- Developer (private sector) funding via public works agreements
- State funding programs and capital grant funds
- Federal funding programs and capital grant funds
- Public/private partnerships
- Town/county agreement

How future infrastructure and needed public services will be financed is an annual consideration in the town's operating and capital budgets. If Manchester is to maintain its small-town character and appeal, while at the same time anticipate some new growth and development, state and federal funding assistance will be essential in the town's designated Priority Funding Area.

### **Relationship of Long-Term Development Policy with the Town's Vision**

The town's long-term growth policy has many components such as state law, the town zoning ordinance/map, subdivision regulations, site development requirements, and infrastructure funding. This plan recommends that these and other policies be revised to include land use capacity factors that will determine the limits of available infrastructure and resources needed to serve new growth.

***Objective:*** *Revise long-term growth policies to reflect potential service difficulties related to water supplies, limited capacity of the existing wastewater treatment plant, the town's location within the upper reaches of three major watersheds (Patapsco, Gunpowder Falls and Big Pipe Creek), TDML funding to pay for upgraded facilities, increasing public open spaces, and the town's desire to maintain its small-town character and appeal.*

## **CHAPTER EIGHT: Community Facilities Element**

### *Adequate Public Services and Facilities*

#### **Preface**

This chapter will describe the impact a ten-year growth scenario might have on the provision of public facilities and services. In addition, a growth scenario based on the total buildout of all land use designations will be reviewed.

#### **Introduction**

Municipal community facilities and services are those which serve the public, and help give a community much of its sense of identity. Public facilities and services include, for example, public meeting areas, government offices, roads, walkways, solid waste disposal, recycling, water/sewer systems, parks, ballfields, recreation equipment, libraries, senior centers, police facilities, and fire/EMS services.

Refer to the 2018 Manchester Comprehensive Plan Composite Map (located in Appendix #1) for the geographic location of public facilities.

The facilities and services listed below will be considered in this chapter. Specific objectives will also be recommended.

- Vision Statement and Planning Goals
- Public Water System
- Public Wastewater System
- Open Space, Parks, and Recreation
- Police Services
- Emergency Services
- Libraries
- Senior Center
- Solid Waste Disposal
- Educational Facilities

#### **Vision Statement and Planning Goals**

This chapter will explore the need and degree of providing first-rate community facilities and services to the citizens of Manchester.

**VISION STATEMENT.** *Maintaining a well-planned and well-designed community is only half the battle. There must be a willingness to provide and maintain, through adequate funding, essential community services. The provision of public services should be sustainable. In other words, services which are cost efficient, use less energy, and are beneficial for the environment. Planning, timing, and funding decisions should be considered in the light of this comprehensive plan to ensure that the visions and goals are being faithfully pursued.*



# 2018 Manchester Comprehensive Plan

---

**GOAL # 1 - Funding Programs.** Review and recommend funding program amounts and sources for capital projects to maintain an adequate level of public facilities/services through planning, analysis, and monitoring. Growth should not outpace the town's ability to provide essential public facilities/services.

**GOAL # 2 - Volunteerism.** Maintain the fine tradition of volunteerism in Manchester. Volunteers make things happen. They are the reason why many community services are still operational and so successful. Organizations such as the Manchester Volunteer Fire Department/Emergency Medical Services, North Carroll Recreation Council, Lineboro/Manchester Lion's Club community swimming pool, Charlotte's Quest Nature Center, Manchester Area Merchants Association, and many others, are led and supported by volunteers. Suffice it to say the financial consequences to citizens (more taxes) of drifting away from volunteer services and toward government paid systems, would be costly.

**GOAL # 3 - Plan Compatibility.** Review all community public infrastructure projects, including those that are part of the development review process, to ensure their compatibility with the comprehensive plan and visions.

**GOAL # 4 - Water and Wastewater.** Review the town's Capital Improvement Program each year, and recommend capital projects in keeping with the comprehensive plan and visions.

**GOAL # 5 - Parks/Recreation/Open Space.** Maintain the considerable social and health benefits of sports and recreational programs for residents, youth, seniors, and others. Increase the accessibility and use of publicly-owned open space, greenways, and parks, which give Manchester its small-town character and feel of openness, and provide opportunities for residents to enjoy the outdoors.

**GOAL # 6 - Police Protection.** Continue to provide a highly qualified police service through professionalism, integrity, and impartiality. Review, as often as necessary, what level of police protection is adequate as the town grows and develops. Reviews should include an analysis of police service levels relative to traffic enforcement, special events planning, economic/business growth, terrorism, disaster relief, and other considerations, in order to maintain a safe small-town community for residents.

**GOAL # 7 - Senior Citizens.** To plan for the projected growth of the senior citizen population in the Manchester area, the town should work with the local senior center to help promote needed services and programs.

## **Public Water System**

The Town of Manchester owns and operates the public water system that serves residents and customers within the corporate boundary, with few exceptions. The existing and planned Manchester Water Service Area (WSA) within the current town limits covers

## 2018 Manchester Comprehensive Plan

---

approximately 1,494 acres, and serves 1,750 EDUs (*source: Carroll County Water & Sewer Master Plan. Triennial Update, page 51, 2017*).

The 2016 average daily use was 292,000 GPD. The current average daily appropriation limit, as approved by MDE, is 581,000 GPD. The daily demand for the month of maximum use is limited to 886,200 GPD.

The town's water system serves many community uses including residential, businesses, schools, retirement homes, parks, and public buildings. The system also provides water for storage and fire protection. Annexation is a prerequisite for connecting to the town's public water system.

The system currently has 19 wells, Hillside Spring, and 12 pumping stations. Water is treated by chlorination at each well pumping station. Soda ash is also added for pH control.

Water storage for the Town of Manchester is comprised of three elevated water storage tanks: a 500,000-gallon storage tank located on York Street; a 100,000-gallon storage tank located on Park Avenue; and a 250,000-gallon tank at the Manchester Baptist Church. The current storage system is a "floating" system, which means the three tanks are connected and act as overflow for the distribution system. When demand is low, water is pumped into the tanks. When demand is high, water is released from the tanks into the distribution by gravity.

Manchester currently has six separate MDE water appropriation permits. MDE issues permits for town wells depending on their location within the Middle Potomac, Patapsco, and Gunpowder watersheds.

Residential water projections are based on an MDE average family usage of 250 GPD. Water use for commercial development is projected at 700 gallons per acre. In addition, calculations are made for large water users including churches, public schools, group homes, recreational areas, or other special uses.

**Ten-Year Projection.** Taking a look at water projections for the next 10-year planning period (2017 to 2026), the town will add about 10 new dwelling units (DUs) per year. The additional amount of public water needed per day is 2,500 gallons per day (10DUs X250GPD=2,500GPD). There is currently ample water to serve the ten-year projection.

**Build-Out Projection.** The purpose of calculating ultimate water demand is to ensure that the land use plan is sustainable. In other words, the town's public water supplies must be adequate to serve future growth and development at an affordable cost.

Total water demand is shown in **TABLE 8A** below. These calculations assume all planned future growth areas as being developed.

**TABLE 8A - 2017 Water Use and Projected Ultimate Buildout Water Demand for Future Growth/Development**

Total permitted Annual Average Daily Appropriations = 581,000 GPD		Values (GPD)
<b>Current Average Daily Water Use</b>		
Annual average daily appropriations		581,000
Current average daily use (2016)		- 292,000
Water capacity available for future demand		= 289,000
<b>Future Water Demand for New Growth and Development</b>		
Future demand from growth and development in the existing town limits (potential 274 EDUs X 250 GPD)		-68,500
Future demand from growth and development in the Municipal Growth Area (potential 418 EDUs X 250 GPD)		-104,500
Total estimated remaining water balance		=116,000

Based on the build-out scenarios above, sufficient water capacity exists at this time to serve planned growth and development. Nevertheless, the town should continue its current policy to provide "extra" water for storage, firefighting, and emergency situations.

Prior to approving a new residential development or commercial site plan, any proposed use shall be considered in light of the town's current water supply capacity, as limited by the town's water appropriations, pumping capability, peak use, and drought factors. The town currently requires, based on a water capacity analysis for the proposed use, a fee of \$14,500 per EDU, payable with the application of each building permit. Chapter 241, (water section of the town Code), requires that public facilities, including water, be adequate for planning commission approval at each stage of the approval process.

***Objective:*** Continue to monitor the impact of surface water contamination, if any, on existing wells and springs, including possible contaminants such as petroleum and MTBE. The town should work closely with the Maryland Department of the Environment to test, monitor, and analyze public water supplies to ensure that all town drinking water sources are free from contaminants.

***Objective:*** Update, on a systematic basis, the town's water distribution map. An accurate map will help in emergency situations, such as a water main break or if an individual home's water valve will not shut off.

**Planning Timeline for Future Public Water Extensions.** In addition to planning for build-out and a ten-year projection for water use, a detailed analysis is needed to estimate where and when water service might be extended. This information is shown on **MAP 7 - PUBLIC WATER SERVICE AREAS** (located at the end of this chapter). The public water service area is shown by planning categories, including existing water service, priority (0-6 yrs.), future (7-10 yrs.), and long range (10+ yrs). Also shown are existing public wells/springs, and recharge areas.

## 2018 Manchester Comprehensive Plan

---

The map is only an illustration of possible water extensions, as it is impossible to know for certain when properties in the MGA might be annexed and developed. If water extensions also require new water supplies, increasing the town's water appropriation will be regulated by the Maryland Department of the Environment.

The conservation and protection of existing and future groundwater supplies is critically important to Manchester. Continuing education and public relations on the proper use and care of septic systems, the need to conserve water, protect sensitive environmental resource areas, and implement water resource management practices, are essential to avoiding serious problems. To that end, the town has adopted Chapter 218 of the County Code which pertains to Water Resource Management and provides for water resource protection measures.

***Objective:*** Double-check water allocation calculations to ensure that water supplies and technical operations provide sufficient water for storage, firefighting, and emergencies.

***\*NOTE:*** The town code (Article 1, Section 241) regulates fees and charges for water use, new connections, fire protection, etc. Development of new water supplies include calculations relative to need, draught conditions, storage, and emergencies, or requires a fee to be paid in lieu of new water supplies. These calculations and fees should be re-evaluated to determine if they are sufficient to serve new growth in the MGA, considering that these areas are generally farther away from existing facilities and infrastructure.

***Objective:*** To plan for future water demand, the town should annually review its capital improvement program to schedule exploration and development of new groundwater sources.

***Objective:*** The Carroll County Water & Sewer Master Plan (sections relative to the Town of Manchester) should be reviewed semi-annually to make certain the visions and goals of this plan are "in-sync" with the Water & Sewer Master Plan.

For more information, refer to the Carroll County Water & Sewer Master Plan at:  
<http://ccgovernment.carr.org>.

