



Land Use

Preface

This section of the plan is essential for determining land use patterns and development trends associated with land use. This information is used to define neighborhoods and their relationship to other land uses. Undeveloped parcels are identified and delineated as areas for future development. In addition future development potential of under-developed parcels is addressed.

The purposes of this chapter are:

1. To describe the land use and development pattern and trends in the City of Brunswick.
2. To describe the existing zoning regulations in Brunswick.
3. To inventory undeveloped parcels and determine their development potential.
4. To evaluate the effectiveness of existing land use regulations.
5. To describe the land use recommendations shown on the Master Plan Map.
6. To set policies and recommendations concerning land use within the City.

Existing Land Use

The City of Brunswick is arranged in a generally compact development style. Developed lots are in most circumstances less than 10,000 square feet or a quarter of an acre, in size. Newer developments consist generally of single-family residential homes, while the older sections of the City are usually a mix of styles including many different types of residential and non-residential uses.

Residential Development: Residential development accounts for the largest land use in the City of Brunswick. Most residential units are detached homes on small lots. Town homes and duplexes also occur frequently in Brunswick, with multifamily structures occurring less frequently.

Neighborhoods in Brunswick are difficult to identify. Downtown is generally defined as the area on Potomac Street in the center section of the City featuring commercial zoning classifications. In the center of the City, land is generally defined by its accompanying street, or position in the City. Examples include the west side of City, including Walnut Street, Dayton Avenue, and West Potomac Street. The east side of the City is harder to delineate, Maple Avenue and Second Avenue are used to help define these areas. Some areas are known by the name of the subdivision where the property is located. Examples include Cannon Hill Manchester Village and Brunswick Heights. An example of this includes Galyn Manor PUD Development, which is on the northeastern side of

Brunswick. New developments will probably continue in this trend such as Brunswick Crossing Planned Unit Development in the northwestern section of the City.

In 2010 there were approximately 2,330 housing units in the City of Brunswick. Seventy-seven percent (77%), or 1,794 units, were owner occupied. Twenty-three percent (23%) of the units in Brunswick are rentals, and an additional 7.5% of all housing units are vacant. These numbers closely match trends that have occurred for the past 30 years. The vacancy rate is somewhat higher than normal due to the economic downturn which started in 2006.

Commercial Development: Commercial development (retail, service, and office uses) is one of the smallest land uses in Brunswick. These uses are located in multiple areas. The largest concentrations are located on Souder Road and Potomac Street. Souder Road is the home of the Brunswick Shopping Center which draws a large amount of service-oriented employment. The main difference between these two locations is the types and mix of land uses. Souder Road is set up Euclidian style with separate uses, while the downtown areas are Mixed-Use, which is the type of development that is seen in other downtowns, like Frederick's Market Street. Additional commercial uses are found along Petersville Road and at the far western side of Brunswick. The Brunswick Crossing PUD will add an additional 45 acres of mixed commercial/office to serve future growth of the community.

Industrial Uses: The largest industrial use in Brunswick is the railroad. This industry is the foundation of Brunswick, and at one time held most of Brunswick's employment. Now that Brunswick is no longer a break point for the railroad, the Roundhouse is gone, the railroad is a commuter stop and its employment opportunities have significantly decreased. Industrial employment located in the City is limited when compared to other areas of the State.

Public and Semi-Public Uses: Public Uses include schools, public buildings and facilities, churches, cemeteries, and properties owned by non-profit groups such as the American Legion. The largest of these uses are the Frederick County Public School buildings.

Parks, Recreation, and Open Space: Parks, recreation, and open space areas are generally undeveloped, or contain a very small amount of development. The largest park area in Brunswick is the C&O Canal National Historic Park along the Potomac River. Other parks include City Park, The Sports Complex, Wenner Park, Kim Weddle Park, West End Park and numerous other smaller parks. Some parts of the City contain open space to link park lands together. Additional open space and recreation areas are located in subdivisions and are owned by Homeowners Associations. Also, some open space designated areas are in private ownership.

Streets and Roads: Streets and roads include areas of paved roads, right-of-ways, and proposed right-of-ways, and alleys.

