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# JACKSONVILLE COMMUNITY PLAN



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As Adopted by the Baltimore County Council  
July 3, 2000

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COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND  
Legislative Session 2000, Legislative Day No. 14

Resolution No. 51-00

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Councilmembers Bartenfelder and McIntire

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By the County Council, July 3, 2000

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A RESOLUTION of the Baltimore County Council to adopt the Jacksonville Community Plan as part of the Baltimore County Master Plan 2010.

WHEREAS, the Baltimore County Council adopted the Baltimore County Master Plan 2010 on February 22, 2000; and

WHEREAS, the Master Plan advocates the development and use of community plans for the established neighborhoods in the County; and

WHEREAS, the Jacksonville community is a logical unit for planning within Baltimore County; and

WHEREAS, the Jacksonville Community Plan was prepared in close cooperation with the Greater Jacksonville Association and representatives of area residents and property and business owners; and

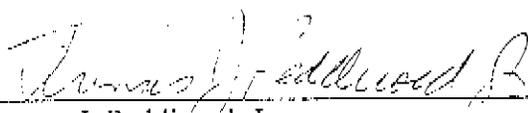
WHEREAS, the draft plan was the subject of a public hearing by the Planning Board on October 7, 1999 and was adopted by the Board on February 3, 2000; and

WHEREAS, the County Council held a public hearing on the recommended Jacksonville Community Plan on April 17, 2000.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY COUNCIL OF

BALTIMORE COUNTY, MARYLAND, that the Jacksonville Community Plan, a copy of which is attached hereto and made a part hereof, be and it is hereby adopted and incorporated into the Baltimore County Master Plan 2010 to be a guide for the development of the Jacksonville community, subject to such further modifications as deemed advisable by the County Council.

READ AND PASSED this *3rd* day of *July*, 2000.  
BY ORDER

  
\_\_\_\_\_  
Thomas J. Peddicord, Jr.  
Secretary



Baltimore County  
Planning Board

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**RESOLUTION**  
**Adopting and Rccommending the**  
**JACKSONVILLE COMMUNITY PLAN**

**WHEREAS** the *Baltimore County Master Plan 1989 - 2000* advocates strong actions for conserving and enhancing the County's established communities, including the preparation of detailed local plans; and

**WHEREAS** the Master Plan designates Jacksonville as one of only two Rural Centers intended to function as a commercial center for surrounding residential and agricultural areas; and

**WHEREAS** the Greater Jacksonville Association, an umbrella organization for neighborhood groups in the broader area surrounding the traditional "four corners" commercial core, worked with the residential and business interests to draft the *Jacksonville Community Plan*; and

**WHEREAS**, in addition to the meetings of the Association and its planning committee during the four years while the Plan was being prepared, the opportunities for public participation included the distribution of 4000 questionnaires in the community; and

**WHEREAS** the draft Plan, as presented to the Planning Board on September 9, 1999, was the subject of a public hearing by the Board on October 7, 1999, and was discussed and amended in the Board's meeting on February 3, 2000;

**NOW, THEREFORE, BE IT RESOLVED**, pursuant to Section 26-81 of the Baltimore County Code, 1988, that the Baltimore County Planning Board hereby adopts the July 1999 draft of the *Jacksonville Community Plan*, as amended in accordance with the recommendations in the January 5, 2000 report from the Director of Planning, as amended, to constitute a part of and an amendment to the *Baltimore County Master Plan 1989-2000*; and

**BE IT FURTHER RESOLVED**, that the *Jacksonville Community Plan* shall be transmitted to the Baltimore County Council for adoption in accordance with Section 523(a) of the Baltimore County Charter.

**DULY ADOPTED** by vote of the  
Planning Board this 3rd day of  
February 2000

Arnold F. 'Pat' Keller, III  
Secretary to the Planning Board

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## **Preface**

The Baltimore County Master Plan 1989-2000 designates Jacksonville and Hereford as the only two Rural Centers within the county which function (or should develop to function) as commercial centers for the surrounding rural areas. These two Rural Centers are historically centers of commerce. Jacksonville is located at a crossroads leading to Harford County to the north, farming communities to the east and west, and Baltimore to the south. The Greater Jacksonville area encompasses 17.5 square miles.

At the request of Baltimore County, The Greater Jacksonville Association (GJA), the umbrella association for numerous neighborhood groups within the GJA area of interest, assumed the responsibility for the creation of a plan for our area.

The following sections define in specific terms the vision of the residents as to what Jacksonville has been, what it currently is, and what it should become over the next 20 years.

This document focuses on the Jacksonville Rural Commercial Center and its environs from the standpoint of land usage and streetscape. It also includes topics applicable to the entire Greater Jacksonville area. A community plan for the remainder of the Greater Jacksonville area will be undertaken at a later time.

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## **1 The Planning Process in Jacksonville**

### **1.1 Purpose of the Plan**

Jacksonville has been identified by Baltimore County as one of two rural centers in the northern part of the county, along with Hereford. The purpose of this plan is to set the community on a path to retain the traditional rural character of Jacksonville, while at the same time allowing for appropriate limited growth of the commercial center and for improvements to the community's infrastructure.

### **1.2 The Planning Committee**

The mission of the Jacksonville Planning Committee is to create a plan for the Greater Jacksonville area which, when implemented, will preserve and enhance the quality of life and the viability of the community. Among the responsibilities of the committee are the development of appropriate design guidelines, the establishment of limits on the amount and classes of zoning in the commercial area, and the review of zoning as necessary outside of the commercial area. The committee was established in January 1995 at the direction of the (then) president of the Greater Jacksonville Association (GJA), James McCoy. The membership consisted of local citizens, including business people working in the immediate area, professionals who travel to other locales for their employment, and several retired local residents, both business persons and professionals. As help was needed in any given area other citizens joined in the effort and, over the time required to complete this Plan, many different people have contributed at different times. A list of participants is given in Appendix A.

### **1.3 Basis for the Plan**

The committee was provided with copies of the Hereford Community Plan at the outset, and that Plan (among others) helped to shape the initial approach to the planning process. However, the specific wishes of the residents of Jacksonville were not well known, so in order to develop a common set of ideas for the plan, the committee decided early in 1995 to conduct a comprehensive survey of residents. The survey was intended to measure the needs, current usage, and future expectations of the community regarding the rural center. Glen Thomas volunteered the professional services of his marketing consulting and research firm, G.A. Thomas Associates, to develop, design and test the survey. The Planning Committee developed a set of objectives for the survey following discussions with representatives from the Hereford and Kingsville Planning committees regarding their experiences.

The comprehensive survey was conducted in June 1995 using a four-page written questionnaire. The Committee decided to survey the entire residential population, rather than use a statistical sampling. The questionnaires were mailed to all residential rural-route households in the Phoenix zip code, as well as the post office boxes in Phoenix and two rural routes each in the Baldwin and Monkton zip codes. These additional routes were selected based on geographic proximity to the rural center, and probable frequency of travel and shopping in Jacksonville. The questionnaires included a brief introduction to the survey and were accompanied by a self-addressed return envelope.

A total of 4,000 surveys were distributed with the assistance of the Jacksonville Volunteer Fire Company. In response, the Committee received 1,024 completed questionnaires. This 25%

response rate is very high, and the conclusions drawn from the survey are therefore very well-founded. Response rates of a few percent are more common and are still considered to provide statistically valid results.

The survey responses were coded according to standards developed by G.A. Thomas Associates, and compiled by members of the committee. Results were tabulated and analyzed for the committee by Charles Young, a resident of Phoenix. Standard procedures were applied to maintain the statistical validity and data integrity of the survey. A summary of the statistical results is given in Appendix C of this Plan.

Later in the planning deliberations, the committee realized that an important element was missing: the commercial center business owners had not been surveyed. Mr. Bob Chilcoat and Ms. Sherry Moyer of the commercial center were asked to generate an appropriate survey form, and to distribute it to area businesses. They did so, and the results are summarized in Appendix B. Of 71 businesses, 26 returned the completed survey forms (37%), forming a valid representation of the feelings of this group.

The general results of the comprehensive community survey and of the business survey have helped to shape the long range strategy for future growth and development of the rural center which is embodied in this Plan.

#### **1.4 Relationship to the Baltimore County Master Plan**

The community plan for Jacksonville and the associated zoning map amendments, when adopted by the Baltimore County Council, will become a part of the Baltimore County Master Plan. The community plan will then provide guidance to growth in the commercial area as well as in the rural conservation areas of Greater Jacksonville. It will also provide standards by which the local citizenry can measure the responses of both the County and the land developers to the recommendations contained herein.

This community plan reflects the continued role of Jacksonville as a master-plan-designated rural center. The plan area will have a commercial node to serve the convenience needs of northern Baltimore County residents. Existing community facilities such as the elementary school recreation center, the volunteer fire company, the senior center, and the post office enhance Jacksonville's role as a rural center. New and expanded facilities and services should be provided to support the rural center concept whenever appropriate and feasible.

#### **1.5 A Note on Terminology**

Where the words "shall", "will", "must", and "should" appear in the text of this plan, they are to be construed as indicating compliance with the intent of this plan.

## 2 Demographics

### 2.1 Population, Household Trends, and Forecasts

Because Jacksonville is an unincorporated entity, there are no formal geographic boundaries. Therefore, there is no corresponding population or household data specific to Jacksonville. However, data is kept by Baltimore County for a unit of geography called Transportation Analysis Zones (TAZs), which allows for a reasonable approximation of the population and household trends and forecasts for the Greater Jacksonville Area. TAZs are used by Baltimore County transportation planners to analyze future needs for road improvement projects. The numbers factor in many things, including existing land use, zoning, building and occupancy permit data, birth and death statistics, trends in household size, in-migration and out-migration, economic and employment data, and various other relevant variables and assumptions that would likely affect future population and household growth. TAZ numbers 317, 318, 319, and 320 roughly correlate geographically with the area we are defining as the Greater Jacksonville Area (Map 1, Appendix E). Together they take in the area bounded by Corbett Road, Manor Road, Jarrettsville Pike, and the Little Gunpowder Falls on the north; the Gunpowder Falls, Phoenix Road, and Poplar Hill Road on the west; the Loch Raven Reservoir on the south; and Dulaney Valley Road, Carroll Manor Road, and Green Road on the east. Using 1995 as the base year, Table 1 lists the population and household projections through the year 2020.

Table 1: Greater Jacksonville Area, Population and Households

Population

TAZ	1995	2000	2010	2020	Change 1995-2020
317	1,682	1,693	1,691	1,713	+31
318	2,227	2,238	2,178	2,158	-68
319	1,684	1,699	1,740	1,797	+113
320	2,733	2,755	2,861	3,028	+295
Totals	7326	8325	8470	8,697	+371

Households

TAZ	1995	2000	2010	2020	Change 1995-2020
317	576	591	614	634	+58
318	738	757	766	771	+33
319	552	579	612	640	+88
320	941	983	1,052	1,131	+190
Totals	2807	2910	3044	3,176	+369

## **2.2 School Enrollments**

### **2.2.1 Jacksonville Elementary School**

Jacksonville Elementary, the only area school located near the Rural Commercial Center, was built in 1994. Its physical condition is rated as superior by the Baltimore County Board of Education. The school has a Baltimore County rated capacity of 754; Jacksonville's fall 1998 student enrollment was 757. Although the student enrollment is expected to drop by approximately 110 students in the fall of 1999 owing to the opening of the new Sparks Elementary School and the change in the Jacksonville/Sparks district boundaries, the total Jacksonville Elementary enrollment is projected to rise to 860 by the year 2008, a 13.6% increase over 1998, according to the County Board of Education.

### **2.2.2 Carroll Manor Elementary School**

Carroll Manor was built in 1935 and last expanded in 1966. Its physical condition is rated as good. It has a Baltimore County rated capacity of 452, and had a fall 1998 enrollment of 341. The Carroll Manor School enrollment is projected to increase to 371 by the year 2003 and then begin to decline, according to the County Board of Education.

### **2.2.3 Cockeysville Middle School**

Cockeysville Middle School, built in 1967 and enlarged in 1974, has a good physical rating, with a Baltimore County rated capacity of 1,203. Its fall 1998 enrollment was 755. The student enrollment is projected to rise by 11% to 839 by the year 2008, which will still be below the school's County-rated capacity.

### **2.2.4 Dulaney High School**

Dulaney High School was built in 1964, expanded in 1971, and is presently being expanded further. The school has a good physical rating and, upon completion of the expansion, will have an estimated County-rated capacity of 1,882. The school's 1998 enrollment was 1,722, and its anticipated enrollment by the year 2008 is 1,865, an 8% increase but still below capacity, according to the County Board of Education.