### **Public Sewer System**

The Town of Manchester owns and operates its sewer system, and limits service to within the corporate boundary. The Manchester Sewer Service Area comprises about 1,262 acres and serves 1,840 EDUs (source: Carroll County Water & Sewer Master Plan, 2017 Triennial Update, page 106). Manchester's wastewater treatment plant (WWTP) has a capacity of 500,000 GPD. Average flow is 307,000 GPD.

The existing sewer system became operational in 1969, and currently consists of a collection system (pipes), 31 sewer pumps, and the WWTP (located off Beaver Street). A spray irrigation facility is also used in the waste treatment process, and is located south of Manchester on Warehime Road. Wastewater is primarily domestic, with a small amount of

## 2018 Manchester Comprehensive Plan

---

commercial waste. The WWTP is a package secondary treatment facility utilizing contact stabilization with anaerobic digestion of sludge.

Effluent from the treatment plant is pumped from the treatment plant via a 14-inch diameter force main to a 5.0 MG storage lagoon, and in turn sprayed onto town-owned irrigation fields. The Town of Manchester harvests a crop of reed canary grass for nutrient uptake on the spray irrigation fields. The town is allowed to spray irrigate March 1 through November 30. For the remaining three months, December 1 to the end of February, the plant's effluent is discharged into George's Run, which is a tributary of Prettyboy Reservoir in Baltimore County. The town is permitted to spray 0.5 MG of effluent per day.

The WWTP generates about 1.6 million gallons of wet sludge per year. The stabilized sludge that is generated at the facility is dewatered via a belt-filter press. Dewatered sludge cake is then transported to the Cumberland County Landfill for disposal. The average amount of dewatered sludge is 23 tons per month, or 283.6 tons per year.

**Allocation Procedure.** Allocations are made on a "first-come, first-served" basis following approval of a commercial site plan or a residential subdivision. For planning purposes, estimating wastewater flow is based on a single dwelling unit generating, on average, 200 gallons per day. This wastewater estimate is based on 80% of water use (250GPD) per EDU, will end up at the town's WWTP for processing ( $250\text{GPD} \times 80\% = 200\text{GPD}$ ). The 250 GPD water use is established in the Manchester Code (see Section 241.10).

The 2017 Triennial Update to the Carroll County Water & Sewer Master Plan for the Manchester Sewer Service Area states in the Allocation Procedure section (page 110), "Flows for residential development are calculated at 375 gallons per dwelling per day." This is not in conflict with the 250 GPD water use planning criteria noted above because the 375 gallons per dwelling per day includes stringent contingencies for increased water storage, emergencies, fire protection, infiltration/inflow, etc. The 250 GPD is the proper usage amount for general planning purposes based, on the average metered water use per dwelling unit.

Commercial usage is based on 700 GPD per acre. The town also plans for higher peak flows, due to infiltration/inflow. Section 173 of the sewer section of the town code requires that public facilities, including sewer, be adequate in order for the planning commission to approve a new residential development or site plan.

Although expansion of the existing 0.5 MGD wastewater treatment plant will be difficult and costly, it may be necessary to serve future growth in the MGA.

**Infiltration and Inflow.** The town's sewer system experiences infiltration & inflow (I&I), which currently results in additional flows of about 33,254 GPD to the WWTP. In an effort to reduce I&I, the town conducted an I&I study to determine what system improvements are needed to address the problem. Correcting the I&I problems now will provide more sewer capacity to serve future growth.

## 2018 Manchester Comprehensive Plan

**Objective:** As part of its annual planning report and capital improvement program, the Manchester Planning Commission should study the I&I situation and document needed improvements to the sanitary system to keep the I&I, as low as possible.

<b>TABLE 8B - 2017 Wastewater Flows and Future Buildout Capacity of the Town's Wastewater Treatment Plant (WWTP)</b>	
Rated Capacity (Design Flow) of WWTP = 500,000 GPD	Values (GPD)
<b>Current Average Daily Wastewater Flow</b>	
National pollutant discharge elimination system permitted flow	500,000
Current average daily wastewater flow	-307,000
Remaining WWTP capacity	=193,000
<b>Future Demand for Growth and Development</b>	
Future demand from growth and development in the existing town limits (potential 274 EDUs X 200 GPD)	-54,800
Future demand from growth and development in the future Municipal Growth Area (potential 418 EDUs X 200 GPD)	-83,600
Total estimated remaining wastewater capacity	=54,600

**Ten-Year Projection.** Taking a look at wastewater flow for the next ten-year planning period, the town may add about 10 new dwelling units per year, generating an additional wastewater flow of about 2,000 GPD (10DUsX200GPD=2,000GPD). There is ample WWTP capacity to serve new growth for the ten-year projection. Note that this estimate is based on an average of 200 GPD (80% of metered residential water use). This calculation recognizes that all household water use does not enter into the WWTP. Residential water is used for watering grass, washing cars, and other outdoor uses. Water also escapes into the ground from leaking water pipes. Nevertheless, the town does plan for "extra" wastewater flow which may impact the WWTP, including stormwater surges that enter the WWTP by infiltration & inflow.

**Build-Out Projection.** Using the estimated ultimate build-out scenario above (all land use designations will fully develop), future growth may be accommodated by the existing WWTP. However, it is critical to evaluate WWTP flows on an annual basis to monitor remaining capacity. Expanding the WWTP will require a considerable amount of money, time, and planning. It may also not be possible to expand the WWTP due to environmental concerns and regulatory changes.

**Planning Timeline for Future Public Sewer Extensions.** In addition to planning for build-out and the ten-year projection for sewer flow, a more detailed analysis is needed to estimate where and when sewer service might be extended. This information is shown on **MAP 8 - PUBLIC SEWER SERVICE AREAS** (located at the end of this chapter). The public sewer service area is shown by planning categories, including existing sewer service, priority (0-6 yrs.), future (7-10 yrs.), and long-range (10+ yrs). Also shown are the locations of existing sewer lines and the WWTP. This map is only a projection, as it is

# 2018 Manchester Comprehensive Plan

---

impossible to know for certain when properties in the MGA might be annexed and developed.

**TABLE 8C** illustrates planned public sewer extensions. Based on these projections, about 6% of the MGA (or 22 acres) is planned to receive public sewer service by the year 2024. An additional 23% of the MGA (or 87 acres) may have public sewer by the year 2035. Public sewer service will be extended to the remaining 69% (or 283 acres) of the MGA sometime beyond 2036.

**TABLE 8C - MGA Sewer Categories by Acres (%)**

Manchester MGA	Priority (0-6 yrs.) 2018 to 2024	Future (7-10 yrs.) 2025 to 2035	Long Range (>10 yrs.) Beyond 2036
Acres (%)	22 (6%)	87 (23%)	263 (69%)

Note: About 2% of the MGA is existing service or no service planned

***Objective:*** Near the beginning of each sewer category timeline (2018, 2025, and 2035), the town should consider what impact sewer service extensions will have on the WWTP capacity, and plan accordingly.

***Objective:*** To plan for the town's ultimate future wastewater flow, the town should annually review its capital improvement program to consider system upgrades and WWTP improvements, if compatible to the planning visions and goals.

***Objective:*** The Carroll County Water & Sewer Master Plan (sewer sections relative to the Town of Manchester) should be reviewed semi-annually to ensure that the vision and goals of this plan are "in-sync" with the Water & Sewer Master Plan.

***Individual Sewerage Systems.*** The "No Planned Service Area" is intended for low-density development which will be served by private septic systems. Permanent long-term dependence on underground sewage disposal necessitates thorough soil testing and evaluation prior to construction. Proper installation, daily use and care, periodic maintenance, and sufficient replacement area are essential to providing adequate disposal. In the Manchester planning area, municipal wells could be taken off-line due to groundwater contamination from failing septic systems. Given a finite wastewater treatment capability, the town must depend on those individual systems to function properly where no public sewer is planned.

### **Open Spaces, Parks, and Recreation**

The Manchester community is served by five public parks (see **COMPOSITE MAP - APPENDIX ONE**). Currently, Manchester ranks "number one" with more park land than any other town in Carroll County. In addition, the public school facilities continue to provide recreational opportunities outside of school use. Following is a brief summary of the park and recreational facilities.

## 2018 Manchester Comprehensive Plan

---

***Objective:*** *Through cooperative efforts, and working closely with the Maryland Department of Natural Resources, the County Department of Recreation and Parks, and the Town of Manchester, a plan for open space links, and funding for the protection of watersheds and streams, should be pursued. Such links could eventually form an overland open space corridor that would connect the natural greenways at the headwaters of three individual watersheds in Manchester. These corridors would not necessarily be accessible by the general public, but could be protected with purchased or donated conservation easements, expressly for environmental and aesthetic purposes. Given the outstanding attributes of Manchester's elevations and topography, such linkages would be unique major assets for the community and the local environment. When possible, acquire open space land areas by dedication, conservation easement, purchase, or donation. The State of Maryland provides a grant funding program called Program Open Space that provides grant funds to acquire open space and park lands. This program has been extremely beneficial to the town in the past.*

***Christmas Tree (Town) Park.*** Located off Christmas Tree Park Lane on the east side of town, this 32-acre park provide two ball fields with lights, three tennis courts, stocked fish pond (off Water Street), five pavilions, several picnic tables, an all-purpose court, concession stand, and restrooms. Additionally, the Lions Club Recreation Center, located on four acres adjacent to the Park, provide two swimming pools, a wading pool, and ball fields; the Manchester Volunteer Fire Company Carnival Grounds and Activities Building occupies another five acres of adjoining land.

***Objective:*** *Prepare a design plan for the construction of a new hiking/biking/walking pathway in Christmas Tree Park. Include future trail extensions from Christmas Tree Park to Pine Valley Park and the Manchester Valley High School. Map alternative locations for study. This natural greenway will promote the small-town character of Manchester and provide a safe and convenient place for individuals and families to hike or ride bikes.*

***Pine Valley (Town) Park.*** Providing the Charlotte's Quest Nature Center, nature trails, and a stocked fish pond, this 60-acre park is located off Walnut Street on the north side of town. These holdings contain four miles of nature trails, and also serve as a protective buffer for the town's Walnut Street water supplies. The park connects with the adjoining elementary school site. This large open space area has great potential for additional recreational uses. The Nature Center is operated by volunteers, and receives its support from donations, in-kind gifts, and grants.

***Objective:*** *Consider enlarging and improving the nature center to accommodate more town residents, students, and visitors.*

***Westside Memorial (Town) Park.*** The Westside Memorial Park offers a pavilion, and encompasses over 15 acres along the north side of MD 27 on the west side of town.