Existing Zoning

Zoning is an implementation tool for the Master Plan. It is short-range, and is a timing tool to pace development over the 20-year time span of a Master Plan. Ideally, zoning decisions provide enough land for a particular land use to satisfy the expected demand with enough surpluses so as not to drive up the price of land due to scarcity.

Open Space District: The OS District is intended to preserve natural resources, prevent erosion, pollution, and siltation, and to safeguard the health, safety and welfare of persons and property by limiting development on excessive slopes, flood plains, poorly drained lands, or in other areas where protection against natural dangers to life and property or the lack of such protection would prove costly to members of the community. It is also intended to provide permanent open space for its natural beauty and recreational value. It is not intended to allow public access to private property.

Residential Zoning Districts: There are three types of Residential zoning classifications in Brunswick. These include the RS zoning classification which is residential suburban low density, R-1 which is low density residential, and R-2 which is medium density residential. These districts vary in lot size, width, setback, and type of dwellings and accessory uses permitted. In addition, Planned Unit Developments or Cluster Developments, which may allow higher densities, are encouraged to help provide areas of open space, and developed space that can be utilized more effectively than with less dense districts.

RS District: This district is intended to provide for decreasing densities of development in the outlying areas away from the central Business District. The RS District is intended to provide larger lot sizes in which green space is desired in a large amount of the lot.

R-1 District: This District is intended to provide an attractive pleasant living environment at a sufficient density to maintain an adequate standard of physical maintenance and community service. Compact development is encouraged in this zone.

R-2 District: This district is intended to make the development of land with natural and locational advantages economically feasible by providing for higher densities of residential use. In this district multiple varieties of housing are encouraged. An extension of the R-2 District, R-2MH recognizes the existing mobile homes in the City and allows limited infill of this type of housing.

Commercial Zoning Districts: Commercial zoning is utilized to help locate businesses in areas where negative effects are not burdensome, and that the business will still be economically viable. There are five types of Commercial zoning classifications the Brunswick uses. B-1 is the neighborhood business district, B-2 is the central business district, B-3 the business transitional district, GC is the general commercial zoning classification, and HS the highway service district.

B-1 District: This district is intended to allow residential areas the convenience of having a limited number of frequently used retail and service establishments in close proximity. Trips to satisfy such needs are made principally on foot and therefore this District is intended to encourage the provision of small, safe, attractive, and well located shopping areas for primarily pedestrian use in a manner that will make them compatible with residential uses. Currently there are no properties that are zoned for this use. This classification would be beneficial within Planned Unit Development or Cluster Development Options, or possibly in the Downtown Commercial Core for areas not affected by an Overlay Option.

B-2 District: This district is intended to maintain the unique character and pedestrian scale of the Downtown Commercial Core, and to be the central shopping, service, office, and entertainment center for the community and the surrounding region. Stores and other facilities should be grouped together in an attractive and convenient manner with particular attention being paid to the safety of pedestrian travel and the protection of adjoining residential areas. In addition, this area has to be accessible to vehicles and provide adequate off street parking and loading areas.

B-3 District: The intent of this District is to provide sites for low intensity commercial and employment uses, which would be compatible with residential development. Uses which generate high levels of traffic, are not appropriate. This district should be located as a buffer outside the B-2 District on properties that have historically been used for business purposes, but due to growth within the City, have become part of larger residential neighborhoods.

GC District: This district is intended to provide areas for major retail, service, and other business activities that will serve the general commercial needs of the community at large outside of the Downtown Commercial Core. Special care must be taken in development review to minimize the impacts of high-traffic and other potentially disruptive activities, and to ensure that new commercial development will not be located in areas with slopes in excess of 20%.

HS District: This district is intended to provide for the automobile service and drive-in needs of local and interstate traffic. Service stations, motels, restaurants, and other associated uses will be situated in compact, attractive, and well designed areas strategically located on primary highways, with the ample provision for off-street parking and safe access to and from adjacent thoroughfares. Currently there are no properties that are zoned for this use.

Employment Zoning Districts: There are three types of zoning classifications that provide for employment uses. I-1 is the Light Industrial District, I-2 is the Heavy Industrial District, and OR is the Office/Research District. These districts have many limitations and rules for use. The reason for these restrictions are due to traffic, noise, odor, and other nuisances that can be created by industrial uses, and to acknowledge that office and research employment often does not have many nuisances. The intent of these districts is

to have areas that are acceptable for the community, and to protect the community's advantage in attracting employers.