## **2.3 Conclusion**

The population and household figures listed above indicate mild population increases for the Greater Jacksonville Area in the years ahead. These projections come from a recent study done by a consultant team for the Baltimore County Board of Education.

Although school enrollment is expected to be within the rated capacities for the next five years, Jacksonville Elementary School is projected to be over capacity after that time, with an anticipated enrollment exceeding the school's locally-rated capacity by 100 students in the year 2008. A review of the Jacksonville/Sparks district boundaries should be undertaken in the future as Jacksonville nears its enrollment capacity.

In light of the projected population growth in the Jacksonville area, we must consider its impact on the local infrastructure, environment, and on Jacksonville's visual appearance. These concerns have prompted the development of this Plan.

### 3 Jacksonville Historical Overview

Jacksonville is a 19th century village that only recently has emerged as a rural center, presently with some 50 businesses of various types. Its antecedents trace back to mid- to late-18th century tobacco farming, with the roads through the present Four Corners intersection being "rolling" roads on which casks of tobacco were rolled to market. In addition, Jarrettsville Pike formed a part of the route north from Baltimore to York, Pennsylvania.

The name "Jacksonville" did not appear on maps until the late 1800s. A post office was established at the intersection of Sweet Air Road and Jarrettsville Pike on 1 March 1888 (Four Corners). It was operated at that site for 17 years, then abolished, with the mail sent some 10 miles west to the Phoenix Post Office, Phoenix then being a fairly substantial paper mill village. The post office was subsequently (1970s) transferred back to Jacksonville, but with the name "Phoenix" Post Office.

In 1902, J. (James) Perry Carroll established Carroll's Store, the only business in the immediate area (Figure 1). Over the years, descendants of J. Perry Carroll operated the business, under the name Carroll's Food Market and Package Store. These included his son Miles Carroll, Sr., and Miles Carroll's sons Miles (Buck) Carroll, Jr. and J. Perry Carroll. They operated the store until 31 December 1986, at which point they retired. In 1988, the property was sold to P.F. Obrecht and Sons, who built the Paper Mill Village shopping center on the site.



Figure 1: Carroll's Store in Jacksonville, ca. 1920. View along the present Jarrettsville Pike to the north from Sweet Air Road (photo courtesy of the Baltimore County Public Library).

Carroll's store was the only business at the intersection for a long period. The Four Corners Inn was built in 1930. Originally, this business was a garage, gas station and confectionery shop. This property was purchased in 1933 by Abraham Goldberg who, with his brother Charles, developed the structure into the final version of the Four Corners Inn, a restaurant and bar. This establishment was well-known in the area for its long-running weekend production of "The Drunkard", a 19th century melodrama. This business burned down and was subsequently replaced (late 1970s) by an Exxon service station. Other early businesses were a pharmacy (built by Dr. Oscar Shapiro), several gasoline service stations, a bank, and Priceless Hardware store (owned by Mr. Edgar Price), plus a veterinary hospital (built by Dr. Mules), and Zaccari's Toy store. The pharmacy burned down in the early 1980s and was replaced by Dr. Shapiro with a modern structure.

In 1977, Mr. Donald Ready and partners built the Manor Shopping Center on the southeast quadrant of Four Corners. This development included a large Safeway grocery store and numerous small businesses which catered to the needs of the local citizens.

There is little remaining trace of the homes and businesses of the early settlers of Jacksonville, although there are several descendants of the Jacksons and other early settlers still living in the area. The present Rural Commercial Center of Jacksonville would certainly astound those people who lived here in the 1920s and earlier. It is now a more intensive business area. The objective of this plan is to provide a basis for local citizens and Baltimore County government to maintain the Four Corners area as a small Rural Commercial Center, as it has been since the very early years.

## 4 Land Use and Environment

### 4.1 Planning Area Boundaries and Size

The Planning Committee resolved early in the planning process to limit the area for immediate planning purposes to a relatively small, manageable area to which we have applied the term the Jacksonville Rural Commercial Center and Environs. The area chosen is centered on what is known informally as "Four Corners", which is the intersection of the Jarrettsville Pike, running north and south, and Paper Mill and Sweet Air Roads, running west and east. The area includes the existing commercial core and the subdivided rural residential land on the periphery, as defined by RC-5 zoning. It is bounded approximately by Robcaste Road on the west, Southside Avenue on the north, Blenheim Road on the east, and Hillendale Heights Road on the south (Map 2, Appendix E), and is situated in the region as shown in Map 3 (Appendix E). The size of the planning area is approximately 577 acres, which is about 9/10 of a square mile. The Office of Planning estimated the 1997 population of the area to be approximately 600 persons.

The planning area encompasses several public service institutions including the Jacksonville Elementary School Recreation Center, the Chestnut Grove Presbyterian Church, the Phoenix Post Office, and the Jacksonville Volunteer Fire Company.

As noted in the Preface, the preparation of a community plan for the remainder of the Greater Jacksonville area will be undertaken subsequently.

### 4.2 Land Use Distribution

Several members of the Planning Committee and the Baltimore County Office of Planning conducted a land use survey of the planning area. The distribution of land uses was mapped (Map 4), and the amount of land committed to each of the major land use categories was calculated (Table 2).

Table 2: Existing Land Use Distribution, Rural Commercial Center and Environs, March 1998

LAND USE	ACRES	% OF PLAN AREA
Residential	332.5	57.6
Public Service	44.2	7.7
Office	4.7	0.8
General Commercial	27.5	4.8
Undeveloped (1)	153.0	26.5
Major Roads (2)	15.1	2.6
TOTAL	577.0	100.0

- (1) "Undeveloped" includes agricultural, vacant, idle, and stormwater management land.  
 (2) "Major roads" include Jarrettsville Pike, Paper Mill Road, and Sweet Air Road.

As observed from Table 2, over half of the total land area within the planning area is currently in residential usage. About one quarter of the total is undeveloped, while the remainder is composed of small percentages of commercial, office, and public service uses, and major roadways.

The residential land contains low-density single-family detached dwelling units, exclusively. Existing homes are one and two stories in height. Residential lot sizes range from about one to three acres in size. As of March 1998, there were approximately 200 dwelling units in the planning area. The commercial center of the community features one large supermarket, three automobile service stations, four banks and a variety of other retail commercial, food service and business office uses. The majority of these uses are contained in three commercial centers: 1) the Manor Shopping Center, on the east side of Jarrettsville Pike and the south side of Sweet Air Road, 2) Paper Mill Village, situated on the northwest quadrant of the "Four Corners" intersection and 3) Craftsman's Village on the east side of Jarrettsville Pike north of Sweet Air Road.

### 4.3 Zoning

The planning area includes several zoning categories distributed over the area as indicated in Table 3 and in Map 5.

Table 3: Existing Zoning, Rural Commercial Center and Environs, March 1998

ZONING	ACRES	% OF PLAN AREA
RO	1.1	0.2
RO-CR	8.8	1.5
BL-CR	24.6	4.3
BM-CR	25.3	4.4
BR	5.9	1.0
RC-5	511.3	88.6
<b>TOTAL</b>	<b>577.0</b>	<b>100.0</b>

RO	Residential Office
RO-CR	Residential Office - Commercial Rural
BL-CR	Business Local - Commercial Rural
BM-CR	Business Major - Commercial Rural
BR	Business Roadside
RC-5	Rural Residential

#### 4.3.1 Residential Zoning

The RC-5 zone allows a one-acre minimum lot size and a maximum gross residential density of 0.667 dwelling units per acre. The purpose of the RC-5 zoning classification is to provide for residential development in "appropriate rural areas" and at appropriate densities. Generally, this zone permits, by right, single-family detached dwellings, farms, schools, accessory uses or structures, and not much more than this. The RC-5 zoning classification allows a variety of other uses by special exception granted by the county Zoning Commissioner; however, not all of these uses are deemed appropriate and compatible uses within the planning area by the citizens of Jacksonville.

### 4.3.2 Business and Office Zoning

Jacksonville is identified in the 1989 - 2000 Baltimore County Master Plan as a "Rural Center", warranting special protections against incompatible business and commercial expansion or intrusion. There are two principal business zones in the Jacksonville village center, the BL (Business Local) and BM (Business Major) zones. These zones allow a wide variety of commercial uses, and many residents of Jacksonville have expressed strong interest against the establishment of some of them. While the majority of the Jacksonville Rural Commercial Center is protected from many of the more onerous bulk, height, setback, parking and signage standards which apply to these zones by virtue of a CR (Commercial Rural) overlay district, the same uses are allowed here as elsewhere in Baltimore County. The CR district does serve to protect the two established rural centers in the county from large-scale, out-of-character development encroachment, as the 1989 - 2000 Master Plan directs. Yet it does not limit the types of allowable uses to which many of the citizens of Jacksonville have expressed opposition. Moreover, the CR overlay district can be removed through zoning map amendments enacted by the Baltimore County Council or the Baltimore County Board of Appeals, leaving the more liberal BL or BM standards in place.

The planning area also contains several parcels of land along Jarrettsville Pike and Paper Mill Road zoned for Residential-Office (RO) in which professional offices are located. These uses serve as appropriate transitional buffers between village business uses and strictly residential uses nearby.

## 4.4 Natural Features and Environmental Constraints

### 4.4.1 Geology, Soils, and Topography

The geological makeup of the Jacksonville area consists of bedrock materials, specifically a crystalline schist known as Loch Raven Schist, containing mica, feldspar and quartz, according to Dr. Kenneth Weaver, a Jacksonville resident and retired director of The Maryland Geological Survey. The area contains Baltimore Gneiss, Cockeysville Marble and Amphibole, as well as Loch Raven Schist. Each of these formations contains variable amounts of fractures (joints). The bedrock is overlain by a variable thickness of unconsolidated soils and subsoil derived from the weathering of the bedrock. Rain falling on the surface of the ground percolates through the soil, subsoil and weathered rock into the fractures in the underlying rock. The fractures contain water below the water table and are the source of water that flows to wells drilled into the formations. The spacing, width and interconnection of the fractures determine the ease or difficulty of obtaining sufficient supplies of groundwater.

Loch Raven Schist, as well as gneiss, contain relatively little water due to their generally unfractured structures. Marble, by contrast, is a good water-bearing formation. This is one factor that may help to maintain the semi-rural character of the area. Whereas there is probably sufficient groundwater to supply detached homes on one or more acres of land, it is unlikely that it could support closely spaced residential development or large-scale commercial development.

The most common soil type in the planning area is Glenelg loam, a well drained, gently to moderately sloping (3% - 15%), moderately eroding soil type. According to the USDA Soil Conservation Service for Baltimore County, the Glenelg soils are the most extensive and most important soils for farming in the County, although they are also appropriate for other development purposes. These soils are generally very acidic, moderately permeable, and have an available moisture capacity that is moderate to high. Slope and the hazard of erosion are the principal limitations to use. Manor Loam composes the balance of the soil in the immediate vicinity. This soil generally runs deep, is rather acidic, moderately permeable to water, and is often found on sloping (8% - 15%) terrain -

similar to the Glenelg soils, and is also suited to farm and non-farm uses alike. Manor Loam soils, however, are subject to severe erosion.

#### **4.4.2 Floodplains and Wetlands**

The planning area is not normally subjected to heavy flooding. Perhaps this fact is attributable to the characteristics of the local soils and stream systems and the lack of extensive areas of impervious surfaces. A wetland area exists just east of Jacksonville Elementary School, limiting use of that area for residential development.

#### **4.4.3 Groundwater Supply and Protection**

The adequacy and quality of the groundwater upon which each household and business in Jacksonville relies for all their water needs is undoubtedly the most critical environmental concern facing this community, and perhaps the most important issue in Jacksonville. Over the years, parts of the community have been faced with problems of either insufficient well water or well water contamination.

Because of the characteristics of the bedrock underlying the greater Jacksonville vicinity, the groundwater production rate is quite variable. Often, multiple wells have had to be drilled to find sufficient water. Even on marble bedrock, water production may be inadequate if a well is not deep enough to draw from several fractures. Many wells in Jacksonville only afford enough water for a single home, not multiple homes or large-scale commercial uses.

During the late 1970s and early 1980s, petroleum contamination from local automobile service stations was discovered, as well as contamination from commercial septic systems. The petroleum contaminants included benzene, toluene and xylene. The sewage effluent from the commercial septic systems caused the formation of chlorinated and non-chlorinated organics. Due to the composition of the underlying bedrock, only portions of the Jacksonville area were contaminated. The sources for all these pollutants have since been removed, and the area was monitored for groundwater contamination by the Baltimore County Department of Environmental Protection and Resource Management (DEPRM) until 1994. At that time, the remediation contracts with the service stations expired, and the monitoring equipment was removed. However, the remediation was not entirely successful, and areas of contamination in the immediate Jacksonville area persist to the present day. It is hoped that, with time and with no further addition of contaminants, the natural rainfall outflow will overcome this problem.