***Cape Horn (County) Park.*** Sixty-six acres of land located on the northwest corner of the Hanover Pike (Md. Rt. 30) and Cape Horn Road includes ball fields, multi-purpose field,



## 2018 Manchester Comprehensive Plan

---

pavilion, children's play structures, restroom facilities, and a one-mile-long, six-foot wide, multi-purpose trail.

***North Carroll (County) Community Pond.*** This six-acre Carroll County park, located approximately one mile south of town near the intersection of Md. Rt. 30 (Hanover Pike) and Basler Road, and adjacent to the North Carroll Middle School, contains a pavilion, a picnic area, a stocked fish pond, and a tot lot. Tennis courts are available to the public at the adjacent North Carroll Middle School.

***Public School Sites.*** The Town of Manchester and the North Carroll Recreation Council, offer programs which utilize public school facilities when they are not being used for school activities.

***Objective:*** *Connect future hiking/biking trails, greenway systems, and open spaces with public school sites to meet the open space and recreational needs of the Manchester community.*

***North Carroll Recreation Council.*** Manchester is very fortunate to have an all-volunteer recreation council to organize and coordinate many sports programs for youth and adults, including: ballet, dance, basketball, baseball, field hockey, golf, horseback riding, softball, karate, lacrosse, volleyball, soccer, tennis, track/field, football, cheerleading, wrestling, and playground activities. Additional information can be obtained by visiting their website at [northcarrollrec.org](http://northcarrollrec.org).

### **Police Services**

Police protection for the Manchester area is provided by the Manchester Police Department, and is augmented by the Maryland State Police (Resident Trooper Program), and the Carroll County Sheriff's Department.

The Manchester Police Department can be reached by calling 410-239-6900, or by calling 911 in an emergency.

The Manchester Police Department is currently composed of the Police Chief, one Police Sergeant, one Police Corporal, and three sworn Police Officers. Located at 3337 Victory Lane, adjacent to the new Town Hall, the department utilizes six SUV police vehicles.

The State Police provide the Manchester Police support services such as the Crime Lab, helicopters for use in medivac situations, and the Evidence Lab in Pikesville, Maryland.

The Carroll County Sheriff's Department, located at 100 North Court Street in Westminster, has a partnership agreement with the Maryland State Police to provide police protection for the entire County, sharing law enforcement, investigative, and patrol responsibilities. The Carroll County Sheriff's Department operates the Carroll County Detention Center, provides court room security, and supports civil process services.

## 2018 Manchester Comprehensive Plan

---

The Sheriff's Department serves criminal warrants issued by the Circuit Court, responds to crimes, and enforces motor vehicle regulations. The Sheriff's Office can be reached toll free at 1-888-302-8924, or 410-386-2900, or in an emergency by calling 911.

Manchester also has a Memorandum of Understanding (MOU) with the Carroll County Sheriff's Office and an MOU with the Town of Hampstead. These are voluntary, mutual aid agreements authorizing cooperation and assistance of routine law enforcement across jurisdictional lines, and specifying the nature of law enforcement assistance to be rendered.

***Objective:** As police work becomes more complex, consider advanced police officer specialization training in community-based policing. This training would prepare officers to better address community-wide crime prevention and protection, as well as providing more specialized training in handling family crises, high-risk youth, behavioral health disorders, terrorism, and other situations that require special and updated training for first responders.*

### **Emergency Services**

The Manchester Volunteer Fire Department has been located on North Main Street at the current site since 1898. The department provides fire, ambulance, and emergency medical services for Manchester and its environs. Back-up emergency services are provided by both the Hampstead and Lineboro Fire Companies.

Equipment utilized by the Manchester Fire Department currently includes one rescue squad truck, one utility truck equipped with emergency medical supplies, one brush truck, one engine, one engine tanker, one utility vehicle, one duty car, one ATV, and two ambulances.

In 2017, the Volunteer Firemen's roster listed approximately 27 EMTs, 20 paramedics, and 30 firefighters. As the community continues to grow toward build-out, the number of active volunteers must grow to maintain an adequate level of service.

The Fire Department receives approximately 5% of its funding from the Mayor and Council, and 70% of its funding from the Carroll County Board of Commissioners. The balance of operating costs, plus all capital costs, must be raised by the fire company. Other means of revenue for the Fire Department include the annual Firemen's Carnival, bi-weekly bingo games at the Activity Building, Manchester Day (held on the first Saturday in June), and grants.

The Fire Department also supports a Junior Firemen's group made up of boys and girls between the ages of 12 and 16. Junior members cannot respond to emergencies until their 16<sup>th</sup> birthday.

**TABLE 8D** below shows the number of fire and emergency medical responses for the years 2010 to 2016.

## 2018 Manchester Comprehensive Plan

---

**TABLE 8D - Emergency Response History  
MANCHESTER FIRE DEPARTMENT**

<b>Year</b>	<b>First Due Fire Responses</b>	<b>First Due EMT Responses</b>	<b>Total Responses</b>
2010	388	938	1326
2011	430	949	1379
2012	364	1130	1494
2013	325	1028	1353
2014	384	1080	1464
2015	376	1087	1463
2016	436	818	1254

Source: MFD

For the seven year period including 2010 to 2016, there was an average of 386 fire responses and 1,004 emergency medical responses per year. There were 2.6 EMT responses for each fire call. This is slightly less than previous periods. From 1988 to 2006, for every one fire response, there were 3.7 EMT responses (ratio 3.7 to 1). During the period of 1988 to 1999, this ratio was 3.4 to 1. From 2000 to 2006 the ratio was 4.2 to 1. Although fire responses are significantly less than EMT responses, fire calls have been remarkably stable over the years, considering the significant increase in population. The only exception was last year, when fire responses increased by 16%, but EMT responses decreased by almost 3%.

***Objective:*** To maintain an adequate level of service from a volunteer organization, the Fire Department and the community will need to continue to take specific steps (i.e., incentive programs to recruit and retain members, purchase of fire-fighting equipment, etc.), in conjunction with Carroll County programs, to promote the volunteer system. While more companies are turning to paid personnel to respond during certain hours, Manchester maintains a mostly volunteer organization, except for some paid part-time personnel.

***Objective:*** Promote more local and individualized fire prevention measures (house to house and business to business), including advanced smoke, heat, fire, and carbon monoxide detector installation and inspection. Research and secure special funding from the county, corporate donors, or grants for this specific measure.

It has been the tradition of small-town inhabitants to cultivate and instill the importance of volunteering for emergency service duty within the community. Manchester is no exception, and has a fine community tradition and operational history of doing so. Suffice it to say, the financial consequences to citizens of drifting away from a volunteer system, toward a government paid emergency service system would be significant.

The Manchester Volunteer Fire Company has, for over a century, made a significant contribution to the Town of Manchester and its citizens. Volunteers should consciously plan to keep it that way well into the distant future.

## 2018 Manchester Comprehensive Plan

---

### **Libraries**

Residents of Manchester currently patronize the North Carroll and Westminster branches of the Carroll County Public Library.

The North Carroll Branch opened as a new facility in February 1990, and serves residents of Hampstead, Manchester and surrounding areas. Located at 2255 Hanover Pike, this library branch is just south of the Town of Manchester, and within the corporate limits of Hampstead. The library is 16,262 square feet in size. In 2016, the branch had over 13,000 cardholders, with 15,000 visitors. This accounts for over 15% of all Carroll County library visits in 2016. The branch has a circulation of over 599,000 publications.

The library branch provides public meeting rooms, student services, and research assistance. Instruction on how to use the internet and other computerized databases is also provided. This service is important to people who don't have access to the internet.

**Objective:** As new growth and development occurs, more library space may be needed to serve the Town of Manchester and its municipal growth area.

**Objective:** Provide greater selection of books and other materials that can be reserved online from different library systems.

### **Senior Center**

The North Carroll Senior Center (center) which is operated by the Carroll County Bureau of Aging, Department of Citizen Services, is currently located on Brodbeck Road in Hampstead at the north end of the shopping center. The center provides activities, services, and meals for senior citizens.

The center provides a very comprehensive monthly newsletter that describes the many activities and classes available at the center. For more information, refer to their website at <http://ccgovernment.carr.org>.

**Objective:** Consider adding a program for seniors to volunteer their time to provide job/career related mentoring to younger people. This may be especially helpful for homeschoolers and students in small private schools.

### **Solid Waste Disposal**

The Town of Manchester provides curbside pick-up of trash and recycling for its residents, and currently contracts with a private company for this service. Waste is hauled to the Resource Recovery Park, Northern Landfill, currently accepting Carroll County's entire waste stream (other than hazardous waste). This facility opened in 1988. The total capacity of the landfill is about 1.7 million tons. The 220-acre site, of which 65 acres are permitted as a sanitary landfill, also contains a rubble landfill, recycling center drop off, mulch and composting facility for yard waste, and a transfer station. Recycling items are sorted and transferred from the landfill. The County seeks, through voluntary efforts of residents, to recycle 40% of its total solid waste load.

## 2018 Manchester Comprehensive Plan

---

If all future Carroll County waste is disposed of at the Resource Recovery Park, Northern Landfill, the facility will be at capacity around 2027 (*source: Carroll County Ten Year Solid Waste Management Plan, 2016*).

The county is studying the concept of transferring waste to areas outside of the county. However, this option is not cost effective at the current time. This comprehensive plan endorses the following objectives, with a primary aim to reduce waste sent to the landfill, thereby extending its lifespan.

***Objective:*** *Work with Maryland Department of the Environment and the Maryland Municipal League to study new methods of reducing "source" waste materials by 20%, including commercial and marketing packaging for products.*

***Objective:*** *Continue the town's successful recycling programs. Encourage, through volunteer efforts of residents and businesses, to recycle 45% of the town's solid waste load.*

### **Educational Facilities**

Several public schools serve the Town of Manchester and its environs, including the Manchester Elementary School, Ebb Valley Elementary School, North Carroll Middle School, and Manchester Valley High School. For the purposes of this plan update, the state-rated capacity for each of the above schools will be reviewed. The definitions provided below are taken from: "Carroll County Department of Land and Resource Management (September 15, 2015). *FY 2016 Concurrency Management Report*."

***Definition of Adequate:*** *An elementary or high school serving a proposed project is adequate, for the purposes of this chapter, when current or projected enrollment equals or is less than 109% of the state-rated capacity. A middle school serving a proposed project is adequate, for the purposes of this chapter, when current or projected enrollment equals or is less than 109% of the functional capacity.*

***Definition of Approaching Inadequate:*** *An elementary or high school serving a proposed project is approaching inadequate, for the purposes of this chapter, when current or projected enrollment is 110% to 119% of the state-rated capacity. A middle school serving a proposed project is approaching inadequate, for the purposes of this chapter, when current or projected enrollment is 110% to 119% of the functional capacity.*

***Definition of Inadequate:*** *An elementary or high school serving a proposed project is inadequate, for the purposes of this chapter, when current or projected enrollment is equal to or greater than 120% of the state-rated capacity. A middle school serving a proposed project is inadequate, for the purposes of this chapter, when current or projected enrollment is equal to or greater than 120% of the functional capacity.*

The Manchester Elementary School, serving grades K-5, has a state-rated capacity of 707 students. The school was rated at 82% capacity in 2015. The 2021 school enrollment

## 2018 Manchester Comprehensive Plan

---

projection will be 75% of capacity. For the period between 2015 and 2021, no overcrowding is anticipated.