I-1 District: This district is intended for the location of both heavy commercial and light industrial uses which are basically similar in nature, and too sparse to warrant separate districts. These uses are of such size and character as to deem them inappropriate for other commercial and industrial districts. This district also encourages the development of industrial parks to bring these multiple areas together and limit impact in the rest of the City.

I-2 District: This district is designed to provide areas for high intensity industrial uses that may be objectionable as a consequence of having a high nuisance factor. These uses are likely to have a high degree of noise, dirt, smoke, odor, vibration, visual annoyance, traffic, and other dangerous and obnoxious factors. Although this district recognizes the necessity for accommodating for such uses, it is mindful of the need to minimize the effects of such objectionable factors on adjacent areas.

OR Office Research: The office research district is intended to provide for the development of office, research, and light manufacturing uses in high visibility locations along highways. Development in this district shall be characterized by an absence of nuisances in a clean and aesthetically attractive setting. This district is a mix of light industrial and commercial uses, with the commercial uses supporting the employment uses and is not intended to draw commercial traffic from outside the district.

Other Zoning Districts

Agricultural: The Agricultural District in Brunswick is AG. This zone is designed for land planned for other future uses, but land in this zone is currently beyond the ability for the City to provide urban services. Agricultural uses are permitted in this district. Currently there are no Agricultural Zones in Brunswick

Special Development Districts

The Planned Unit Development (PUD) is designed to provide for a variety of residential and related uses, which are planned and developed as a unit whole. Common land and open space must be an essential and major element of the plan in exchange for flexibility and performance criteria.

The Mixed-Use Development (MXD) is designed to place residential, office research or light industrial, and commercial together in a Mixed-Use pattern. This Overlay district is utilized to provide a more urban environment where in citizens can work, shop, and live in a close proximity. The intent is to provide a base for a neighborhood while providing a pedestrian friendly atmosphere.

Residential Cluster Development utilizes compact high-density development to encompass a smaller footprint. This development style is beneficial in preserving

protected areas while still allowing for growth. This development is primarily seen with a tight grouping of homes with a common area adjacent.

Townhouse Development is different than Residential Clustered Development in that open space is not necessarily preserved. With this housing type compact development is achieved in an orderly fashion.

Planned Industrial/Commercial Development allows for uses which complement each other to be located in general proximity to one another. This allows for maximum efficiency for users of this development and allows for a transition for other types of uses around this area.

Shopping Centers/Retail Centers allow for larger sized development that would not be permitted in the other commercial areas. This designation imposes different requirements to protect the environment and areas surrounding these centers.

Community Design and Development Principles

In 2003 Brunswick adopted Community Design Guidelines and Development Principles. These guidelines and principles are designed to help for community and growth planning. By incorporating these ideas it is possible to create a more sustainable community. In addition, this document helps Brunswick with:

- The development of Mixed-Use growth centers which promote a sense of community;
- Maintaining a pedestrian/cyclist-friendly environment;
- Reducing reliance on the automobile; and
- Maintaining a respect for historic growth patterns of dense, Mixed-Use communities surrounded by farms and open space.

The intent of the Community Design Guidelines and Development Principles as well as this Plan is to help foster development for communities as a whole as opposed to specific structures or lots. Creating Mixed-Use neighborhoods in a compact development fashion is more consistent with Brunswick's historic settlement patterns. One of the core themes of the Community Design Guidelines and Development Principles is that development more or less flows from extremely low density to a downtown, or other core area. This transect allows for different development levels in different areas of the City. Large buildings would not be permissible on the outskirts of the City's boundaries but instead housing on larger lots in a more agricultural fashion. The reverse is true with a large empty lot being in the center of a downtown area.

In addition Community Design Guidelines and Development Principles has sections that contain detailed standards that sustain growth and also make transitions to more Neo-

Traditional urban principles that can foster a better Brunswick for the future. Other concepts from the Community Design Guidelines and Development Principles are the inclusion of Transit Oriented centers and specific centers for residential, commercial, industrial, and downtown areas. These concepts help envision future development to counteract early years of inadequate planning and development regulations.