Despite the ever-present concern to each homeowner and business proprietor of their well running dry, the limitation on water supply may be also viewed as advantageous by a surveyed majority (in 1996) of Jacksonville's population who would prefer to see Jacksonville grow only slightly and be preserved as a semi-rural community for future generations. Limited water means limited pressure for new development.

There are positive strategies that can and should be employed, nonetheless, to better ensure an adequate water supply for all of Jacksonville's residents and businesses. These include:

- Limiting the area of impervious surfaces and maximizing infiltration measures on impervious surfaces in order to maximize the rate and amount of ground water recharge.
- In the commercial areas, where impervious surfaces are prevalent, installing rooftop rainwater collection devices or other infiltration devices to direct water into the ground or underground storage tanks for use in fire containment.

- Encouraging each business and homeowner to economize on water usage.

#### 4.5 Land Use Goals and Strategies for Implementation

- **Goal 1:** To preserve the community of Jacksonville as a small rural center, while allowing restricted commercial growth within the Rural Commercial Center only. The Rural Commercial Center should be limited in size and have well-defined boundaries.
  - *Strategy 1:* Initiate and pursue the enactment of appropriate zoning amendments or other legal means that would serve to fulfill this goal (Sections 4.7 and 4.8, and Table 6).
  - *Strategy 2:* Take other appropriate actions to encourage or ensure the types of business uses desired by the community, with the utilization of existing vacant commercial spaces receiving the highest priority. The creation and application of a new zoning classification should be considered, one which would effectively prevent the establishment of inappropriate uses in the Rural Commercial Center.
- **Goal 2:** To bring about a more orderly and aesthetically pleasing development pattern in the community of Jacksonville.
  - *Strategy 1:* Seek the implementation of zoning changes to achieve an orderly, compatible and generally sound development pattern on the remaining developable land and a consistent scale among new commercial uses within the Jacksonville Rural Commercial Center (Table 6).
  - *Strategy 2:* Adopt design guidelines to promote aesthetic compatibility.
- **Goal 3:** To protect groundwater resources, including recharge areas, in order to ensure an adequate water supply for current and future residents and commercial users.
  - *Strategy 1:* Require all future development to minimize the use of impervious surfaces and require the installation of effective stormwater infiltration devices.
  - *Strategy 2:* Work with both Baltimore County and the State in an effort to eliminate any residual groundwater contamination.
  - *Strategy 3:* Make the community aware of the importance of water conservation for each user's own benefit and to encourage each business and homeowner to economize on water usage.

#### 4.6 Future Land Uses

The Land Use Plan map (Map 6) shows the proposed future land use pattern for the planning area. It is intended that this map establish the basis for zoning.

The Land Use Plan map does not distinguish between existing and future development; however, the planning area is not projected as a dynamic growth area. The potential to accommodate new growth is very limited because of the small amount of undeveloped land suitable for future development.

Each of the land use categories depicted on the Land Use Plan map is described below.

The **Rural Residential** land use designation is applied to areas which should be zoned RC-5. The RC-5 classification allows single family detached houses as the predominant permitted use.

The minimum lot size is one acre and the maximum permitted gross residential density is 0.667 dwellings per acre.

Most of the Rural Residential land is already developed. Only about 65 acres of land is available for future major land subdivision (i.e., a subdivision involving 4 or more lots).

**Residential Office** areas are locations where office uses should be permitted within the existing residential structures. These areas are intended to serve as a transitional buffer between the Rural Residential areas and nonresidential development. These areas are appropriate for ROA zoning. The ROA classification will help retain the residential character of the existing structures, but allow them to be used for office purposes.

The areas proposed for **General Commercial** and **Office** uses are concentrated at or near Four Corners. These lands generally have direct access to a major road (i.e., Jarrettsville Pike, Paper Mill Road, or Sweet Air Road).

The **General Commercial** and **Office** areas are viewed to comprise the Rural Commercial Center. The Rural Commercial Center boundary is indicated on Map 7 in Appendix E. This boundary was delineated based on the existing land use and zoning patterns, the existing and anticipated road system, and the desires of the local community. The proposed boundary of the Rural Commercial Center should not be expanded. Business zoning in the planning area should be contained within the Rural Commercial Center, except for the Jacksonville Volunteer Fire Company property, which is zoned BR. The BR zoning for the fire station should be retained as long as the fire company owns the property. In the event there is a transfer of ownership, the property should be rezoned to RC-5. Another exception is the potential building site for the new Phoenix Post Office, which should be zoned BL prior to construction and BL-CR after construction (see Section 6.6).

The Rural Commercial Center is not intended to provide the range of services one would find in an urban or suburban area. Commercial services should be limited to those serving the convenience needs of the people who choose to live in the surrounding rural residential or agricultural environment. Food stores, small retail stores, personal service businesses, eating places, and professional offices are the primary types of activities contemplated for the Rural Commercial Center. A listing of commercial uses which are not desired is contained in Section 4.9. In general, undesirable uses are those which may create significant adverse environmental effects, attract large volumes of traffic and have continuous customer turnover, or require inappropriate architectural design, excessive paved areas, or numerous curb cuts. The prevention of such uses will require an amendment of the Baltimore County Zoning Regulations. This could be accomplished either by creating a new commercial zoning classification or by modifying the CR district regulations.

The **General Commercial** designation is generally applied to those areas which are intended to be zoned BL-CR or BM-CR in order to provide for the continuation and future development of a variety of commercial activities at an appropriate development size and scale.

The **Office** designation is applied to those areas which are intended to be zoned RO or RO-CR in order to provide for the location of office uses and to provide a transition between residential uses and General Commercial areas. Future business uses in these areas, whether or not zoned CR, should be limited to offices.

Properties in the Rural Commercial Center should maintain the CR district overlay. An exception is the existing RO zone on the north side of Paper Mill Road. Also, the potential building site for a new 35,000 square foot supermarket to be located on the west side of Jarrettsville Pike just north of Paper Mill Village Shopping Center should be zoned BL in order to permit construction of the supermarket as a matter of right. After completion of the supermarket construction, this site

should be rezoned to BL-CR so that the CR district regulations will apply to any future change of use.

The **Community Facility** category reflects the locations of the Jacksonville Elementary School Recreation Center, the Jacksonville Volunteer Fire Company, and the Chestnut Grove Church. It also reflects the potential location of the new Phoenix Post Office on the west side of Jarrettsville Pike north of Paper Mill Road (see Section 6.6).

**Stream System Open Space** represents areas where development is not suited. These areas consist of land located in a 100-year flood plain, wetlands, and stream buffers.

**Open Space/Limited Development** areas are today primarily open space in character. They are areas that are not particularly suited for, or needed at the present time for, any of the other land use designations. They should continue primarily as open space and, where appropriate, be used as a buffer between non-residential and residential uses. Other uses within these areas, however, may be considered as specific demands arise, if the individual sites are appropriate. These areas should be zoned RC5, except for the former church property at 14346 Jarrettsville Pike which has been converted to an office use. This property should retain its RO-CR zoning classification.

The County should pursue the acquisition of land for recreation within the planning area as a means of adding recreation facilities and enhancing Jacksonville's role as a rural center. There are three parcels of land potentially useful for recreation purposes. All three parcels are undeveloped and adjoin the Jacksonville Elementary School – Recreation Center site. These parcels are identified in Table 4 below and on Map 8 in Appendix E.

Table 4: Undeveloped Parcels Potentially Useful For Recreation Purposes

Location	Tax Map	Grid	Parcel	Acreage
1.	43	6	178	29.84
2.	35	24	47	1.11
3.	35	24	194	1.73

The development of recreational facilities on this land would help fulfill the recreation needs of the Greater Jacksonville Area. Potential facilities include athletic fields, nature trails, and parking areas.

#### 4.7 Recommended Zoning Map Amendments

The recommended zoning map amendments are presented in Appendix F. These changes are intended to bring the community's zoning into conformance with the recommended land use. The recommended business and office zoning should be adopted and remain until any new zoning classification is enacted that would be more appropriate in achieving the land use goals identified above.

#### 4.8 Proposed Supplemental Zoning Rules for the Rural Commercial Center

1. The rezoning of ROA zoned parcels to a business classification is not consistent with this plan and will not be supported. The intent of this Plan is keep ROA parcels zoned ROA so that they will remain compatible with both the residential and commercial uses between which they exist and to serve as a transitional buffer between the two. It is definitely not

the intent of this Plan that the ROA zoned properties later be converted to a higher business classification, thus defeating the purpose of the existing and proposed ROA designations.

2. No rezonings to business classifications higher than what is herein proposed (see Table 6 and Appendix F) shall be supported by the Greater Jacksonville Association.
3. Any principal use allowed either by right or by special exception, within a CR (Commercial Rural) District (pursuant to the special regulations for CR districts under Section 259.3 B.2 of the Baltimore County Zoning Regulations), but not otherwise permitted in any underlying zone, either by right or by special exception, shall not be permitted.
4. Signage amortization shall be 5 years.

#### **4.9 Inappropriate Uses of Land in the Jacksonville Rural Commercial Center**

The Greater Jacksonville Association finds the following types of land uses, permitted either by right or by special exception, within the Business Local (BL), Business Major (BM) or RC-5 zones, pursuant to the Baltimore County Zoning Regulations, to be inappropriate for the Jacksonville Rural Commercial Center except for those currently in place as of May 1999:

convalescent homes	tourist homes, boarding or rooming houses
fast food or drive-through restaurants	billiard rooms or halls or arcades
bowling alleys	dry cleaners, except for drop-off and pick-up
fortune-telling businesses	helistops or heliports
laundromats	taverns or night clubs
social clubs with liquor licenses	storage yards (for heavy equipment, vehicles, etc.)
automotive service or filling stations	car washes
life care centers	funeral service establishments
motels or hotels	striptease businesses
cinema theatres	animal boarding facilities
automobile sales establishments	sheetmetal businesses
electroplating operations	paint shops
catering halls	pawn shops
printing, lithography or publishing facilities	warehouses
commercial film production businesses	excavation or quarrying operations
research institutes	miniature golf courses
baseball batting ranges	wireless communications towers
mini-storage facilities	

## **5 Streetscape**

### **5.1 Setting**

The Jacksonville Rural Commercial Center consists of primarily commercial buildings constructed over the past fifty years. The commercial buildings border several residential developments and, in some instances, are adjacent to older residential properties. While the newer residential developments may have covenants ensuring reasonable architectural conformity, the commercial area had no architectural standards prior to the establishment of the CR overlay district in 1988. With the establishment of the CR overlay district and increased community involvement, recent construction has contributed to a more coherent design.

The following design guidelines are recommended for the Jacksonville Rural Commercial Center. These design guidelines are intended to be used for the review of all proposals or applications for new building construction, new additions to existing buildings, new signs, the modification or replacement of existing signs, and the exterior renovation or modification of existing buildings and any other exterior improvements that require the issuance of a permit by Baltimore County.

All uses and structures in the Rural Commercial Center should, to the extent practicable, comply with the design guidelines. It is intended that the Baltimore County Hearing Officer may impose any of these guidelines as a condition for approval of a development plan.

### **5.2 Site Selection and Design**

Prior to selection, a potential site needs to be studied to determine its capability of meeting all the needs of the structures and activities inherent to its proposed utilization. The existing topography, vegetation, water source capability, surface water flow pattern, septic capacity, traffic patterns, and neighboring land uses need to be recorded. The site design must respect all of these factors.

Prior to proceeding with the development of a site, a site design shall be drawn up which addresses vehicle entrance and exit requirements, building setbacks, parking requirements, surface water runoff, signage, lighting, and noise. On-site vehicular movement and parking layout must comply with established engineering standards. Surface structures such as paving, curbs, gutters, retaining walls, and steep slopes must comply with Baltimore County standards.

The impact of noise, traffic, and odor-generating activities must be addressed so as not to become an irritant to neighbors.

The orientation and arrangement of primary elements shall harmonize visually and physically with existing features of the site and surrounding properties. Existing topography and vegetation must be respected. To the greatest extent practicable, vehicular and pedestrian traffic is to be interrelated with adjacent properties. Wherever possible, driveways and parking areas shall be shared in order to improve circulation and to minimize curb cuts.

### **5.3 Building Design**

#### **5.3.1 Design Review Considerations**

All building proposals within the plan area must be reviewed by the Greater Jacksonville Association Board of Directors, or by a designated committee. The Board shall consider the architectural proposal in the context of the following issues:

1. transitions between existing and proposed new buildings;

2. treatment of building elevations;
3. quality of exterior materials;
4. scale of buildings in relation to surrounding structures;
5. roof forms and styles; and,
6. compatibility and appropriateness of proposed structures with other adjacent features.