Ebb Valley Elementary School, serving grades K-5, has a state-rated capacity of 571 students. The school was rated at 80% capacity in 2015. The 2021 school enrollment projection will be 74% of capacity. For the period between 2015 and 2021, no overcrowding is anticipated.

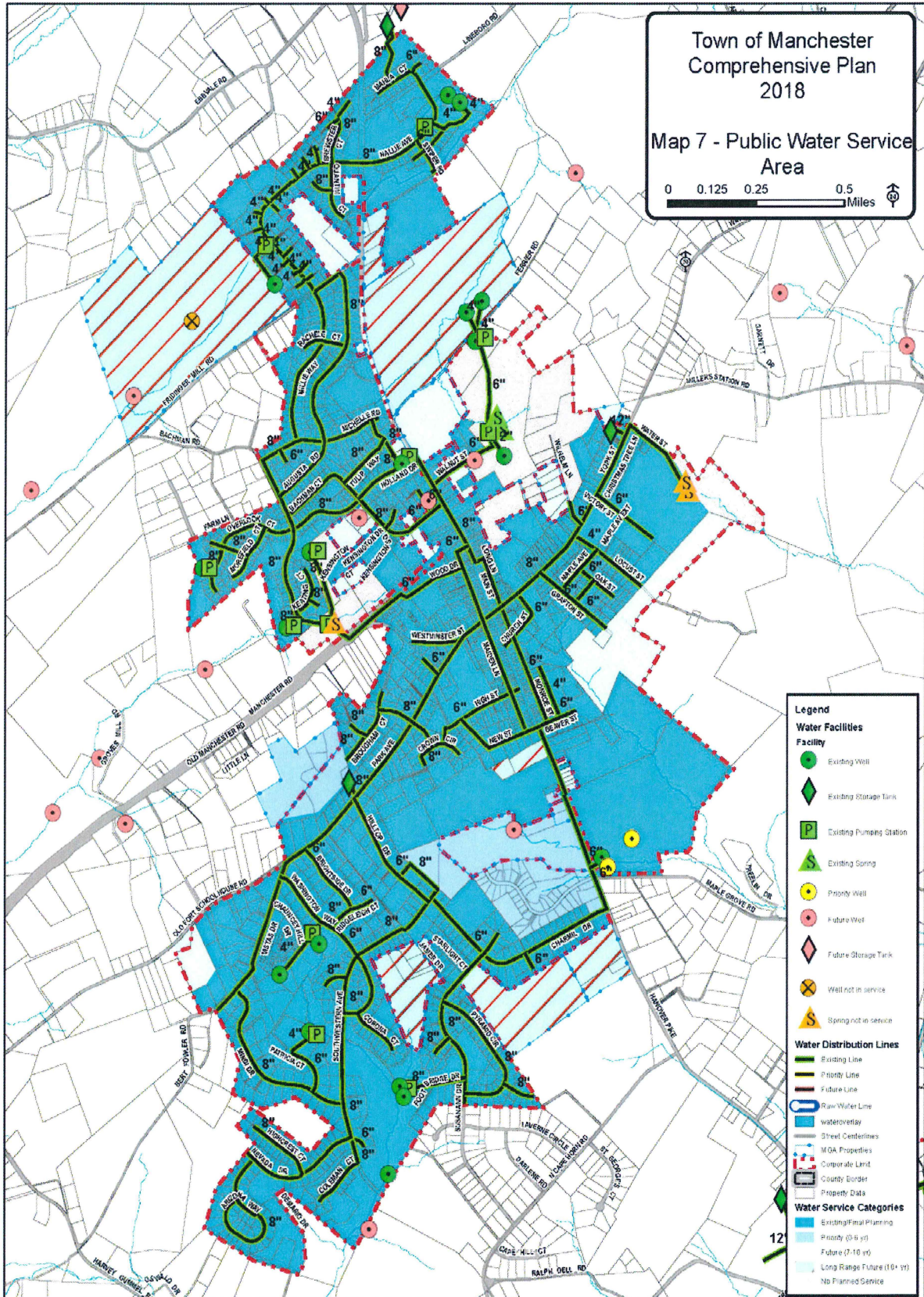
North Carroll Middle School, serving grades 6-8, has a state-rated capacity of 750 students. The school was rated at 76% capacity in 2015. The 2021 school enrollment projection will be 76% of capacity. For the period between 2015 and 2021, no overcrowding is anticipated.

Manchester Valley High School, serving grades 9-12, has a state-rated capacity of 1,267 students. The school was rated at 61% capacity in 2015. The 2021 school enrollment will be 54% of capacity. For the period between 2015 and 2021, no overcrowding is anticipated.

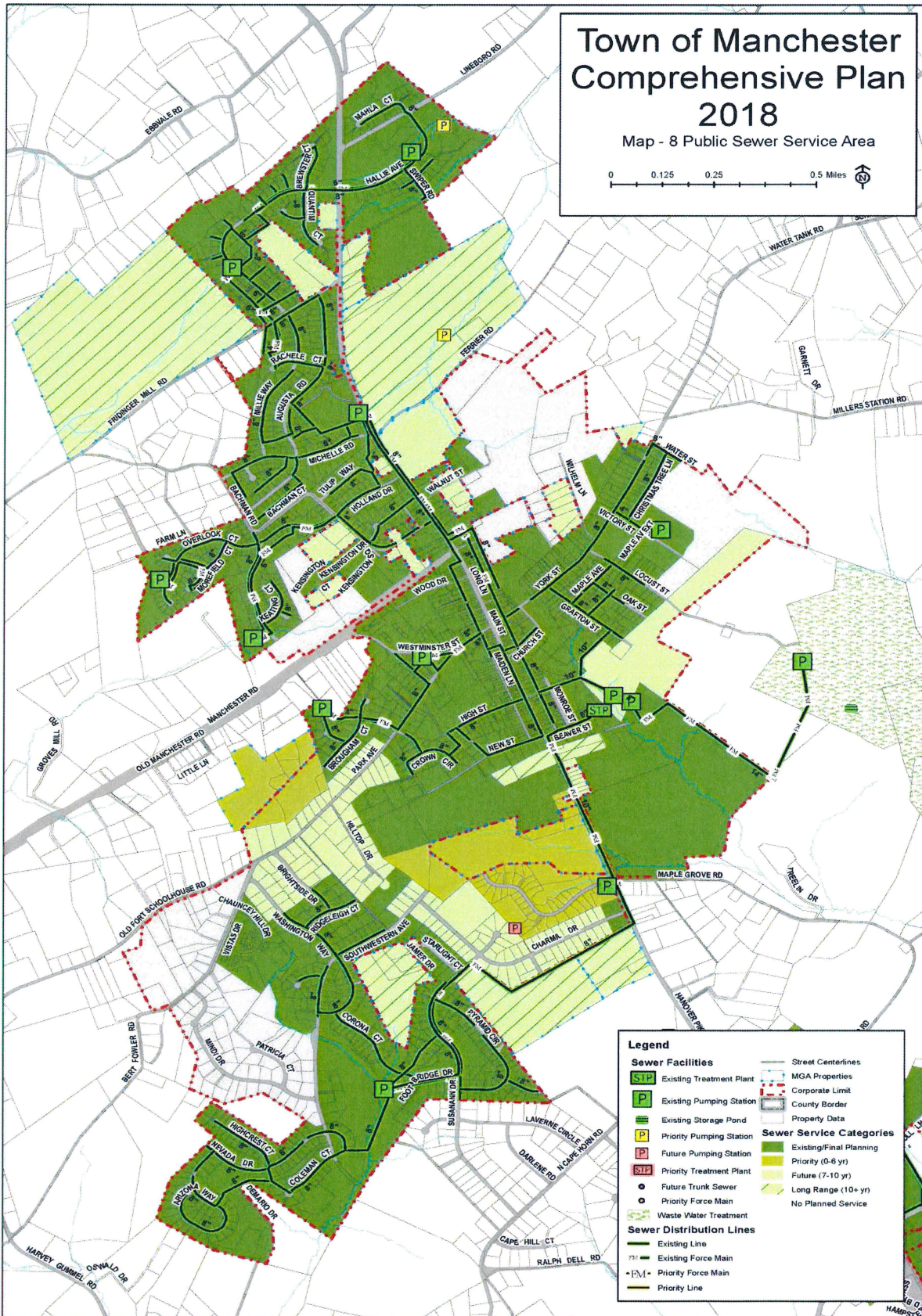
According to Carroll County Department of Management and Budget. *A Quick Guide to the FY 18 – 23 Community Investment Plan*, no improvements are planned for the above schools.

All the public facilities discussed above are shown on the **2018 COMPREHENSIVE PLAN COMPOSITE MAP** located in Appendix #1.

# 2018 Manchester Comprehensive Plan



# 2018 Manchester Comprehensive Plan





## **CHAPTER NINE: Transportation Element**

### *Alternatives and Choices*

#### **Preface**

This chapter will discuss transportation alternatives of particular interest to small-town living. This includes planning for local streets, sidewalks, walking/biking trails, and convenient downtown parking. The planned relocation of Maryland Route 30 (bypass) around the town, is still very relevant to the future of Manchester. Considering that Hampstead's Route 30 bypass has been completed by the Maryland Department of Transportation (MDOT), but ends south of Manchester on Rt. 30 near Eagle Ridge Court, it is necessary and logical that Manchester segment be completed.

This half-completed roadway creates a transportation concern. Through traffic that once caused congestion on Hampstead's Main Street, now travels around Hampstead, only to be rerouted onto Manchester's Main Street, again causing traffic congestion.

The planning idea behind the bypass was that it would be built around both towns. The design, funding, and construction of the Manchester bypass by the Maryland Department of Transportation is a key goal of this comprehensive plan update.

Manchester's downtown area is the focus of small-town transportation alternatives. Improving vehicle access, developing new public parking areas, installing accessible sidewalks, building new pedestrian pathways, and improving the flow of goods and services are priority objectives for Main Street.

#### **Introduction**

One of the benefits of living in a small town is the short walk or drive to many destinations in town. In addition, more people would want to walk or bike to local areas if there were safe and convenient pathways to do so.

While a variety of transportation systems are available in and near the Manchester area to serve the needs of residents, businesses, and industries, the primary focus has been on the roadway system.