Priority Funding Areas

Currently the City of Brunswick is designated as a Priority Funding Area (PFA) and is in compliance with the PFA requirements and has the ability to receive funds. The City should continue to be in compliance with this legislation and also complete any additional studies or mandates as required in the future.

Community Legacy Plan

In 2003 the Community Legacy Plan was created for Brunswick. After funding was obtained from the State, the Community Legacy Plan began data collection. The Community Legacy Plan focused on the Downtown Commercial Core, where opportunities were presented to help revitalize the area, and also gave recommendations on existing structures. This plan was seen as a Small Area Plan that envisioned short and long term projects to facilitate the goals set forth in the plan. Funding should be obtained to revisit the Community Legacy Plan's recommendations and incorporate new parameters established as part of the Sustainable Communities Act of 2010.

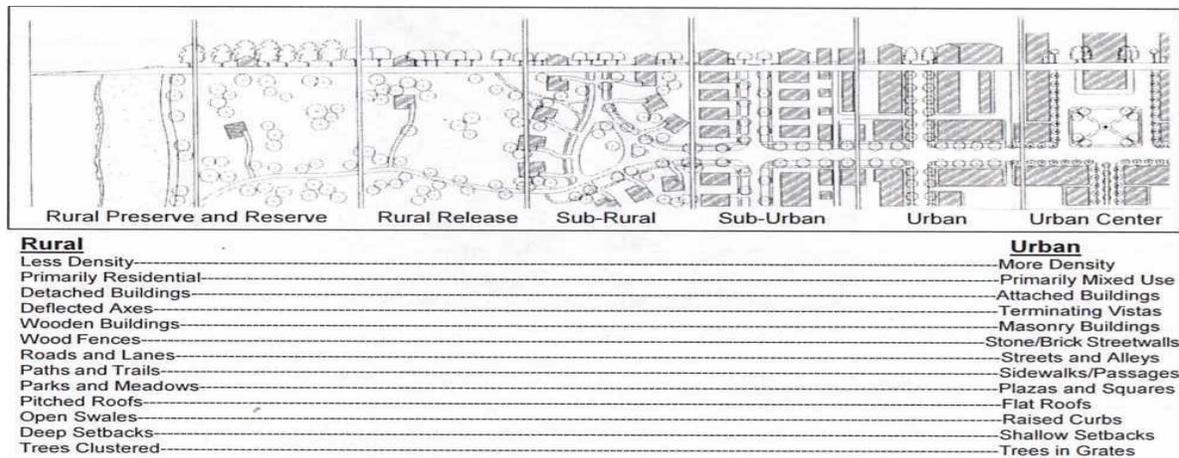
The Community Legacy Plan presented multiple ideas of how to improve Brunswick's image, including the formation of streetscapes to better enhance the Downtown Commercial Core, and also provide for a more enjoyable pedestrian atmosphere. Parking was addressed in this plan and it had suggestions for parking lots around the City. These suggestions included partnerships with private landowners to help encourage private lots for utilization by the public, and also some long-term goals of removing parking lots in areas where buildings would improve character of the City around main access corridors. Signage, transportation, redevelopment, and other areas were also included in the plan.

The Community Legacy Plan overall is narrow in focus and as a result, many of the goals are obtainable and provide for a distinctive character which is desired in the Downtown Commercial Core. The following are Goals of the Community Legacy Plan that this Plan also supports:

- Consider traffic movements around the railroad and 84 Lumber properties.
- Make improvements to the MARC station parking.
- Enhance pedestrian bicycle and vehicular connections between Maple Avenue and the C&O Canal towpath.

- The need to improve, repair, and construct sidewalks along the entire length of Maple Avenue.
- The creation of parking lots for joint uses around the Downtown Commercial Core.
- The development of vacant lots and improvements to existing lots in the Downtown Commercial Core.
- Make improvements to Potomac Street, including intersection bump outs, street trees, themed lighting, and crosswalks

IMAGE 5.1
Rural to Urban Transect



Source: Community Design Guidelines and Development Principles

Land Use Plan Proposals

The recommendations for land use are primarily contained in the Master Plan Map. The Map, outlining the City and surrounding properties, delineates the future annexation limits of the City, designates future land uses for all properties within the City and within the future annexation limits, shows the location of all existing and proposed roads, and designates sites for existing and future community facilities. The following land use categories are shown on the map: Open Space, including parks/recreations and conservation; Residential, including low density, medium density; Commercial, including Downtown, General Commercial and Future Shopping Center symbols; Employment/Industrial, including Office/Research, Light Industrial and General Industrial, and Institutional.