### 5.3.2 Design Guidelines

Properly siting a building is to locate it harmoniously with its surroundings, weaving it into the existing tapestry of natural and manmade elements with which it will co-exist and interrelate.

For a building to interrelate with its surroundings, it must be in scale with its environment. Imposing masses need to be segmented into volumes and planes relative to their neighbors so as to form a visual balanced composition, proportioned to respect the scale of adjacent structures and natural elements.

Particular shapes invite certain human responses, e.g., roof shapes connote shelter, penetrations of a mass or plane extend an invitation to enter or communicate between exterior and interior. The choice of size, configuration and arrangement of these shapes need to be in concert with each other, with the site and with the neighboring natural and constructed environment.

Simple geometrical shapes such as squares, rectangles, etc., are comparatively uninteresting. However, when these same shapes are part of composition, they can be most interesting and stimulating. A building elevation that is a simple rectangle, with no penetrations, capped with a horizontal parapet is not appropriate. However, that same elevation, topped with a sloping roof, relieved with a variation of plane and penetrated with a composition of shapes, becomes quite stimulating.

The interplay of shapes and planes does far more than add interest to the surface of building, it provides an interplay of the elements. It casts shadows which move and evolve with the progression of the sun, modifying and animating the entire composition. As this composition comes to life visually, it joins with its neighbors to contribute a very positive visual offering to our environment.

Colors and textures need to be warm and inviting, not harsh or foreboding. Earth tones such as reddish browns and forest greens not only blend with nature but are restful and calming. Vivid colors reflect more light and thus demand undue attention.

Surfaces need not be rugged, but visually, textures are warm and friendly while slick surfaces are cold and aloof.

The primary purpose of these guidelines is the development of a village atmosphere. Toward that end the following guidelines apply:

- Franchise architecture which is inconsistent with a village atmosphere is not acceptable.
- Mechanical equipment, loading facilities, and trash containers must be visually screened and not be audible at any residential property. The screens must harmonize with the building and landscape design.
- Continuity of design and materials must be expressed on all elevations of a building. Flues, vent stacks, etc. are to be treated as aesthetic elements congruent with the building design.

- All site elements, i.e., signage, landscaping, lighting, etc., are to be treated as an extension of the building design.
- Building entrances facing the public road are preferred. Blank walls facing a public road are not appropriate.
- Flat roofs are strongly discouraged. Pitched roofs are recommended. The use of shopping-center-style mansards to disguise a flat roof is not appropriate.
- The exterior building design, including roof style, color, materials, architectural form, and detailing, are to be consistent on all elevations.

New buildings must be designed so as to be compatible in size and scale with existing buildings. Buildings should have a village-type character. Examples of existing commercial buildings exhibiting acceptable architecture include:

- 3430 Sweet Air Road (Blockbuster Video)
- 14300 Jarrettsville Pike (Crestar Bank)
- 3312 Paper Mill Road (Gaylord Brooks)
- 14237 Jarrettsville Pike
- 14231 Jarrettsville Pike (Sparks Bank)

#### **5.4 Removal of Utility Poles and Overhead Wires**

One of the most visible and dramatic improvements that could be made to the Jacksonville Rural Commercial Center streetscape would be to make the vast tangle of overhead wires and poles disappear. Most residents in the community, particularly those living in or near the heart of Jacksonville, regard these as unsightly and undesirable. Many communities and some cities around the country (including Palo Alto, CA, Ann Arbor, MI, and San Antonio, TX) have attempted, with varying degrees of success, to remove their above-ground utility hardware. Many have tried and failed, largely due to the immense expense involved.

The utility hardware cluttering our streetscape belongs to the Baltimore Gas and Electric, Bell Atlantic, and Comcast corporations. GJA has explored the possibility of having BGE bury their cables and wires, and a rough cost estimate was obtained. No discussions have yet been held with either Bell Atlantic or Comcast.

Catonsville is one community in Baltimore County that has recently succeeded in having the lines buried, but then only for a distance of two blocks. The Catonsville project was funded through the establishment of a Benefits Overlay District, which required special State enabling legislation.

This approach would be one possible avenue for Jacksonville. Another would be the creation of a special (property) tax assessment district that would add an additional levy on both business and residential property owners in the district within whatever boundaries are established. A public referendum would be required to do this. No communities in the County have succeeded in establishing a taxing district to fund an infrastructure project any time recently (if ever) as they are apparently politically unpopular. If Jacksonville were to ever succeed in this, strong support would be needed from the Third and Sixth District County Councilmen.

## 5.5 Landscaping

Controlling the growth of the Jacksonville Rural Commercial Center must be viewed from the perspective of protecting, as well as enhancing, the environment. Keeping this goal in mind necessitates maintaining the rural character of the area by encouraging the preservation of the small amount of agriculture that still exists in the surrounding area, afforestation, reforestation and wildlife management. Property in the area relies on the use of wells and septic systems; therefore, the use of native plants in the landscaping is to be encouraged in order to eliminate the need for harsh chemicals or excessive amounts of water usage. Aesthetically there should be a buffer area between the commercial and residential properties.

### 5.5.1 Purpose

Site design for future development is extremely important in preserving the character of the surrounding area. Landscape plans are required for all new development and for improvements being made to existing structures in order to assure protection of the site's natural features as well as to recognize existing environmental conditions, thereby providing for their long term protection. These plans must be tailored to the location, design, and use of the particular site.

### 5.5.2 Landscape Plan

Landscaping should be provided as part of any site plan. The landscape plan shall incorporate landscaping requirements as suggested under the General Planting Requirements in Section 5.5.3. They may include plant materials such as trees, shrubs, ground covers, perennials, annuals and other elements such as decorative rock, water, sculpture, art, walls, fences, paving materials and street furniture. Along with the site plan, the applicant shall submit a landscape plan. The landscape plan shall describe the location of trees, both existing and new, and address tree maintenance, surface water management, re-vegetation, establishment of vegetated buffers, and the method of providing protection of any special flood hazard areas.

Plans are to be reviewed by the Greater Jacksonville Association Board of Directors, or by a designated committee.

### 5.5.3 General Planting Requirements to be Observed

- Plant Type - A mixture of hardy flowering and decorative evergreen and deciduous trees may be planted. The area beneath trees shall be mulched, as shall beds planted with shrubs, ground cover, perennials, or annuals. Native plants are the primary choices for landscaping, since they raise no concerns about possible adverse effects on local water quality and require minimal use of insect and fertilizer chemicals.
- Planting Specifications -
  - All deciduous trees shall have a minimum caliper of two inches, shall be nursery grown, shall be of substantially uniform size and shape, and have straight trunks.
  - Evergreen trees shall be a minimum of five feet in height.
  - Only nursery grown plant materials shall be acceptable and all trees, shrubs, perennials, annuals and ground covers shall be planted according to horticultural standards.

- Provision is to be made by the applicant for regular watering and maintenance until such plant material is established.
- Selected plant specimens should be hardy for the climate of this area and appropriate in terms of function and size.
- Any dead or dying trees and/or shrubs shall be replaced by the applicant during the next planting season.

#### **5.5.4 Function and Materials**

- Buffers shall provide a year-round visual screen in order to minimize adverse impacts. It may consist of fencing, evergreens, berms, or combinations thereof to achieve the same objectives.
- Planting is intended to provide privacy for an adjacent property, to lessen traffic noise, to protect from wind, and to direct pedestrian usage of the site.
- Plants used in buffer screens shall be sufficiently large and planted in such a fashion that a year round screen at least eight feet in height will be produced within two growing seasons.
- Deciduous trees may be used for visual enhancement of the site as well as to provide shade.
- Safety - Plant material should not cause visual impairment for entrance and exit areas of the site. Consideration should be given to potential hazards to the community, e.g., the use of poisonous trees or shrubs, or debris from falling leaves and/or blossoms.
- A suggested list of native plants which do well in this area is given in Appendix D.

#### **5.5.5 Specific Planting Areas and Guidelines for Non-Residential Development**

- Provide at least a ten-foot landscaped strip between the road right-of-way and the parking lot. This may include deciduous trees for shade; low growing shrubs, with a four-foot maximum height; or a planting of perennials and grasses. If this ten-foot area is sloped in any way, then slope protection measures must be incorporated in the landscape plan. These plantings should not interfere with utilities, roadways, sidewalks, sight distances or street lights.
- Provide walkways of concrete or brick paving along the major roadways as well as in front of commercial businesses to provide pedestrian use and safety in the Jacksonville Rural Commercial Center. Connect widely-spaced commercial property by means of paved pathways which are in keeping with the aesthetics of the building architecture.
- A mix of trees and shrubs at least ten feet in width must be planted along the periphery of commercial development adjacent to homesites. This buffer planting must provide a year-round screen that attains an eight-foot height within two growing seasons. A twenty-five-foot strip of existing woodlands may be preserved in lieu of this new planting.
- All service and utility areas shall be screened around their perimeters by a buffer strip a minimum of five feet wide. Where more intensive land uses (e.g., commercial) abut less intensive uses (e.g., residential), a buffer strip twenty-five feet in width which includes a mix of trees and shrubs shall be required. This buffer strip may incorporate both fencing compatible with the building design and plant material to ensure adequate screening.

- Chain link fences should not be used where they are visible from public roads and adjacent residential properties. When such fencing is necessary, it should be finished in black. The use of barbed or razor wire is forbidden.

## 5.6 Parking Lot and Street Lighting

The intensity and distribution of light shall be limited to the optimum ambient light level required for safe pedestrian activity.

The quality of light shall be warm and natural, providing accurate color resolution of illuminated objects. Lighting shall be designed so as not to illuminate neighboring properties or present an irritation to neighbors. The design of lighting fixtures should be standardized throughout the commercial center. The use of cut-off style fixtures is recommended, such that the light source is not directly visible from off of the immediate site.

Floodlighting used for athletic or other special activities may use non-standard fixtures most appropriate for the specific purpose, but adhere to the spirit of the remainder of the guidelines stated herein, i.e., they are to be focused strictly on the activity being illuminated.

All lighting must be designed and installed so as to avoid unnecessary illumination of the night sky.

## 5.7 Signage

The purpose of signage guidelines is to improve and enhance Jacksonville's rural character so as to be more inviting and friendly to the community and the public at large. The business area with Four Corners as its hub has many good features but could be improved by attention given to the uniformity of signage and, in some instances, decrease of signage clutter. Inconsistent signage standards contribute to an image of an expanding, unplanned commercial strip (Figure 2).

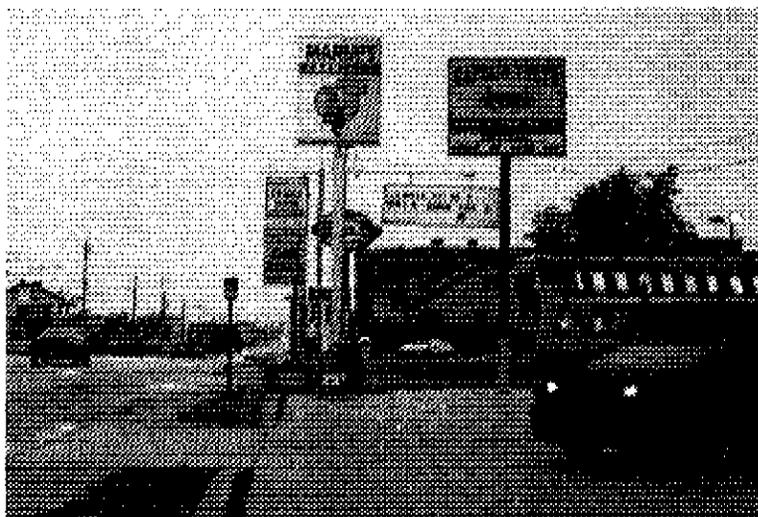


Figure 2: Inconsistent signage leaves a cluttered appearance.

Some good examples exist of attempts to limit the size of signs and control visual clutter. The Blockbuster Video business is a good example of cooperation between business and community

to develop a site in a way which is both responsive to business needs and to the desires of the community for a low-key, attractive design blending well with the rural residential nature of the area (Figure 3). However, there are also signs which are disproportionate in size or visual content (Figure 4).



Figure 3: An attractive and functional business site in Jacksonville.

It is recognized that the cost of signs is a substantial business expense, and that not all changes can be made immediately. However, as the need arises for new signs, it is expected that the business community will work within these guidelines in order to achieve a uniform visual presentation for the Jacksonville Rural Commercial Center. Such a presentation not only provides for the identification of businesses, but also provides a pleasing venue for visitors, encouraging them to stay and explore. In this way appropriate signage can add to, rather than detract from, the various commercial enterprises. The amortization period for unacceptable signs is described in Section 4.8.