In the future, more emphasis will be placed on walking, biking, accessibility, and safety. Convenient access to the downtown commercial area will promote economic development, job creation, and will increase attendance of downtown special events.

The following transportation topics will be reviewed in this chapter:

- Vision Statement and Goals
- Existing Roadways and Pathways
- Existing Public/Semi-Public Air and Ground Transportation
- Transportation Objectives

# 2018 Manchester Comprehensive Plan

---

## **Vision Statement and Goals**

Careful attention is needed to address transportation alternatives in the town, with a strong emphasis on the downtown area.

**VISION STATEMENT.** *Plan a variety of transportation modes and alternatives.*

**GOAL # 1 - Manchester Bypass.** It is imperative that construction of the Manchester bypass (Maryland Route 30) be reevaluated and programmed now by MDOT. All town transportation initiatives involving state roads or funding programs should be included in future updates to the Carroll County Board of Commissioners' Transportation Priority Letter, which is submitted annually to MDOT.

**GOAL # 2 - Local Modes.** Improve driving, walking, biking, and hiking options, to and from Main Street, including ancillary upgrades to signage, lighting, parking, and customer zones for quick pick-up service. Coordinate design and planning issues, on and near state roads, with the MDOT SHA Bicycle Pedestrian Coordinator.

**GOAL # 3 - Area Roadways.** Review the feasibility of planning "mini" road improvements at certain locations, which would improve traffic circulation and promote the economic development of Main Street. Request that Carroll County and MDOT coordinate such a study in cooperation with the town.

## **Existing Roadways**

The Manchester planning area is served by a network of state, county, and municipal roadways. Three state highways provide major arterial service to the Manchester area.

***Maryland Route 30 (Hanover Pike/Main Street).*** Maryland Route 30 is the main business street through Manchester. It is classified as a primary state highway, linking the Baltimore metropolitan area with Hanover and southern Pennsylvania. It is a two-lane road along its entire length, from Reisterstown to the Pennsylvania state line. The segment within the Town of Manchester is the town's Main Street.

***Maryland Route 27 (Westminster-Manchester Road).*** Maryland Route 27 connects Manchester with Westminster. Classified as a secondary state highway, Route 27 serves as an important link to Westminster. For the most part, Route 27 is a two-lane blacktop road with paved shoulders, originating in Montgomery County at Interstate 270 and terminating on Main Street in Manchester at its junction with Maryland Route 30.

***Maryland Route 86 (Lineboro Road).*** Maryland Route 86 is a secondary state highway, linking Maryland Route 30 in Manchester with the community of Lineboro, just south of the Mason-Dixon line, and via secondary roads in Pennsylvania to Glen Rock and Interstate 83. Route 86 is a two-lane blacktop road.

## 2018 Manchester Comprehensive Plan

---

**Major County Roads.** Major County roads serving Manchester include Cape Horn Road, Fridinger Mill Road, Maple Grove Road, Old Fort Schoolhouse Road, Watertank Road and Millers Station Road.

**Major Municipal Streets.** Major municipal streets serving the Town of Manchester include: Park Avenue, Westminster Street, York Street, Hallie Avenue, and Southwestern Avenue.

### **Existing Air/Ground Transportation**

**Air Service.** The Carroll County Regional Airport is located in Westminster, Maryland, northwest of Baltimore City and just south of the Pennsylvania border. The airport is a general aviation facility, and is just 15 minutes from Manchester. The airport maintains a 5,100-foot long by 100-foot wide runway. For more information, refer to their web site: [www.carrollcountyregionalairport.com](http://www.carrollcountyregionalairport.com).

**Private Partnerships.** There are several private and non-profit organizations that partner with Carroll County to provide county-wide transportation for adults who are physically, developmentally, or intellectually disabled, or are mentally ill. These organizations are indispensable in transporting disabled persons to parks, jobs, learning centers, doctor's offices, hospitals, places of worship, shopping areas, etc. Funding assistance is offered by private, county, state, and federal sources.

**Carroll Transit System.** Carroll County provides public transportation services to citizens. Reservations can be made for pick-up by calling 410-383-0622, Monday - Friday, 7am to 5pm. In addition, four routes with a fixed schedule are provided to connect Westminster, Taneytown, Eldersburg, and South Carroll without an appointment. Reasonable accommodations are made for any disabled person, as prescribed by the Americans with Disabilities Act of 1990.

**Railroad Service.** Manchester is the only incorporated town in Carroll County without direct rail service in town. Historically, nearby Millers Station has served the Manchester Community. CSX runs along the extreme southeastern edge of the Manchester community. The nearest access point is located in Hampstead. Service is presently limited to freight transportation.

### **Transportation Objectives**

**Objective:** *Reduce traffic congestion on Maryland Route 30 (Main Street).*

Recommendations numbered 1 and 2 are illustrated on **MAP 9 - MAJOR STREET PLAN**, located at the end of this chapter.

**RECOMMENDATION #1 (BYPASS).** Maintain an alignment for the Manchester bypass (MD Route 30 Relocated) which connects with the northern terminus of the completed Hampstead bypass (see **MAP 9**).

## 2018 Manchester Comprehensive Plan

---

Because the Manchester bypass was logically sequenced behind the Hampstead bypass, it is imperative that construction of the Manchester bypass be programmed to occur soon. The town cannot afford to wait much longer for a relocated MD Route 30, while traffic operations on Main Street continue to deteriorate. It is long past the time for the through traffic volumes in the MD Route 30 corridor to be re-routed around the edge of Manchester, as the state did around Hampstead, thereby enabling both towns' Main Streets to function as a small-town "Main Street," and enable local traffic and emergency services to get to and from businesses and community facilities.

Any proposed new development directly involved with, or in the path of, a planned bypass, as shown on the official plan, would be in conflict with the plan. Only those local communities who actively plan for and protect the pathways needed for future roads, reduce the risk and cost of having to live without them.

Local jurisdictions that do not protect planned road corridors, undermine the credibility of their own official plans, create unnecessary difficulties for those land owners whose property is involved, and jeopardize the realization of an essential public transportation improvement. The Hampstead bypass is completed; Manchester can also get its bypass through due diligence and perseverance.

Nevertheless, what if the bypass is not built? What are the alternatives?

At present, the bypass project is not in the current or recent County Highway Needs Assessment. The project is not included in the FY 2018 to 2023 CTP, MDOT SHA. Based on these relevant facts, the following objective is recommended to help decide what actual transportation alternatives are available to the town.

***Objective:*** Request that Carroll County and the MDOT take the lead in completing a comprehensive study to prepare alternative transportation modes and delivery systems addressing downtown traffic congestion on Maryland Route 30. The study should also address the other transportation goals in the plan, including local roads that connect with or impact Route 30, relevant planning nodes in Chapter Five, sidewalks, hiking paths, downtown parking areas, bicycle routes, and funding mechanisms.

**RECOMMENDATION #2 (SOUTHWEST AVE. TO MAPLE GROVE RD.).** Revise the location for the planned extension of Southwest Avenue (heading east) to MD Rt. 30 (**MAP 9**). The proposed relocation should provide a direct connection to Maple Grove Rd.

***Objective:*** Propose transportation improvements and alternatives in keeping with small-town planning.

**RECOMMENDATION #3.** Request the SHA to complete a study evaluating vehicular turning movements along Rt. 30 (Main Street).

## 2018 Manchester Comprehensive Plan

---

RECOMMENDATION #4. Improve the economic development of the downtown commercial area, by upgrading Maiden and Long Lanes, which run parallel with Main Street.

RECOMMENDATION #5. Complete sidewalk improvements and handicap accessibility along York Street, from Grafton Street to Park Ave.

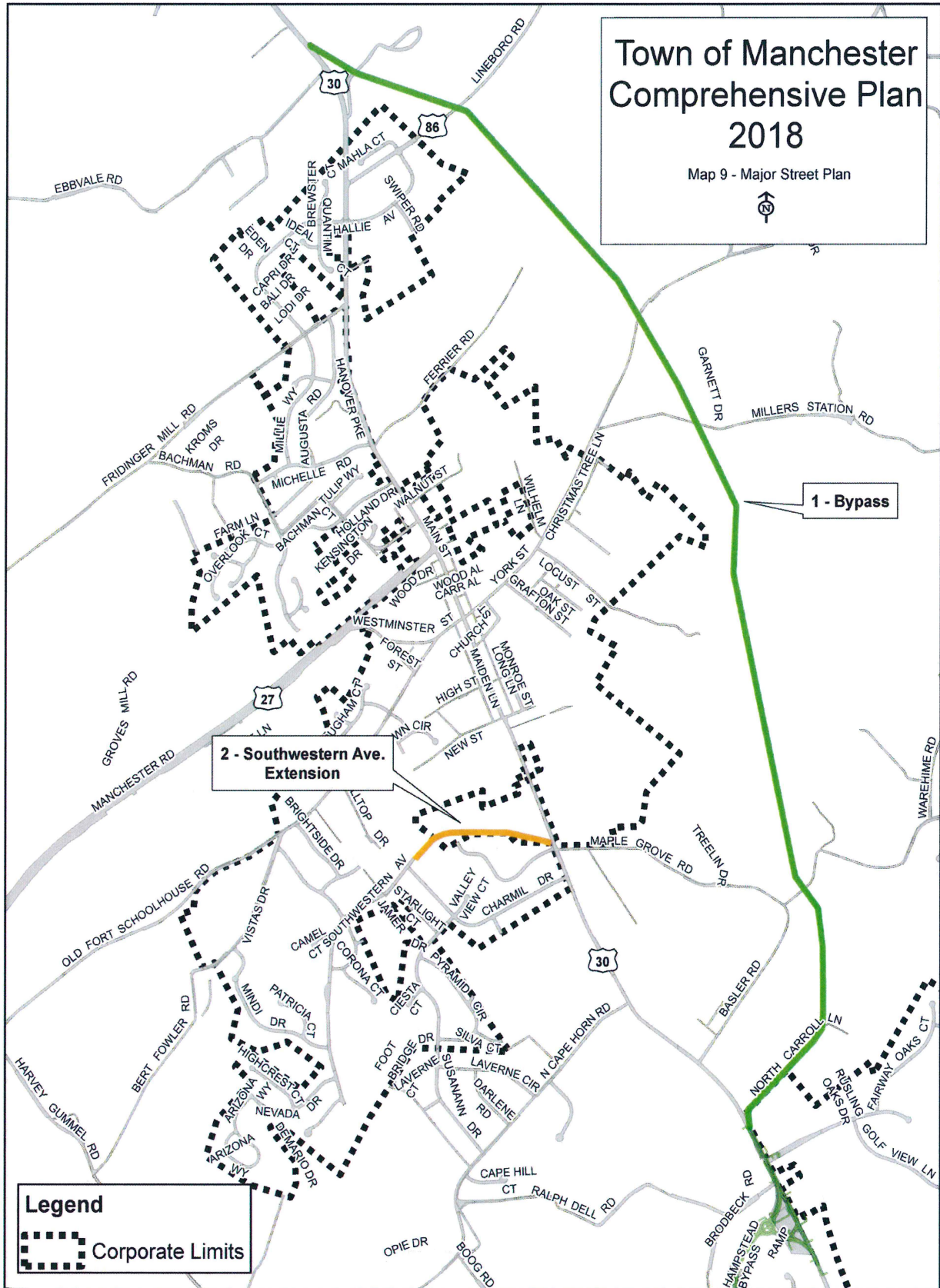
RECOMMENDATION #6. In conjunction with interested property owners, build public parking areas to the rear of Main Street businesses to promote economic development, business growth, business retention, job creation, and convenient access for shoppers.