General Proposals: Zoning regulations are used to determine primarily what can go where. The design that is commonly used is based on Euclidean Zoning that segments land areas into categories. This limits what the actual use can be within the property and also creates standards for use such as parking requirements and signage. This plan

recommends that changes occur to the Zoning Ordinance to allow for diversity in zoning classifications and to incorporate form based design into the ordinance.

Another general proposal is that future development along the C&O Canal Scenic Byway (MD Route 464 to Ninth Avenue, Park Avenue to Potomac Street, Maple Avenue to B Street, Virginia Avenue to Potomac Street which turns into MD Route 478) be distinctly compatible with the existing character of the City. Also, the creation of links from neighborhoods to development is needed within the City. These links could then be made into paths allowing for a transportation and recreation and also allow for connections throughout the City to other areas where transportation hubs could be established, and to established areas such as the MARC station.

Open Space: The purpose of the Open Space designation is to designate park and recreation areas, as well as environmentally sensitive areas, which should be protected from development. Existing public parks and recreation areas are designated as Parks and Recreation on the Master Plan Map. Park symbols are used to designate general areas in which future parks should be located. The Conservation designation is used on the plan to delineate other environmentally sensitive areas, which may be privately owned. Sensitive areas include stream valleys, the steep slopes and woodlands associated with streams, floodplains, wetlands and the habitats of threatened and endangered species. Development within these areas should be severely restricted.

Residential: The Residential designations on the Master Plan Map are used to delineate existing and future residential areas, which will accommodate future residential growth. Three types of residential development are shown on the Map. Low Density Residential areas are planned as areas with primarily single-family dwellings at overall densities of two to five units per acre (averaging 3.5 units per acre). Medium Density Residential areas are characterized by a range of housing types including single family, duplex, two family dwellings, townhouses, and multi-family dwellings at overall densities of six to ten units per acre. All residential areas should be planned for public water and sewer service. Medium Density Residential areas should be accessible to Collector or Arterial roads.

Future Growth as outlined on the Master Plan Map shows areas to the eastern side of the current City limits proposed for growth. This area is a deviation from past Plans. Past Plans showed growth occurring in the western side of the City. The eastern side of the City, once developed, has the potential to add additional residents. Table 5.1 explains the population growth that is estimated to occur in Brunswick with the addition of this area.

Table 5.1
Estimated Population Growth for the Area within the Brunswick
Growth Boundary, Excluding Proposed Brunswick Crossing Planned
Unit Development, Proposed Daugherty Tract and the Cooper Tract

Year	2010	2015	2020	2025	2030
Population	5,870	7,602	9,332	9,782	10,259

Commercial: Commercial areas are planned to provide opportunities for the development of retail and service uses as well as other business uses. The Downtown Commercial Core designation on the Master Plan Map delineates the downtown area, which is a Mixed-Use area containing commercial and residential uses. The Downtown Commercial Core must be given special consideration in planning due to its historic nature for the City. The General Commercial designation is used to indicate sites which are appropriate for a full range of commercial activities. Commercial sites should be accessible to a Collector or Arterial road.

Shopping center symbols are also used on the Map to indicate the general location of future retail and service uses. Neighborhood Shopping Centers are intended to serve local needs for convenience goods and services. The site area needed for this type of center ranges from two to five acres in size, and the floor area of the center ranges from 5,000 to 30,000 square feet. Community Shopping Centers are intended to serve larger areas than neighborhood centers and to provide a larger variety of goods and services. The site areas for these centers range from five to twenty acres in size, with floor areas in the range of 30,000 to 800,000 square feet.

Employment and Industrial: Employment and industrial areas are shown on the Plan Map to indicate existing employment and industrial uses and to set aside appropriate areas for future growth. The Office/Research designation is intended to provide locations for the development of office and research park uses. The Light Industrial designation provides sites for industrial parks, limits manufacturing, warehouses, wholesale and distribution, and other business uses. The General Industrial designation is used to indicate sites, which are appropriate for railroad and other heavy industrial uses.