A well-designed sign consists of the following elements: composition, material, color, size, layout, and installation and/or placement. Good signage provides for ease of communication between the community and the services provided while being pleasing and complementary to its surroundings. Clear, uncluttered signs provide good visual stimulation.

#### 5.7.1 Goal and Recommendations

The goal is to provide guidelines for signage in the Jacksonville Rural Commercial Center that will meet the needs of the business community and also be homogeneous and aesthetically pleasing.



Figure 4: An example of a sign which is unnecessarily large.

It is recommended that:

- discussions take place with the State Highway Administration concerning the location and size of route and road signs, in order to reduce the visual clutter at the intersection of Routes 145 and 146 by incorporating all signs into the overhead signs along with the traffic lights; and
- signs announcing **Welcome to Jacksonville** be placed on the approaches to the the village, along with a posted speed limit, in order to clearly inform motorists that they are entering a Rural Commercial Center.

### 5.7.2 Signage Guidelines

1. Each business shall be allowed one sign with a maximum of 25 square feet per face, preferably on the customer entrance side of the building, or two smaller signs, the total area not to exceed 40 square feet, one at the entrance and one on the building front or positioned monument-style on the ground in front of the building (see Figure 3).
2. Signs should have white lettering on a dark background, preferably an earth-tone (Figure 5).
3. Signs should be installed on the building front, perhaps the lintel where practical, but if a sign must be free-standing it is recommended that a monument-style rather than a pole- or

pillar-style of mounting be used (Figure 6).

4. The height of freestanding signs is limited to 15 feet above the nearest curb elevation.
5. Complexes of shops or offices should use building or center names, e.g., Manor Center, or street numbers for ease of identification of businesses rather than extensive directories.
6. All signs must be set back at least 15 feet from face of curb, so that a driver's vision is not impaired.
7. Window signs may not exceed 20% of glass area.
8. Lighting must be shielded from vehicular and pedestrian traffic and directed away from neighboring sites. Light intensity should not exceed 75 foot-candles at the sign face. Back lighting shall be discouraged, but if necessary, it shall be limited to name lettering and logo only.
9. Lighting must be shielded in such a way as to avoid unnecessary illumination of the night sky. Sign lighting should be directed from overhead and be directed generally downward, and should be no brighter than necessary, especially when businesses are closed.
10. Temporary commercial signs should be limited to one per road frontage, with a maximum size of 25 square feet, and may remain in place for a maximum of 30 days within any 120-day period.
11. Exterior free-standing signs advertising specific products are prohibited.
12. Cigarette advertising on outdoor signs is strictly prohibited.
13. A business directory sign at a shopping center is permitted if absolutely necessary, although not recommended. It should meet general signage requirements, be of a dark, earthtone background with white lettering, located at each entrance of a shopping center, with one line per business to a maximum of five lines. Illumination shall meet other stated requirements and be confined to the face of the sign. Changeable copy space should be limited to no more than two lines incorporated into the directory and not freestanding (e.g., see Figure 5).
14. All abandoned or discontinued signs shall be removed from the premises within 30 days by the owner.
15. Signs advertising special events may be posted ahead of the event and must be removed at the close of the event.

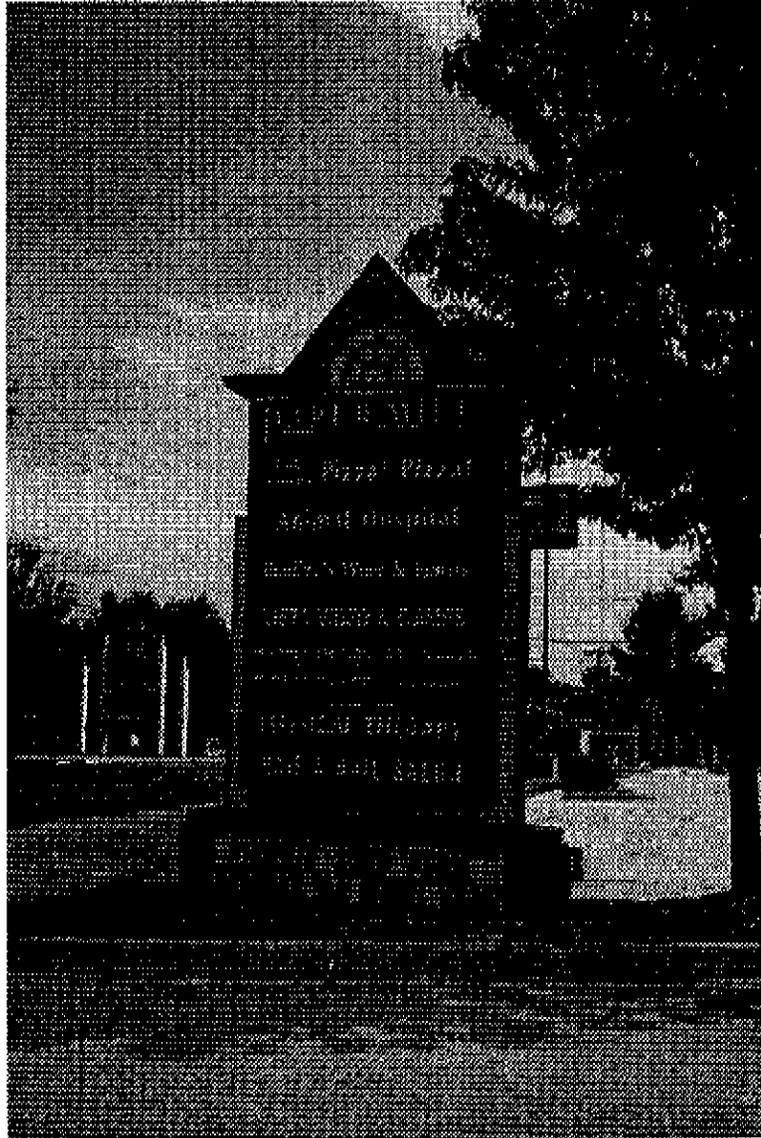


Figure 5: A well-designed earth-tone sign, although the large number of business names displayed on this particular example is not encouraged.

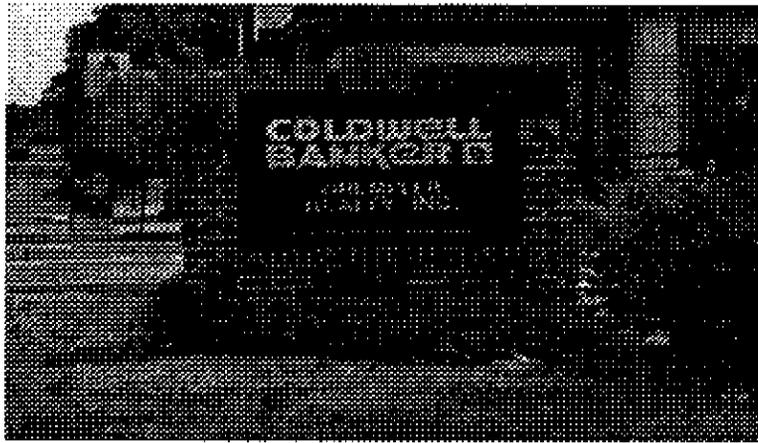


Figure 6: An attractive monument-style sign.

## **6 Community Services**

### **6.1 Parks and Recreation**

#### **6.1.1 Historical Perspective**

The Carroll Manor Recreation Council (CMRC) was established in 1975. Through the efforts of volunteers the CMRC continues today. The CMRC community has always been strong in lacrosse, baseball, soccer, and basketball for youth.

#### **6.1.2 Current Status**

The CMRC headquarters is located at 3101 Paper Mill Road (formerly a US Army Nike Missile Base). An office is maintained there for the Baltimore County Recreation and Parks representative, and for use of the CMRC officers. This facility serves a multitude of recreation related activities, including the Jacksonville Senior Center, crafts, arts, and dog obedience classes. The facility will not be adequate for future needs. The inadequacies are addressed in Section 6.1.3 following.

Over the past five years, CMRC has experienced an explosive growth in the variety of programs offered. These include such activities as year-round soccer, field hockey, baseball, basketball, volleyball, girls' lacrosse, gymnastics, tumbling, aerobics, piano, arts, ladies softball, and square and line dancing. Many of the indoor programs are conducted at the Jacksonville Elementary School. Driving the increase in programs is a large growth in the area population in terms of young families with children of various ages. For example, the soccer program enrollment has doubled from 400 children in 1994 to over 800 children in 1997.

Programs are suffering for lack of fields and facilities. Also, several of the existing fields are substandard "practice" fields that are not capable of supporting actual games. Baseball is a particular problem that is compounded by adverse weather. Almost all games get backed up on the schedule; even worse, they are forced to be canceled off the schedule as there is no field available to play make-up games even in areas as far away as Owings Mills. In many instances, some children may only be involved in eight or nine games the entire season. A similar result occurred with the soccer program in the fall of 1997; inclement weather, coupled with the lack of appropriate playing fields, virtually destroyed the season.

The discussion above has focussed on activities and facilities primarily directed towards youth. Ignored throughout the years have been outdoor facilities and fields, beyond trails, which will also accommodate people of all ages in activities such as adult baseball, touch football, and soccer.

#### **6.1.3 Future Requirements and Recommendations**

1. According to the Department of Recreation and Parks, an additional 80± acres of parkland is required to meet the current need within the CMRC area.
2. Additional ball fields are needed to meet the existing recreation program demand.
3. An indoor facility suitable for aerobics, gymnastics, dance lessons, etc. is needed in addition to the Jacksonville and Carroll Manor elementary schools. This could be a combined facility used by both the Department of Recreation and Parks and the Department of Aging (see Section 6.2).

4. Upgrading of the Carroll Manor Middle School Recreation Center site (also known as the Hydes Road Fields) is recommended and should include improved parking, baseball backstops, and a comfort station/storage building.
5. A detailed recreational supply-and-demand analysis should be conducted by the Department of Recreation and Parks to determine the specific needs for outdoor and indoor recreation facilities.
6. Within the County's fiscal capability; funding should be provided to correct existing parkland and recreation deficiencies and to satisfy future needs.

## 6.2 Jacksonville Senior Center

### 6.2.1 History

The Jacksonville Senior Center developed from its parent organization, the GALA Club, an acronym for the Golden Age Leisure Activities Club. The GALA Club was established on 25 April 1973 as a group of 29 interested persons organized by Rev. Partee Boliek and four other area Pastors. The first formal club meeting was held on 9 May 1973; thereafter the club met twice a month, on Wednesdays, at St. John's Lutheran of Sweet Air. Later, beginning in May 1974, the club met at Chestnut Grove Presbyterian Church annex on Jarrettsville Pike, a former church north of Jacksonville. It met at that site for 15 years. The purpose of the GALA Club was to stimulate interest in and to advise local senior citizens regarding specific programs and services available to them in this rural area. A further purpose was to work with the Baltimore County Department of Aging and other private and governmental agencies concerned with the needs of senior citizens.

In 1979, the membership of the GALA Club elected to join the Baltimore County Senior Center Program. On 28 September 1979, the GALA Club became the Jacksonville Senior Center. In July of 1988, the center was given a new home at the 2000 square foot Paper Mill Recreation Center, formerly a US Army Nike Missile Base, located at 3101 Paper Mill Road in Jacksonville.

### 6.2.2 Current Status

*The mission of the Baltimore County Department of Aging is to develop and administer programs and activities that support Baltimore County senior citizens in their efforts to remain healthy, active, and independent members of the community, and to provide, coordinate, and advocate for services which ensure the highest quality of life for both active and health-impaired seniors, their families and care-givers.* The Jacksonville Senior Center accomplishes this mission by providing numerous activities such as classes in various forms of art, woodworking, calligraphy, art appreciation, line and tap dancing, computer skills, ceramics, and quilt making. Members also make special items for residents of area nursing homes and hospitals, such as gingerbread villages, baby caps for new-borns, and ribbons for MADD. They also collect and distribute food for needy families, and provide financial support to disaster victims and to organizations such as the Oncology Center at Johns Hopkins Hospital.

The Jacksonville Senior Center also sponsors numerous seminars, travelogues, and special events such as health fairs, in conjunction with the local chapter of AARP and several North County hospitals. Additionally, the center provides a congenial social atmosphere for its membership by scheduling parties, lunches, entertainment, and trips to local points of interest throughout the year.