RECOMMENDATION #7. Remove the previously proposed extension of Southwestern Avenue (southbound) to Cape Horn Road from the plan. The terrain is difficult, and there are environmental concerns.

RECOMMENDATION #8. Remove the previously planned collector street, from Rt. 30 across the Thomas Tree Farm property from the plan due to traffic safety concerns.

RECOMMENDATION #9. Provide a paved eight-foot wide walking/bike trail and greenway around the perimeter of Christmas Tree Park to ultimately connect with York Street, Charlotte's Quest Nature Center, Swiper Road, and the Manchester Valley HS.

# 2018 Manchester Comprehensive Plan



## **CHAPTER TEN - Mineral Resources Element**

### *Underlying Geology*

#### **Preface**

The Town of Manchester does not currently have mineral resource operations occurring within the corporate limits, nor are there any within the unincorporated environs around the town. In the event that operations would be proposed, it would most likely occur outside of the town and be governed by the Carroll County Zoning Ordinance, as Manchester's Zoning Ordinance does not allow for mineral mining.

#### **Introduction**

In the Manchester area, a southwest to northeast cross-section of the county is underlain by a band of interbedded marble, metabasalt, and chlorite phyllite. This area consists of complexly folded rocks that contain small lenses of marble near the surface. The depth and the amount of marble present is unknown. Historically, many of these marble outcroppings were quarried for lime, building stone, and road construction.

#### **Existing Resources**

The small vein of interbedded marble, metabasalt, and chlorite phyllite is located in the Manchester planning area. At its widest point, it is estimated to be approximately 510 feet. Northeast of the Manchester area, there are numerous iron ores, many of which are in underground mines. Most were operated in the late 1800s and early 1900s. The underground mines were reported to be as deep as 110 feet, with tunnels as long as 70 feet. Also, located just west of the planning area, there is an inactive lime kiln which is situated on a wider section of the marble vein.

More information concerning mineral resources can be found in the 2014 Carroll County Master Plan.

The Town of Manchester does not currently have mineral resource operations occurring within the corporate limits, nor are there any within the unincorporated environs around the town. In the event that operations would be proposed, it would most likely occur outside of the town and be governed by the Carroll County Zoning Ordinance, as Manchester's Zoning Ordinance does not allow for mineral mining.

## CHAPTER 11 - Areas of Critical State Concern Element

### *State Distinctive Planning Areas*

#### **Preface**

The Maryland Land Use Article, Section 3-109, enables the town to include in the plan any recommendations for the determination, identification and designation of Areas of Critical State Concern. The Maryland Department of Planning has developed voluntary guidelines for use by local governments in making critical area recommendations.

#### **Introduction**

After an evaluation of the program in the late 1970s, the Maryland Department of Planning established the following definition of an Area of Critical State Concern:

*Definition of an Area of Critical State Concern: An "Area of Critical State Concern" is a specific geographic area of the state which, based on studies of physical, social, economic, and governmental conditions and trends, is demonstrated to be so unusual or significant to the state that the Secretary designates it for special management attention to assure the preservation, conservation or utilization of its special values.*

These designated areas are within four classes: 1) tidal wetlands; 2) non-tidal wetlands; 3) protection and enhancement of rail service; and 4) special areas.

To date, the state has not designated any land in the Manchester planning area as an Area of Critical State Concern. However, Carroll County did make a recommendation to the State in the late 1970s to designate the corridor for relocated Maryland Route 30 (future Manchester bypass) as an Area of Critical State Concern.

This was promoted as a state concern because: 1) funds had not been allocated for the engineering and construction of the bypass; 2) development along the corridor could preempt the facility, and place increased demands on fiscal resources of the state; and 3) the state-maintained primary highway was being used for increasing inter-county and interstate travel. Five decades later, these same concerns remain.



## CHAPTER 12: Water Resources Element

A Coordinated Planning Approach

### **Preface**

Section 3-102 of the Maryland Land Use Article prescribes that the comprehensive plan include a separate and distinct planning element to plan for and protect the community's water resources. And for good reason - few things are more critical for a town than having an adequate amount of safe public drinking water.

### **Introduction**

Preserving and protecting underground and surface water resources, used for public drinking water, requires coordination between the town, county, state, and federal agencies. It also necessitates comprehensive analysis by water specialists, hydro-geologists, and certified water supply operators.

Drawing water from underground water supplies is strictly regulated by the Maryland Department of the Environment (MDE). All Manchester wells and springs have limitations on the amount of water that can be used, and must have protection measures to ensure that the water is safe to drink, and complies with MDE and EPA testing requirements.

In addition, underground and surface water supplies may be impacted by neighboring property owners and other jurisdictions.

***VISION STATEMENT.*** *Identify, secure, and provide adequate drinking water supplies in keeping with the town's approved land use plan and population cap.*

**GOAL # 1 - Mapping.** Prepare a water resources element map, showing the town's existing public water system components, including wells, well-head protection zones, springs, streams, hydro-geologic factors, soils, water treatment plants, distribution lines, pumps, storage tanks, fire suppression system (hydrants), etc.

**GOAL # 2 - Water Demand Report.** Base the new land use plan, in part, on a water demand and capacity analysis report (water report). The water report should include an analysis for the municipal growth area, mindful of the town's desire to maintain its small-town character and feel. The water report must assess the ability of the town to secure needed water resources; given the considerable environmental, regulatory, legal, and financial difficulties and constraints. In addition, the report should include an analysis on the town's wastewater point source loads at build-out. The town's wastewater treatment plant (WWTP) is limited in the amount of wastewater it can process and release. Therefore, the water report should be linked with the WWTP's capacity design and flows as permitted by MDE. Water demand should be evaluated based on 80% of metered water usage going to the WWTP for processing. In other words, the water demand is tied to the WWTP's current design capacity of 500,000 GPD and is restricted by point source loads and other MDE permit limitations (NPDES,

## 2018 Manchester Comprehensive Plan

---

BNR). Therefore, the town may not need to accommodate water demand above 625,000 GPD (not including reserves, leaks, non-metered sources, I&I, etc.).

**GOAL # 3 - Carroll County Coordination.** Review and update as needed, the Manchester sections of the Carroll County Water Resources Element to reflect the updated Manchester land use plan and the water capacity analysis report.

**GOAL # 4 - Cost Analysis.** Establish a system to review the cost of designing, securing, building, and/or upgrading needed water and wastewater programs, supplies, components, facilities, and infrastructure, according to the approved land use plan.

**GOAL # 5 - Water Resources Protection.** Recommend water resource protection measures to monitor, protect, and guard all public water resources and systems, including site design, regulations, and security measures, as necessary.

**GOAL # 6 - Growth Tiers.** Review planning tiers relative to the existing public water/sewer service areas, priority funding area, and future public water/sewer service areas in the municipal growth area. In accordance with Section 3 of the House Bill 409 of the 2013 General Assembly, the Town of Manchester Growth TIER MAP, adopted in 2012, is hereby incorporated into this plan. The **TIER MAP** (located at the end of this chapter) should be reviewed, and amended as needed, as part of this plan's implementation process.

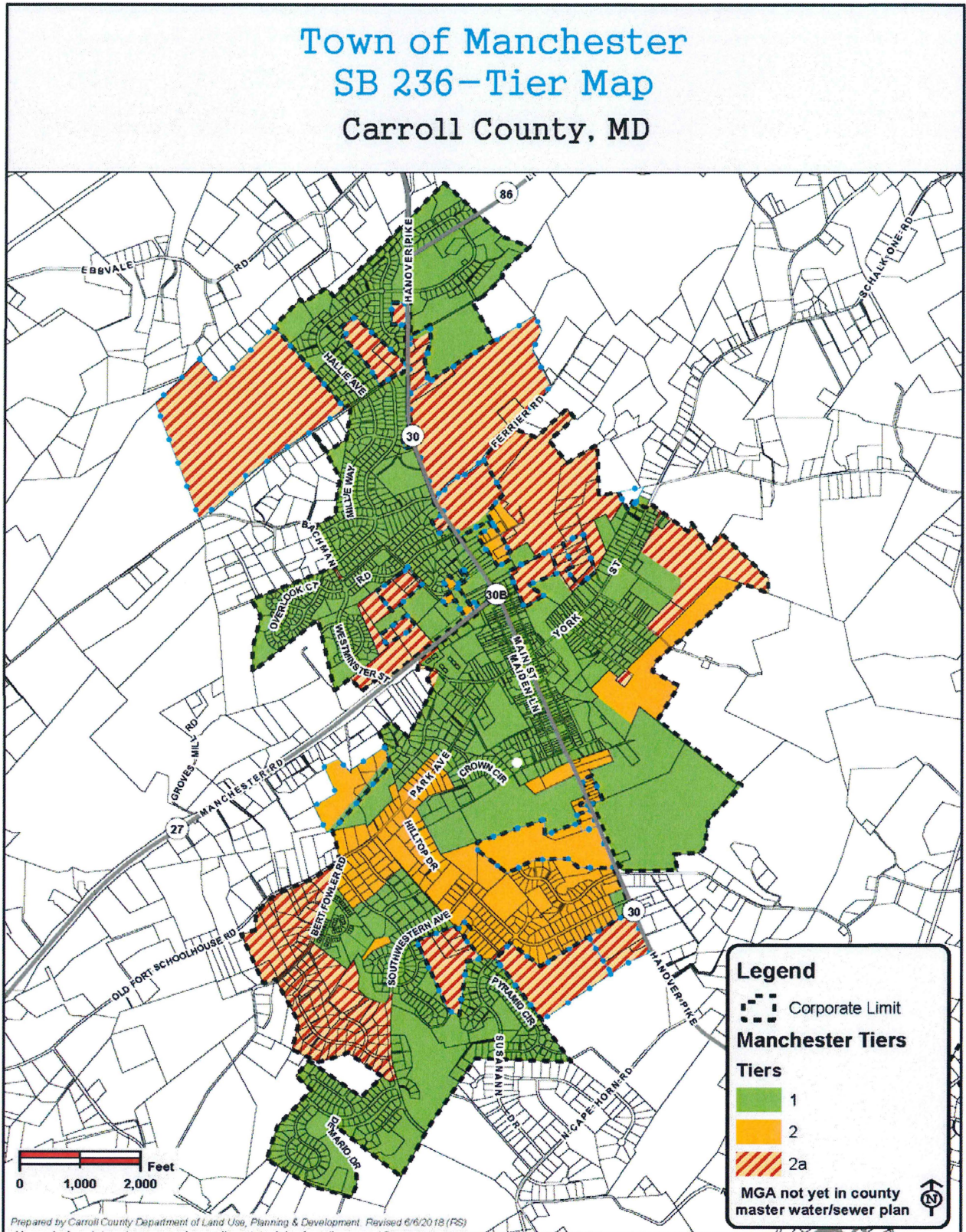
In order to provide excellent drinking water for Manchester residents, businesses, and visitors, the town has partnered with the Carroll County Department of Planning to develop a joint Water Resources Element.