Institutional: The Institutional designation is used to indicate sites which are currently used for public uses, such as schools, public buildings, and utilities. Future sites for institutional uses are designated by symbols to indicate the general location in which the planned facility should be located.

Residential Development Goals, Objectives, and Policies

Goals:

- Strive to remain a unique community.
- Foster the growth of different uses for properties and also retain specific uses and structures, which have symbolic meaning.
- Provide a variety of lot sizes and housing types.
- Comply with the amended Smart Growth Priority Funding Areas Act of 1997.
- Review the existing zoning districts and uses to make recommendations for future potential comprehensive re-zonings.

- Review the residential zoning districts, their respective requirements, and the Planned Unit Development and other special development option requirements to insure that the zoning regulations fulfill the purpose and intent of this Plan.

Objectives:

- Review the Zoning Ordinance and make revisions and further recommendations as deemed appropriate.
- Identify Existing Lots of Record for Development Capacity Analysis and to identify Infill Development potentials.
- Amend the text of the Zoning Ordinance, Subdivision Regulations, and other development regulations to fulfill Goals.

Policies:

- Integrate new residential development with existing development as much as possible.
- Coordinate with Frederick County to plan compatible land uses outside and immediately adjoining the 20-year of Growth Boundary.
- Promote residential designs, which foster the development of neighborhoods, that are visually attractive, and are protected from incompatible uses.
- Encourage the use of cluster development techniques, such as Planned Unit Developments, to allow for the protection of sensitive natural features and the preservation of open space.
- Locate higher density development in close proximity to commercial and employment centers and accessible to major roads and public transportation.
- Provide a variety of housing types within the City to accommodate the needs of households of all types and economic groups.
- Encourage the re-use of historic structures, while maintaining the historic character.
- Utilize assistance from County, State and other agencies to continue successful residential development.

Goal, Objectives, and Polices for the Downtown Commercial Core

Goals:

- Encourage the use of the Downtown Commercial Core.

- Provide infrastructure improvements and maintenance to the Downtown Commercial Core.
- Focus on the issue of parking and make attempts to alleviate this problem.
- Invest in public improvements in the downtown such as sidewalk replacement, and other streetscape improvements as a means of showing a commitment to the Downtown Commercial Core.
- Create additional opportunities for accessory uses.
- Review the existing zoning districts and uses for recommendations with regard to future potential comprehensive re-zonings.

Objectives:

- Continue to seek financial assistance for implementation.
- Amend the Zoning Ordinance to develop an overlay option for the Downtown Commercial Core.

Policies:

- Within the Downtown Commercial Core, commercial uses should be maintained at the street levels. Residential uses should be permitted above the commercial uses.
- Encourage the establishment of new businesses in the Downtown Commercial Core.
- Within the commercial core, commercial and/or residential uses should be permitted at a density of 1 use per 1,000 square feet of floor area. Within the transitional areas, 1 use per 2,000 square feet of floor area should be permitted.
- Maintain the historic integrity of the Downtown Commercial Core and its structures.

Commercial and Employment Development Goals, Objectives and Policies

Goals:

- Provide suitable development for employment and/or industry.
- Review the Mixed Uses and Permitted Uses allowed in Commercial and Employment Developments.
- Review the existing zoning districts and uses for recommendations with regard to future potential comprehensive re-zonings.

- Assess the feasibility for opportunities for Overlay development within the City.

Objectives:

- Amend the Zoning Ordinance text to allow for mixed uses.
- Develop Overlay options for development to benefit and encourage re-development and/or infill development.

Policies:

- Provide an adequate supply of commercial and employment lands through comprehensive zoning and the annexation process to support the economic development in Brunswick.
- Direct commercial and employment development to sites which are accessible to major roads and which are physically suitable for development.
- Plan commercial, industrial, and employment developments so as to minimize the visual and noise impacts that may accompany these areas. Landscaping and buffering will be required as part of the site planning process.
- Encourage new businesses and employers to locate within the City.
- Reserve the most suitable sites for industrial and employment development for future use.