### 6.2.3 Future Expectations and Recommendations

Considering the active past and the current enthusiastic membership (120 members), one can expect the Jacksonville Senior Center to move forward with the times and possibly become a secondary senior center in the near future. According to the Baltimore County Department of Aging, a secondary center is one which is open five days per week, and one evening a week. It also offers many Department of Aging services, such as Eating Together, Senior Insurance Counseling, and a social worker.

In order to meet the basic requirement noted above in the mission statement, a new senior center is needed to replace the present center, which can no longer meet the needs of the senior community in this area. There is every indication that the local senior population will continue to increase with the increasing urbanization of this formerly agricultural area. The senior center is presently officially operating only on Mondays and Wednesdays in an outdated structure provided by the Department of Recreation and Parks. The planning for activities at the center for both seniors and recreation participants is seriously constrained by the lack of space, and scheduling conflicts are common. These conflicts have necessitated rescheduling Tap and Jazz dance classes for seniors to Fridays. These particular activities require large spaces and have conflicted with other scheduled dance, health, and financial planning seminars and activities of other groups using the facility. In addition, there is no adequate room to house a woodworking shop and computer lab, with the corresponding safety and security safeguards, and a small weight room. These facilities are urgently needed to meet the needs of local residents. At the present time blood pressure screenings, of primary importance in maintaining senior health, are conducted in the cramped kitchen area of the Center.

Parking at the facility is inadequate compared to the number of participants in the various activities. At certain popular events, members are unable to find vacant parking spaces.

In view of the fact that the present facility is shared with Recreation and Parks Department activities, two local AA chapters, a church group, a dog obedience class, a Civil War Historical Society group, and aerobics group, and is occasionally rented to members of the community for special events, it is clear that the time has come to plan for construction of a new center. It should have adequate space to accommodate the numerous activities cited above, a basic kitchen with a potable water supply, and offices for administration and staff.

#### ACTION SUMMARY:

1. Make the Jacksonville Senior Center a Secondary Center.
2. Replace the current building with one providing sufficient facilities for senior activities, including:
  - offices and meeting rooms;
  - easily-maintained kitchen;
  - potable water supply;
  - adequately-equipped computer room;
  - artist/crafts work area (painting, ceramics, quilting);
  - adequate parking;
  - hall with no support poles down the middle; and

- adequate storage room.
3. Provide an additional entrance to parking from Paper Mill Road.
  4. Design and build a center with sufficient capacity to serve the various groups needing such a building, not just seniors.

### **6.3 Volunteer Fire Company**

#### **6.3.1 Fire Company History**

The Jacksonville Volunteer Fire Co., Inc. (JVFC), has enjoyed a long, rich and rewarding tradition of providing emergency services to the community of Jacksonville and vicinity. Several major fires in the area in the spring of 1953 prompted local citizens to meet and organize a fire company. At the time the closest protection came from Hereford to the north, Towson to the south, Long Green to the east and Cocksylville to the west, all many miles away. The first meeting was held at the Chestnut Grove Church on 5 March 1953 and was attended by 57 residents. The fire company was soon incorporated with 113 charter members. The company purchased its first fire engine, a 1929 American LaFrance, from the Cocksylville Volunteer Fire Company (Figure 7). This fire engine was placed in service and stored at what is now Priceless Hardware on Jarrettsville Pike. Eventually, land was obtained, a building constructed, and the permanent home of the company was officially dedicated on 5 December 1954. This location at 3500 Sweet Air Road is still the present site of the fire company.

The JVFC has enjoyed many accomplishments over its 45 years. The company was the first in the area to design and place in service a small unit specifically made for going off road and obtaining water from streams and ponds, and was the first volunteer ambulance company to obtain a mechanical CPR device known as a Thumper. JVFC was the first volunteer company outside the beltway to start a water rescue team with a boat (after Hurricane Agnes). A declining need for this service caused it to be discontinued in the 1980s. The JVFC volunteer ambulance was the first in the area to begin specialization in pediatric care. Using appropriate equipment and specialized training in local rescue efforts, many of the members have received local and national recognition for their unselfish service.

#### **6.3.2 Current Status and Near-Term Upgrades**

The company has recently completed a building addition and renovation. This new and enlarged facility allows it to efficiently operate and meet the ever-increasing demands of emergency services. The training of personnel, the community's first line of defense, is paramount. The demands on these volunteers continues to increase. The average member can easily amass over 200 hours annually just in training. Far above the basic skills of fire fighting and medical aid, the company continues to advance in required specialized training. New disciplines include dealing with hazardous materials, IV, cardiac and advanced trauma training, tactics and management, specialized rescue, and a myriad of classes never dreamed of years ago. The new station provides much-needed space and will allow for growth in the future. It houses 8 pieces of state-of-the-art equipment that are specifically meant to serve our rural area. The present main fire engine is shown in Figure 8.

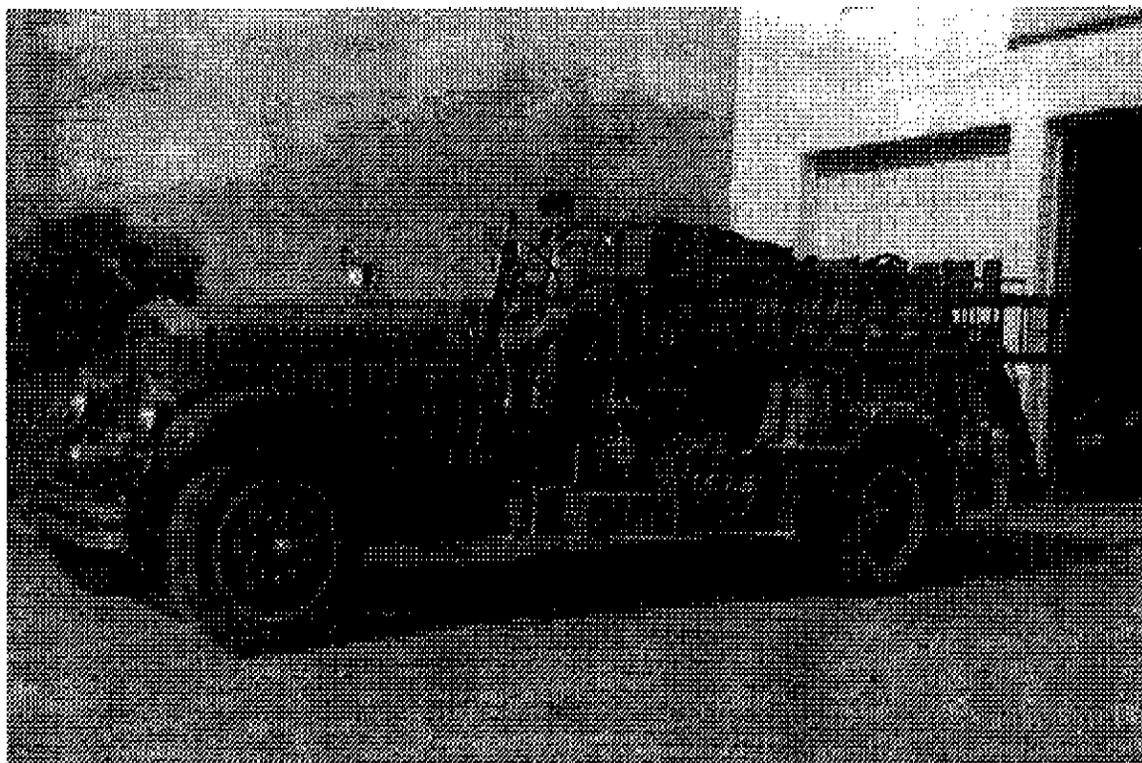


Figure 7: Jacksonville's first fire engine, a 1929 American LaFrance.

### 6.3.3 Long-Term Needs and Goals

There is an immediate need to specify requirements and advertise for bids for replacement of the 6-year-old medic unit. A new unit is expected to cost over \$100,000. Another immediate need is a public awareness campaign. Many people do not understand the workings of a volunteer fire company. A critical present and future need is for membership. The company must diligently recruit and retain members as it enters the next century. The demographics of the Greater Jacksonville area has left the company with an unusually high turnover in members. Young members leave as they start a search for their first home and career in other areas. This membership need is for both emergency service and administrative assistance. The emergency response load of the company has nearly doubled in the last ten years. The administrative aspect increases with additional paperwork, fund raising and the continued importance of educating the community's children in fire safety.

#### GOALS:

1. Replace the medic unit.
2. Maintain and increase volunteer participation. Publicize the need for additional volunteers for the various activities of the company.
3. Increase the level of contributions for basic operations, ambulance service and equipment, and the retirement of the fire house mortgage.



Figure 8: Jacksonville's newest fire engine.

#### 6.4 Jacksonville Bookmobile

In the early 1980s, Baltimore County established a mini-library in Jacksonville. The library was properly staffed with two full-time employees and approximately 40 volunteers performing services at different times of the week. The facility was widely used by residents of the Greater Jacksonville community.

In February 1993, Baltimore County closed the Jacksonville Mini-Library along with seven others as a way to trim the County budget. The residents of the Greater Jacksonville community were very upset with this decision and have lobbied for the past six years for the return of the mini-library.

In 1997, the Greater Jacksonville Association Planning Committee and Baltimore County developed a formal plan for the return of a library facility to Jacksonville in the form of a reading center. This plan included provision of funding by the County of \$50,000 for the first year, and \$25,000 for each of the second and third years. Beyond that, the Jacksonville Reading Center would have to be supported solely within the community.

After extensive review by members of the GJA Planning Committee it was determined that there were serious problems involved in pursuing the reading center. Such a center is different from a mini-library in that the community controls the facility (rather than the county) and bears all risk from its operations. A reading center is independent of the Baltimore County Library system, so that individuals could not order or return books from other libraries within the County system.

Members of the GJA Planning Committee were unsuccessful in obtaining a long-term lease in the Rural Commercial Center that would allow the reading center to operate within its limited funding.

After the review of the Jacksonville Reading Center proposal, the GJA Planning Committee determined that the more practical approach would be to consider Baltimore County Library's suggestion that the funds granted by Baltimore County be applied towards a community bookmobile. The primary focus of the bookmobile would be to provide books suitable for elementary school children and popular adult titles, serving two key citizen groups: children and seniors. The bookmobile would also be stocked with large print best sellers and books on audio. Primary emphasis would be to provide a good selection of children's books that would enhance the local elementary school selections. Providing a bookmobile would provide seniors and children access to books without involving transportation to other areas. This would also assist families in which both parents work to overcome time availability constraints.

This is the first step in returning the Baltimore County Library system to Jacksonville. If the Jacksonville community uses the bookmobile extensively, the return of the Jacksonville mini-library should be considered.

#### RECOMMENDATIONS:

1. As a temporary measure, establish a regularly scheduled bookmobile visit to Jacksonville.
2. In the long term, re-establish the Baltimore County Mini-Library in Jacksonville.

### 6.5 Jacksonville Business Association

As indicated in the owner-operator survey, there is a consensus that an association of Jacksonville business owner-operators should be established. This group would be a prime force to ensure that the provisions of this plan are supported and implemented.

### 6.6 New U.S. Postal Service Facility

The Jacksonville area is largely served by the Phoenix Post Office, which is located at 14320 Jarrettsville Pike. The existing post office is too small to meet the needs of the community and the operational requirements of the United States Postal Service. The Postal Service desires to build a new post office in Jacksonville. The new building would be approximately 12,000 square feet in size.

The Postal Service has identified a potentially viable site for the new post office. That site is on a largely undeveloped parcel of land known as the Klein Property, which is located on the west side of Jarrettsville Pike just north of the existing post office and the Paper Mill Village Shopping Center.

This Plan recommends that the Postal Service establish its new facility on the Klein Property provided that it is located and designed to prevent adverse impacts on the adjoining neighborhood of existing single-family homes immediately to the west. The Klein Property is a location that is convenient for local businesses and residents. Also, a new and expanded post office at this location will enhance Jacksonville's role as a rural center.

## 7 Traffic Circulation

### 7.1 Existing Situation

Two important traffic routes traverse the planning area. MD 146 (Jarrettsville Pike) is a two-lane, north-south route and MD 145 (Paper Mill Road/Sweet Air Road) is a two-lane, east-west route. The intersection where Jarrettsville Pike, Paper Mill Road and Sweet Air Road meet is known as Four Corners. It is the only signalized intersection in the planning area.

Jarrettsville Pike, Paper Mill Road, and Sweet Air Road handle traffic which is both regional and local in nature. These roads are under the jurisdiction of the State Highway Administration (SHA). The 1993 Federal Highway Classification map for Baltimore County prepared by the SHIA classifies Jarrettsville Pike and Paper Mill Road as rural minor arterials. Sweet Air Road is classified as a rural major collector.