This joint document had been approved by the town and county and is available on line at <http://ccgovernment.carr.org>.

The Carroll County Water Resources Element is inserted, by reference, into this Element. The Carroll County Water Resources Plan includes sections and maps that are specific to the Town of Manchester.

***Objective:*** *Incorporate the goals of this plan into future updates of the Carroll County Water Resources Element.*

The Town of Manchester prepares and publishes an Annual Drinking Water Quality Report. This report informs the public about the quality of the town's drinking water. The most recent 2016 report states that, after conducting all required water testing, the town's drinking water is safe, and meets all state and federal requirements.



## **CHAPTER 13 - Implementation & Development Regulations Element**

### *Actions to Achieve Planning Visions*

#### **Preface**

One of the pitfalls in comprehensive planning is a failure to fully implement the goals and objectives in the plan. This chapter will recommend a priority system based on the selection of key objectives for immediate implementation.

#### **Introduction**

To ensure that planning visions and goals are successfully fulfilled, several actions and planning measures are recommended. Attention to the task of implementing the plan will determine its relevance in maintaining Manchester's small-town character and appeal.

Implementation must necessarily occur over time, be a continuing process, and be based on a sound knowledge of the plan itself. In order for decisions to be consistent with this plan, it must be available to, and used by, all parties involved in the area's growth and development—the Town of Manchester, Carroll County, and the State of Maryland.

The general public, property owners, and local community groups should be kept appraised about the status of the plan's implementation.

The following implementation measures will be reviewed in this chapter:

- KEY Objectives
- General Implementation Measures
- Public Display of the Plan
- Updating the Plan

#### **Key Objectives**

There are 66 objectives recommended in this plan. Think of these as being a long freight train (each train car representing one objective). In the front of the train are three or four diesel engines which represent the KEY objectives. All the objectives (cars) need to reach the destination point, but the KEY objectives are the ones with the strength to pull the others along.

The KEY objectives should be acted upon immediately following the adoption of this plan, for the following reasons:

- The KEY objectives are essential to the plan's primary vision to maintain Manchester's small-town characteristics and appeal.
- A priority list is necessary, since it is virtually impossible to implement all 66 objectives at the same time.

## 2018 Manchester Comprehensive Plan

---

- By implementing KEY objectives first, the other objectives will follow in a more pragmatic and logical fashion.

The following are the plan's KEY objectives which should be implemented immediately following the adoption of this plan. They are listed in order of priority.

**1. POLICY.** *Based on the vision to maintain Manchester's small-town character and appeal, and considering the .5 MGD capacity of the town's WWTP, the Town of Manchester should not initiate any future annexation, unless the property is needed for a public purpose. However, property owners may petition for annexation if located in the MGA, subject to state law, Manchester Code requirements, the Carroll County Water & Sewer Master Plan for Manchester, the visions/goals/objectives in this plan, and any conditions of annexation, including required municipal fees and charges. When considering proposed annexations, analyze open space needs, rate of population growth, availability of adequate public facilities (both now and in the future), infrastructure cost burdens to the public, zoning issues, impact to the environment, transportation connections (including roads, sidewalks, bike paths, and greenways), and financial/tax advantages or disadvantages to the town.*

**2. ZONING.** *A new Low-Density R-40,000 Residence "Cluster" zoning district should be created for the MGA. This new district should require at least 30% open space, but allow lots to be "clustered," thereby promoting less expensive infrastructure design and construction. Since every potential MGA property is different, there is no "one size fits all." The town should find ways to secure open space and protect sensitive areas by tailoring annexation agreements to be compatible with this plan and its visions.*

**3. POLICY.** *Require as a condition for any future annexation proposal or agreement, that land owners/developers be given an option to create fewer lots if public facilities or infrastructure are not sufficient to serve the planned density or zoning equivalent, providing that lots are clustered.*

**4. GUIDELINES.** *Maintain Manchester's small-town character and appeal by ensuring that all future annexations within the MGA will meet all the small-town planning visions and goals in this plan, by creating a new set of small-town planning guidelines (guidelines) as part of the planning commission's review of new development projects. The new guidelines will promote a coordinated built and natural environment, which will direct growth and development away from sensitive areas identified in the Natural Resources Element. To foster good design and small-town planning attributes, new development on vacant land or underdeveloped "in-fill" areas should incorporate open spaces, green buffer areas, natural stormwater cleaning areas, and walking paths. The guidelines are not mandatory, but are intended to be used during the planning commission's review process of new development projects.*

**5. POLICY.** *Ensure that financing mechanisms are set in place to adequately fund new or extended public facilities and services with regard to any proposed annexation that meets the planning visions set forth in this plan.*

## 2018 Manchester Comprehensive Plan

---

**6. FEES/CODE.** Review current policy, relative to the Carroll County Board of Education, and regarding the disproportionate costs to Manchester caused by serving the Manchester Valley High School with public water. Consider raising Manchester's water fees/rates for large water users that serve population growth outside the town limits.

The two objectives below should follow closely behind the KEY objectives, and be implemented within 12 months following the adoption of this plan. These objectives are also listed by priority.

**1. MAIN STREET INFRASTRUCTURE.** Promote Main Street's historic, commercial, and architectural features by improving parking, alleyways, roads, sidewalks, directional signs, and lighting.

**2. MAIN STREET PLANNING.** Start a Manchester Main Street revitalization program, patterned after the Maryland Main Street program. Consider using the five components of a Main Street program including: DESIGN (enhancing the physical appearance); ORGANIZATION (building consensus and cooperation); PROMOTION (marketing the traditional commercial district's assets); RESTRUCTURING (strengthening Main Street's economic base); CLEAN, SAFE, AND GREEN (programs to strengthen the town's primary vision to maintain the small-town appeal and promote sustainable programs). Resources and support are available through the DHCD's Main Street affiliate program.

The remaining objectives, listed below, are also necessary if this plan is to reach its full potential. These are not listed by priority, but action should be taken as soon as possible.

Some objectives may need further study in order to better address a particular problem or issue. Most of these objectives should be initiated within the 36 months following the adoption of this plan. However, it may be fitting to address a particular objective much sooner due to an urgent need, a funding opportunity, or a development project.

1. Promote **SWM "green" collection areas** to capture and clean storm water before it enters streams and ground water systems. Reduce or eliminate unnecessary impervious surfaces, and convert to grass or other materials that allow water to seep into the ground.

2. **Well-head mandatory buffer zones** should have a minimum 200-foot radius for all new town wells (measured from the well head). Increase buffer zones for existing wells, when possible.

3. Coordinate standards and programs to ensure that disturbance of **steep slopes** is severely restricted. Steep slopes that are bare should be planted with trees, and vegetated with plants and land cover that are resistant to erosion. Encourage forestation and "tree banking" programs to make steep slopes a priority location for planting trees.

## 2018 Manchester Comprehensive Plan

---

4. *When possible, acquire steep slopes along streams and walkways, and plant with trees, shrubs, and/or grasses to stabilize and protect the soils from washout during heavy rains and flooding.*

5. *Manage potential development and/or grading impacts to town **streams**, by requiring a minimum one hundred foot stream buffer on each side of the stream, through public acquisition or conveyed to the town, and recorded in the Land Records of Carroll County.*

6. ***Wetlands and floodplains** should be protected and not disturbed. Development should be restricted, by establishing standards that encourage thoughtful and creative development designs to preserve these areas. The best way to do that is through acquisition, public easements, public open space, or zoning. New **wetlands** should be created to compensate for wetlands lost in the past, and **floodplains** should be restored and re-vegetated. Promote public acquisition of land, conservation easements, and cooperative agreements with landowners for **wetland and floodplain protection**, including buffers, as part of a town-wide greenway and linear park program. Congruently, habitats of threatened or endangered species should be included in the planning and development of greenways, in cooperation with the Maryland Department of Natural Resources. When possible, and if part of a planned **linear park or greenway**, the public should have access to wetlands and floodplain areas for nature appreciation, hiking, biking, and other planned and appropriate recreational uses. Secure the dedication of **open space** lands, as part of the subdivision and development review process, when required by local regulation, or as part of an agreement with the property owner/developer. When possible, **acquire open space** land areas by dedication, conservation easement, or donation.*

7. *To build upon the existing **public school** policy, "It is the intent of Board of Education of Carroll County and school system personnel to provide for the use of school facilities for community purposes when such use does not interfere with a school program or activity" (Administrative Regulations, No. 3.14, 2011), the town should complete a greenway and linear park planning map that includes certain portions of school properties, where possible. The town will work with school officials to promote this concept as being in the best interest of local schools and the community, and in general, encourage walking and outdoor education.*

8. *Reduce **traffic congestion on Maryland Route 30 (Main Street)**, by maintaining an alignment for the Manchester bypass (MD Route 30 Relocated), which connects with the northern terminus of the completed Hampstead bypass, so that historic Main Street can function as a true community center and node, and not as a heavy vehicular commuting zone for through traffic. Nevertheless, since this project is not included in the 2018 to 2023 Consolidated Transportation Plan (MDOT SHA), this plan recommends that Carroll County and the MDOT take the lead in completing a comprehensive study to prepare alternative transportation modes and delivery systems addressing downtown traffic congestion on Maryland Route 30. The study should also address the other transportation goals in the plan, including local roads that connect with or impact Route 30, relevant planning nodes in*

## 2018 Manchester Comprehensive Plan

---

*Chapter Five, sidewalks, hiking paths, downtown parking areas, bicycle routes, and funding mechanisms.*

9. Encourage **walking and biking** in this area by reconstructing sidewalks and pathways to interconnect with town landmarks and with Main Street.

10. Design and build an eight-foot wide **walking/biking** trail from Christmas Tree Park to Charlotte's Quest, and a proposed future trail to Manchester Valley High School.