All other roads in the planning area provide primarily local service and are under the jurisdiction of Baltimore County. Blenheim Road and Stansbury Mill Road (which is located just outside the planning area) provide mostly local service by feeding traffic to major roads. Hillendale Heights Road provides access to the Jacksonville Elementary School and the Overshot residential subdivision. The remaining roads provide for local access and are designed as residential streets.

Table 5 shows 1996 average daily traffic volumes for the major roads in the planning area and projected volumes for 2015. Jarrettsville Pike handles the largest traffic volumes. The second most traveled road is Paper Mill Road. The next most heavily traveled road is Sweet Air Road. All of these roads will experience traffic volume increases in the future.

Table 5: Average Daily Traffic Volumes and Projections.

Location	1996	2015
Jarrettsville Pike south of Paper Mill Road/Sweet Air Road	15,050	20,000
Jarrettsville Pike north of Paper Mill Road/Sweet Air Road	13,950	18,000
Paper Mill Road west of Jarrettsville Pike	9,275	14,000
Sweet Air Road east of Jarrettsville Pike	5,850	12,000

Source: State Highway Administration

Sidewalks in the planning area are limited to a few locations along the major roads. Sidewalks have been installed along the road frontage of the following properties: Jacksonville Elementary School, Manor Shopping Center, Sparks Bank, Jacksonville Pharmacy, Amoco Station, Blockbuster Video, and the Exxon Station. Pedestrian access among the various uses in the commercial core is hampered by broken sidewalk connections.

### 7.2 Recommendations

The following improvements are recommended in order to provide a safe circulation system in the future:

1. **Four Corners Intersection.** Traffic flow at this intersection should be improved by providing right-turn lanes on northbound Jarrettsville Pike, eastbound Paper Mill Road, and westbound Sweet Air Road. The right-turn lane on Jarrettsville Pike should extend to the Manor Shopping Center entrance. Cooperation of the SHA will be needed to implement these improvements. In the interim it is recommended that the SHA initiate a signal phasing study for the intersection to help ease congestion.
2. **Blenheim Road Bridge.** Widen the bridge over Overshot Run to two lanes.
3. **Stansbury Mill Road and Jarrettsville Pike Intersection.** Although this intersection lies just outside the planning area, it is functionally very important to the area. The sharp angle of this intersection is a problem. Stansbury Mill Road should be realigned so that it intersects with Jarrettsville Pike at a right angle. This intersection should be studied to determine if a traffic light is warranted, especially during the morning peak period. The SHA should be requested to perform a signal warrant study for the intersection.
4. **Pedestrian Travel.** To enhance the Rural Commercial Center and to provide for pedestrian accessibility and safety, sidewalks should be provided along both sides of Jarrettsville Pike, Paper Mill Road, and Sweet Air Road where they currently do not exist. An organized effort to encourage the owners of developed commercial properties and/or the SHA to install sidewalks should be initiated. In the case of undeveloped properties and properties where an existing building or use is enlarged, sidewalks should be constructed concurrent with the development or improvement of the individual properties. Sidewalks on Paper Mill Road should extend beyond the Rural Commercial Center boundary to Robcaste Road. The installation of new sidewalks along state roads should be coordinated with the SHA. The installation of new sidewalks should be submitted by Baltimore County as a candidate for the Maryland Department of Transportation's Retrofit Sidewalk Program. Also, the SHA should paint crosswalks at the Four Corners intersection.

These improvements are indicated on Map 9 in Appendix E.

## 8 Implementation Actions

Recommended Actions	Responsibility for Implementation
<b>LAND USE, ZONING, ENVIRONMENT</b>	
In accordance with the 2000 Comprehensive Zoning Map process, file and consider a zoning reclassification for each of the recommended zoning map amendments specified in Appendix F.	Office of Planning, Greater Jacksonville Association, Planning Board, County Council.
Develop and enact a new commercial zoning classification or modify the CR district regulations to establish suitable controls for land use and site design in the Jacksonville Rural Commercial Center.	Greater Jacksonville Association, Office of Planning, Planning Board, County Council.
Identify and employ positive strategies to better ensure an adequate water supply for all of Jacksonville's residents and businesses. Some potential strategies are identified in Sections 4.4.3 and 4.5.	Greater Jacksonville Association, Baltimore County Government.
<b>STREETSCAPE</b>	
Utilize the design guidelines specified in section 5 when preparing, reviewing, or commenting on development proposals in the Jacksonville Rural Commercial Center.	Property Owners, Developers, Greater Jacksonville Association, Baltimore County Government.
Introduce "Welcome to Jacksonville" signs and speed limit signs on all approaches to the Jacksonville Rural Commercial Center.	Greater Jacksonville Association, State Highway Administration.
Reduce the clutter of traffic signs at the intersection of MD145 and MD146.	State Highway Administration, Greater Jacksonville Association.
Remove the utility poles and overhead utility lines from the Jacksonville Rural Commercial Center. Relocate all utility lines underground.	Utility Companies, Greater Jacksonville Association.

Recommended Actions	Responsibility for Implementation
<b>COMMUNITY SERVICES</b>	
Consider whether any boundary adjustments are appropriate for the attendance area of Jacksonville ES when the student enrollment at this school nears the locally-rated capacity.	Baltimore County Public Schools, Board of Education, Greater Jacksonville Association.
Pursue the acquisition of land for recreation development within the plan area. Potential sites are identified in §4.6 and on Map 8.	Department of Recreation and Parks, Greater Jacksonville Association.
Pursue the recreation analysis and improvements recommended in section 6.1.3.	Department of Recreation and Parks, Greater Jacksonville Association.
Make the Jacksonville Senior Center a secondary center, and remodel or replace the existing building, possibly moving the location.	Department of Aging, Greater Jacksonville Association.
Pursue the recommendations for the Jacksonville Volunteer Fire Company identified in section 6.3.3.	Jacksonville Volunteer Fire Company, Greater Jacksonville Association.
Re-establish a mini-library. Until established, provide a community bookmobile.	Baltimore County Public Library, Greater Jacksonville Association.
Re-establish a Jacksonville Business Association.	Business Owners, Greater Jacksonville Association.
<b>TRAFFIC CIRCULATION</b>	
Construct right-turn lanes at the Four Corners intersection as recommended in section 7.2. In the interim, SHA should initiate a signal phasing study for the intersection to help ease congestion.	State Highway Administration, Greater Jacksonville Association.
Widen Blenheim Road over Overshot Run to 2 lanes.	Department of Public Works, Greater Jacksonville Association.
Realign Stansbury Mill Road so that it intersects Jarrettsville Pike at a right angle.	State Highway Administration, Department of Public Works, Greater Jacksonville Association.
Determine whether a traffic light is warranted at the intersection of Stansbury Mill Road and Jarrettsville Pike, especially during the morning peak period.	State Highway Administration, Department of Public Works, Greater Jacksonville Association.
Construct sidewalks and paint crosswalks as recommended in section 7.2. The installation of new sidewalks should be submitted as a candidate for the Maryland Department of Transportation's Retrofit Sidewalk Program.	Greater Jacksonville Association, Property Owners, State Highway Administration, Baltimore County Government.

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## B Summary of the Jacksonville Business Owner-Operator Survey

Seventy-one businesses in the Jacksonville Rural Commercial Center were surveyed to gain a comprehensive assessment of issues which concern the business community. 26 of 71, or 37%, of the businesses responded; therefore the results are considered a valid representation of the feelings of the group. The responding businesses employ 210 people.

The questions posed in the survey and the corresponding answers are as follows:

1. Is sales volume of the business commensurate with local growth? Of those businesses responding, 46% felt that their sales volume was commensurate with local growth, 42% did not, and 12% were undecided.
2. Do you believe a streetscape initiative would enhance your business? 34% thought it would, 58% did not, and 8% were undecided.
3. Would you like a measure of control regarding future development of duplicate businesses within the Rural Commercial Center immediate area? 69% indicated they would, 31% did not.
4. Would current sales be adversely affected if potential additional business development was included in the Rural Commercial Center plan? 27% thought sales would be affected, 54% did not, 19% were undecided.
5. What business issues would you like to see addressed in the Rural Business Center plan? In the returns, the following items were cited:
  - Maintaining a "small town" atmosphere.
  - Return of the Mini-Library.
  - No "artificial-looking" streetscape modifications.
  - Consideration of existing and potential traffic patterns.
  - No additional fast-food establishments.
  - The need for up-scale "quality" restaurants
  - No duplicate stores, and no large chain stores.
  - Bury BGE (and similar) lines and clean up signage.
  - Creation of an employment pool for use of local business.
  - Need for closer relationship with any organization proposing change, new businesses, and developmental growth.
  - Need for better advertising.
6. Would you like to see the development of a business owner/operator organization to present a consensus assessment of issues included in the current Rural Commercial Center plan or any future such plan? 85% said they would, 7.5% said they would not, and 7.5% had no opinion.

Recommendation:

A business owner/operator association should be formed.

## C Summary of the Planning Committee's Residential Survey

In an effort to develop a community based plan with broad input from local residents, the Greater Jacksonville Association and the Planning Committee conducted a residential survey in the summer of 1995 in order to gather the views and future objectives of area residents. The survey was designed to measure opinions about the community as it is in the present, and what it might be in the future. The scope of this survey is discussed in section 1.3.

Following is a brief summary of the survey results:

The overwhelming first response when asked, "what do you like most about living in the greater Jacksonville area?" is its *rural/country setting* and *small town atmosphere*, which were listed by 60% of the respondents. The second most frequent response was the areas *proximity to other resources*.

Respondents gave the highest "good" to "excellent" ratings to the following community characteristics: fire protection 66%, rural atmosphere 62%, emergency services 59%, schools 55%, housing opportunities 55%, and access to work 52%.

Characteristics cited by respondents as "very important" to maintaining high quality of life in the Jacksonville area are: a good place for children 74%, small town atmosphere 72%, open space and farmland 72%, good schools 67%, and parks and recreation 47%. These were all rated as being much more important than proximity to work, friends and relatives, or being convenient to shopping.

In an overall evaluation of the Jacksonville Rural Commercial Center at Four Corners, respondents gave the following "good" to "excellent" ratings: parking 80%, access from roads 74%, quality of services 66%, quality of goods 65%, rural atmosphere 59%. Respondents gave the highest "fair" to "poor" ratings to: business variety 43%, services variety 40%, commercial signs 36%, layout 32%, overall appearance 32%, and architectural consistency 30%.

In responses to two open-ended questions regarding additional businesses or services they would like to see in the Jacksonville Rural Commercial Center, *no additional business* was the most often cited response. In both questions, *a library* was the most often cited addition, followed by *competition for the Safeway, a quality or family oriented restaurant, and a bakery*.

In response to a question about the least needed additional business or service, *video store* was the most often mentioned. This was followed in order of mention by, *fast food or carry out, gas station, and no additional business*.

When asked about the desirability of overall future development in the greater Jacksonville area, respondents gave "very desirable" ratings to: rural, open space development 74%, forest preservation 73%, agricultural uses 44%, and recreational facilities 36%. Respondents gave "not desirable" ratings to: industrial development 81%, commercial development 59%, and residential development 47%.

When asked about the desirability of future commercial development in the Jacksonville Rural Commercial Center, respondents gave "very desirable" ratings to: community input to development 73%, maintain rural atmosphere 71%, controlled growth 69%, architectural continuity 63%, and maintaining current business zoning 51%. New commercial development was rated "not desirable" by 56% of the respondents.

Respondents in general believe that further development in the Jacksonville area will have a negative impact on the community. The greatest "negative" impact expressed by respondents would be on: traffic 75%, agricultural land 66%, natural resources 64%, and quality of life 54%.

The most important issues facing the greater Jacksonville area are considered to be: *control*

*growth and development* (254), *traffic* (234), and *commercial development* issues (107).

Respondents to the survey reported having lived in the greater Jacksonville area for the following periods: 1-10 years: 47%, 11-20 years: 27%, more than 20 years: 26%.

## **D Plants Which Do Well in the Jacksonville Area**

In accordance with the recommendations of the Federated Garden Clubs of Maryland, the following list includes native plants which are well-suited to this area.

### **D.1 Trees**

Red Maple (*Acer rubrum* L.), American Beech (*Fagus grandifolia*), Pin Oak (*Quercus palustris*), Northern Red Oak (*Quercus rubra*), Ironwood (*Ostrya virginiana*), Butternut, also called White Walnut (*Juglans cinerea*), Yellow Poplar (*Liriodendron tulipifera*), American Holly (*Ilex opaca*), Eastern White Pine (*Pinus strobus*).