11. Recommend the construction of **public parking spaces** to the rear of Main Street buildings, offering a close and convenient walk to businesses and other activities.

12. Design and locate new parking area(s) in as close proximity as possible to York Street sidewalks and the **town museum**.

13. Implement the key goals established in the **Manchester sustainability work group's strategic plan**.

14. The Town of Manchester's Capital Improvement Program (CIP) should identify which capital projects are within the Priority Funding Area. The town should indicate in the CIP which proposed **state funding** source(s) will be needed to fund projects related to growth. This might include expansion, improvements, and/or upgrades for drinking water, wastewater, roads, recreation, parks, stormwater, lighting, streets, walkways, bike paths, and public services such as emergency services.

15. The town should request that **SHA** conduct a study in cooperation with the Town of Manchester, regarding the planned **extension of Southwestern Avenue** to Route 30. This planning node includes several hundred feet on either side of the approximate connection point. The study should review any impact on other road connections, private driveways, commercial entrances, and traffic patterns in general that would be caused by the extension. The SHA should fund the study and construction of the future connection to Route 30.

16. Maintain the fine tradition of **volunteerism** in Manchester. Volunteers make things happen. They are the reason why many community services are still operational and so successful. Organizations such as the Manchester Volunteer Fire Department & emergency medical services, North Carroll Recreation Council, Lineboro/Manchester Lion's Club community swimming pool, Charlotte's Quest Nature Center, Manchester Area Merchants Association, and many others, are led and supported by volunteers. Suffice it to say, the financial consequences to citizens (more taxes) of drifting away from volunteer services and toward government paid systems, would be costly.

17. As part of its annual planning report and capital improvement program, the Manchester Planning Commission should study the **I&I situation** and document improvements to the sanitary system to keep the I&I as low as possible.



## 2018 Manchester Comprehensive Plan

---

18. Provide a new paved six-foot wide walking/bike trail around the perimeter of Christmas Tree Park to ultimately connect to the following destinations: York Street sidewalks, Charlotte's Quest Nature Center/trails, Swiper Road, and the Manchester Valley High School. This natural greenway will promote the small-town character of Manchester and provide a safe and convenient place for individuals and families to hike or ride bikes together.

19. Consider enlarging and improving the **nature center** to accommodate more town residents, students, and visitors.

20. As **police** work becomes more complex, consider advanced police officer specialization training in community-based policing to address crime, terror, and community-wide crime prevention and protection initiatives. Include further training programs in family crises, high risk youth, behavioral health disorders, and other situations that require special and updated training for first responders.

21. Consider adding a program for **seniors to volunteer** their time and provide job/career related mentoring to younger people. This may be especially helpful for homeschoolers and students in small private schools.

22. Work with Maryland Department of the Environment and the Maryland Municipal League to study new methods of reducing "source" waste materials by 20%, for commercial and marketing packaging. Continue the town's successful **recycling efforts**, and encourage residents and businesses to recycle 45% of the town's total solid waste load.

23. Request the **SHA** to complete a study to evaluate vehicular turning movements along Route 30 (Main Street), especially where vehicles are crossing oncoming traffic.

24. Revise the location of the planned extension of **Southwest Avenue** (heading east) to Maryland Rt. 30 in order to provide a direct connection to Maple Grove Rd.

25. Promote improved access and economic development of the downtown commercial area by upgrading **Maiden and Long Lanes**, which run parallel to Main Street.

26. Complete **sidewalk improvements** and handicap accessibility along York Street from Grafton Street to Park Ave.

27. In conjunction with interested property owners, build **public parking areas to the rear of Main Street businesses** to promote economic development, business growth, business retention, job creation, and convenient access for shoppers.

28. Review and update, as needed, to the Manchester sections of the **Carroll County Water Resources Element** to reflect the updated Manchester land use plan and the water capacity analysis report.

## 2018 Manchester Comprehensive Plan

---

29. Adopt changes to the **TIERS MAP** relative to the town public water/sewer service areas, priority funding area, and future public water/sewer service areas in the municipal growth area, as needed.

### **General Implementation Measures**

The following is a description of the measures that may be used by Manchester to implement the above objectives.

**Capital Improvement Programming.** The term “capital improvement” as used here refers to any physical public improvement such as the acquisition of land, or the construction of buildings, roads, parks, schools, libraries, emergency service centers, detention centers, police facilities, water and wastewater facilities, and other public buildings and structures.

Capital improvements identified in this plan may be implemented by inclusion in the state, county, or town annual capital budgets. Planned capital projects contained in this plan, if not already included in applicable capital budgets, will need to be scheduled within an ongoing six-year capital program. Include federal cost-sharing on applicable projects.

**Public Land Acquisition and Land Banking.** This plan identifies lands and facilities needed for various public purposes in both the short and long run. When future land needs are not secured in advance, that land may not be available when the actual need arises. This is the very essence of intelligent community and fiscal planning, be it by the town, county or state. This plan calls for “land banking” (arranging to secure, or securing, needed land resources in advance of actual need at every possible opportunity), so as to avoid preemption by other development. Land acquisition projects require funding within the capital improvement programs of the town, county, and state governments.

Land acquired for the new Ebb Valley Elementary School several years ago, and the new Manchester Valley High School were the result of land banking. Well sites and water recharge areas, planned road rights-of-way, additional park and recreation facilities, and other public community facilities are capital projects and investments, that may involve land acquisition in advance of actual need.

**Comprehensive Rezoning Amendments.** The land use plan designations described in the text of this plan are the basis for the town’s official zoning map. The land use plan is implemented by the adopted Manchester Zoning Ordinance and Zoning Map, as well as subdivision and site plan review requirements. The Manchester Zoning Map should be consistent with this plan. As part of this plan update, an amendment of the official Manchester Zoning Map, in the form of a comprehensive rezoning, is recommended for Mayor and Council review and appropriate action.

**Town/County Agreement.** Annually, since 1977, the County Commissioners and the Town of Manchester have entered into an agreement whereby the county allocates funds to each incorporated town and both the town and county agree to coordinate their planning and other governmental functions. The agreement provides for cooperative referral by each

## 2018 Manchester Comprehensive Plan

---

jurisdiction to the other for review of subdivision plans, comprehensive plans or revisions to comprehensive plans, annexation petitions, and rezoning petitions. The County Commissioners distribute funds annually to the town upon annual execution of the agreement.

***Water & Sewerage Master Plan.*** The limits of the planned service areas for both public water and sewerage have been modified as a result of this plan review and update. Any further modifications that may be required as a result of this plan are to be subsequently reflected in the *Carroll County Water & Sewerage Master Plan* for consistency. The County's Water Resources Protection Program is an ongoing program that includes identifying the location and extent of water resources, wellhead protection measures, and water resource protection standards. The practical application of these standards on a daily basis, within the Manchester planning area, is very important, since groundwater is a precious resource.

***Future Corporate Limits.*** Higher-density residential development is generally located within the public water and sewer service areas. Public water and sewer service is required to develop at the residential densities approaching the maximum allowed by the town. Since annexation is required in order for the Town of Manchester to extend public water or sewer service to areas outside the town limits, the planned water and sewer service area boundaries serve, in effect, as potential future corporate limits for the Town of Manchester. Procedures to guide the annexation of these areas are governed by existing state law (Local Government Article, Subtitle 4-400 of the Annotated Code).

***Major Street Plan.*** Implementation of transportation improvements typically entails coordination between the county, town, and State Highway Administration (SHA). As previously indicated, the planned relocation of Md. Route 30 (Manchester bypass) around the eastern edge of town, as shown on the plan, is of major importance to the future of the Manchester community. Construction of roads and other transportation alternatives recommended in this plan will become a reality through the subdivision review development process, or as part of a town, county, or state capital improvement program.

***State, County and Town Bond Authorization.*** A major source of revenue for financing capital improvement projects is through the sale of bonds. This means of financing is typically utilized on larger, more extensive capital projects, such as school construction, highway projects, or water and sewer systems. Authority to float bonds is typically provided by authority in the Town Charter, or through enabling legislation. Having the authority and ability to borrow money at a reasonable cost, as well as finance capital improvements, is the means by which many public improvements are implemented.

***Subdivision Regulations.*** The town and county planning commissions, through the subdivision review process and in accordance with law, can protect and provide for officially planned streets and land sites identified on the comprehensive plan. Subdivision Regulations are a key tool in plan implementation in combination with the capital improvement program.

## 2018 Manchester Comprehensive Plan

---

***Subdivision and Site Plan Review.*** Within the county or the town, the division of any tract or parcel of land into three (3) or more lots, or any division of land involving a planned public project, is subject to review as a major subdivision. The creation of less than three (3) lots within the county or the town is subject to review as a minor subdivision. All applications for permitted or conditional uses are subject to a site plan review and consistency with this plan. Subdivision plans and site plans must meet all pertinent federal and state regulations.

***Adequate Public Facilities Certification.*** Currently, both the county and the town have the authority to defer approval of subdivision plats if public facilities are determined to be inadequate, or will be made so by the proposed development. The county and the town derive this authority from the Land Use Article of the Annotated Code of Maryland. The town enacted an Adequate Public Facilities Ordinance (Ordinance Number 17, added March 11, 1980), which is found in Article VI, Section 89-19 of the Manchester Code. This was amended by Ordinance 59, effective March 6, 1989.

Prior to the approval of a final subdivision plat in Manchester, the town planning commission requires certification of the adequacy of public facilities from the agencies having jurisdiction over the facility or service. Inadequacy may be used as a basis for disapproval or deferral of a record plat.

The public facilities requiring certification for adequacy may include, but are not limited to, the following: schools, public water and sewerage facilities, police protection, roads, storm drain facilities, emergency service facilities, health care facilities, and solid waste disposal.

### **Public Display of the Plan**

To promote an awareness of the plan when decisions are being made by the public and private sectors, the 2018 Manchester Comprehensive Plan (both text and map) should be readily accessible and available to the public. Copies of the plan are kept in the town and county offices, as well as the Maryland State Planning Office. In addition, a copy is on file at the Carroll County Library Branch in Greenmount. In the press of issues, it is easy to forget to check or consult the plan before taking actions. Invariably, this can result in decisions and actions that work at cross-purposes with the adopted plan. When adherence to the adopted plan is thoroughly determined not to be in the best interest of the town, initiate an amendment to change the plan accordingly.

### **Updating the Plan**

This 2018 Manchester Comprehensive Plan update, can be reviewed and amended whenever the town determines it is necessary to keep the plan current and viable. In accordance with current state law, a municipal comprehensive plan must be reviewed at least every ten years. The ten-year cycle is intended to generally coincide with the U.S. Census. The update and review process is, and must be, regarded as a “means to an end,” and not as an end in itself. The ability to carry out and realize the plan is what constitutes success and accomplishment in community planning.

# 2018 Manchester Comprehensive Plan