### **D.2 Understory trees or shrubs**

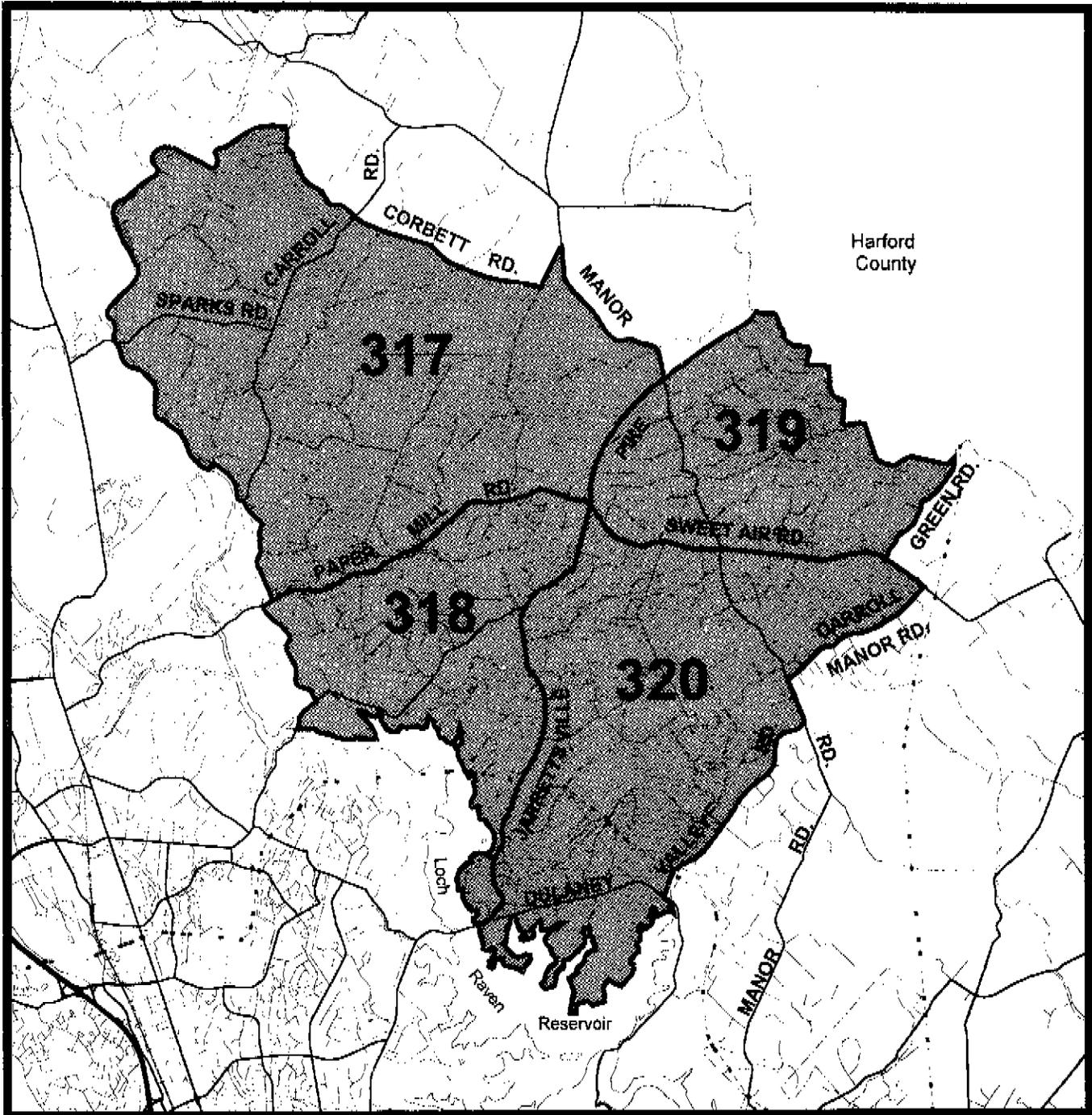
Scotch Pine (*Pinus sylvestris*), Arbor Vitae (*Thuja occidentalis*), Leyland Cypress (*Cupressocyparis leylandii*), Witch Hazel (*Hamamelis virginiana*), Flowering Dogwood (*Cornus florida*), Sweet Pepper Bush (*Clethra Alnifolia*), Forsythia, Smooth With-rod (*Viburnum nudum*), Barberry (*Berberis*).

### **D.3 Perennials and Ground Cover**

Yucca, Black-Eyed Susan (*Rudbeckia hirta*), Coreopsis or Tickseed, Pachysandra, Daffodils, various ornamental grasses.

## **E Maps for the Jacksonville Community Plan**

1. Greater Jacksonville Area
2. Planning Area Boundaries
3. Regional Setting
4. Existing Land Use
5. Existing Zoning
6. Land Use Plan
7. Recommended Rural Commercial Center Boundaries
8. Potential Land Acquisition for Public Recreation
9. Recommended Road Improvements



**MAP 1  
JACKSONVILLE  
COMMUNITY  
PLAN**



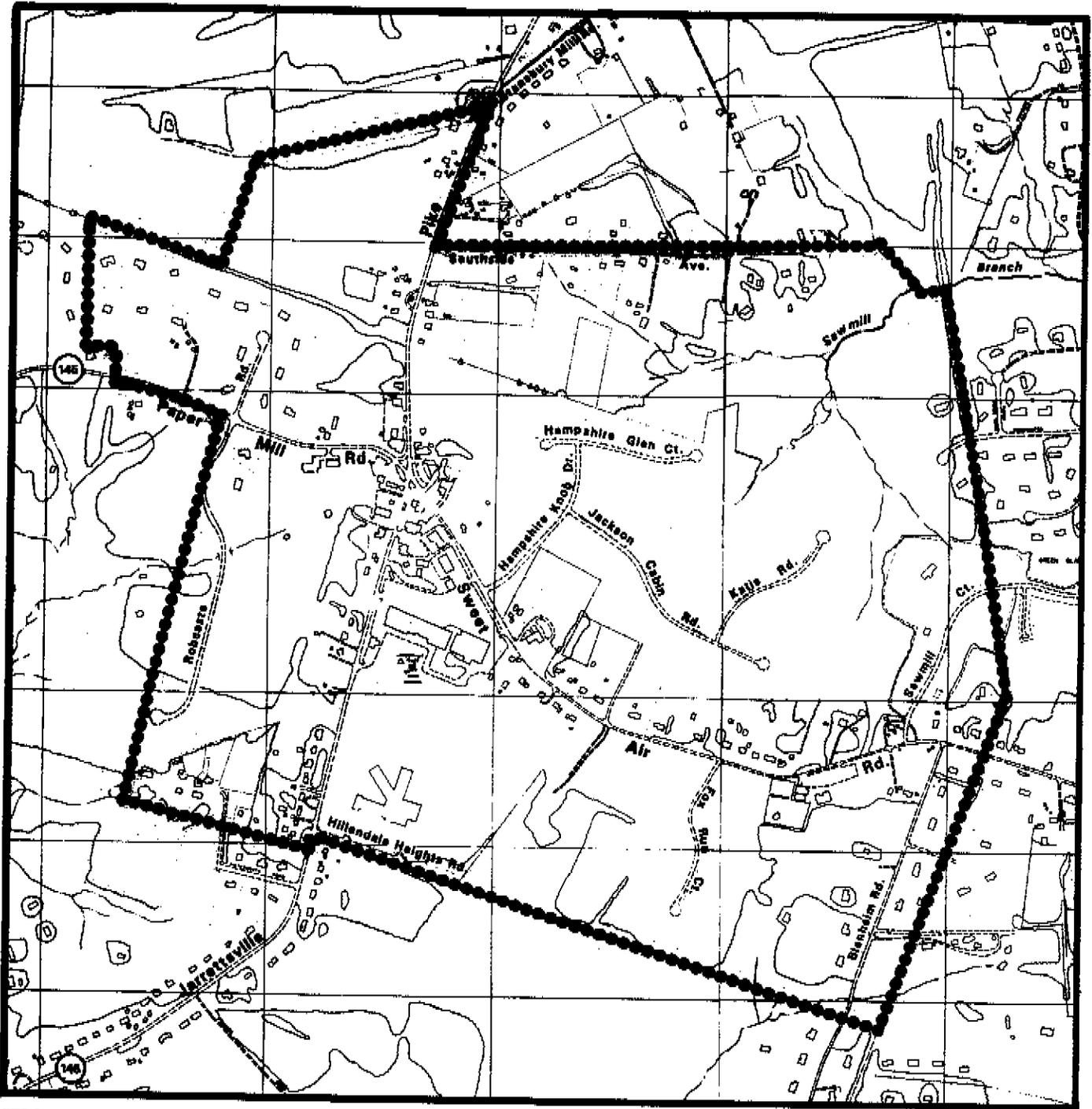
**GREATER JACKSONVILLE AREA**



Transportation Zone



Baltimore County  
Office of Planning



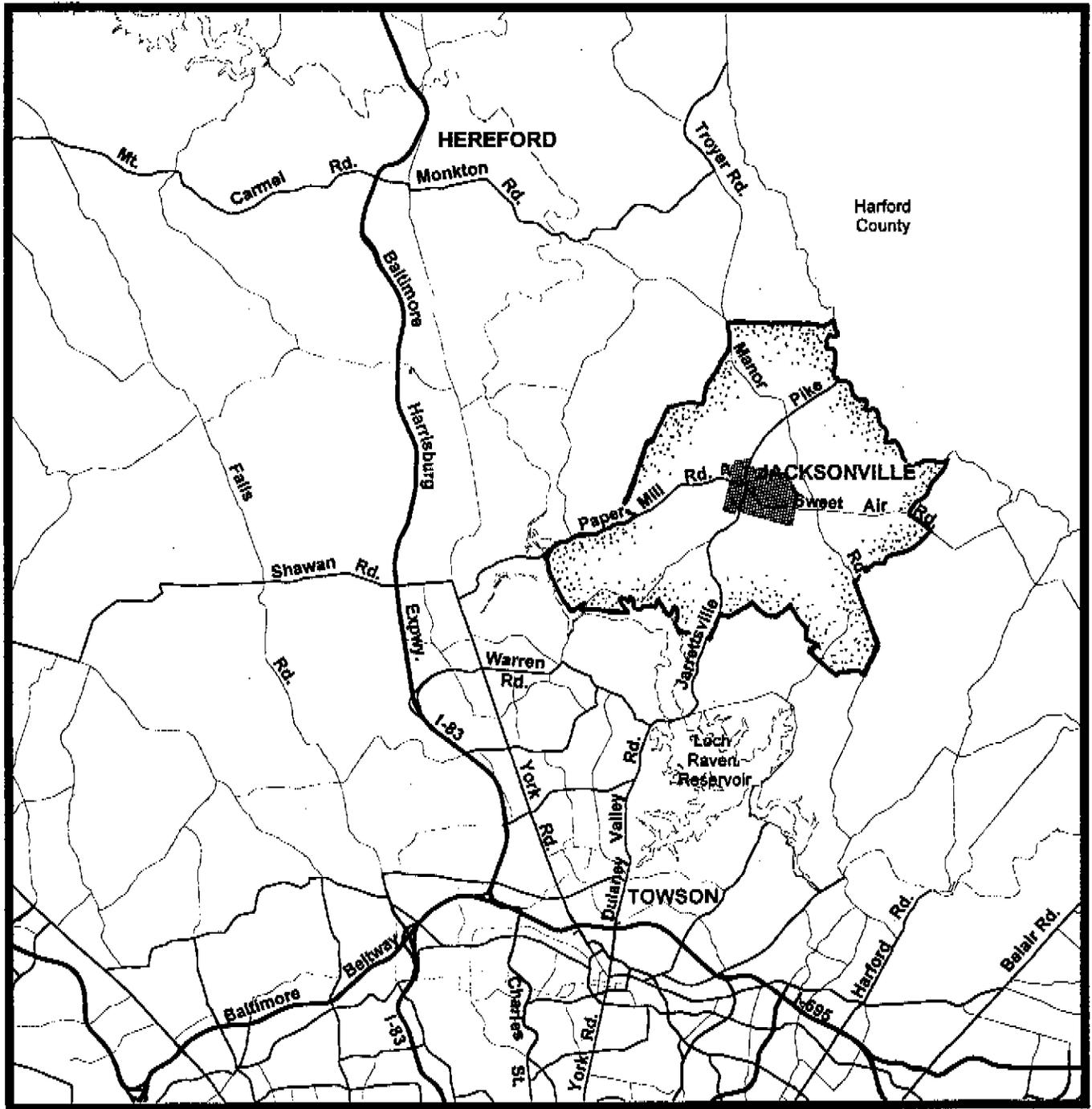
**MAP 2**  
**JACKSONVILLE**  
**COMMUNITY**  
**PLAN**

**PLAN AREA**

 Plan Area Boundary



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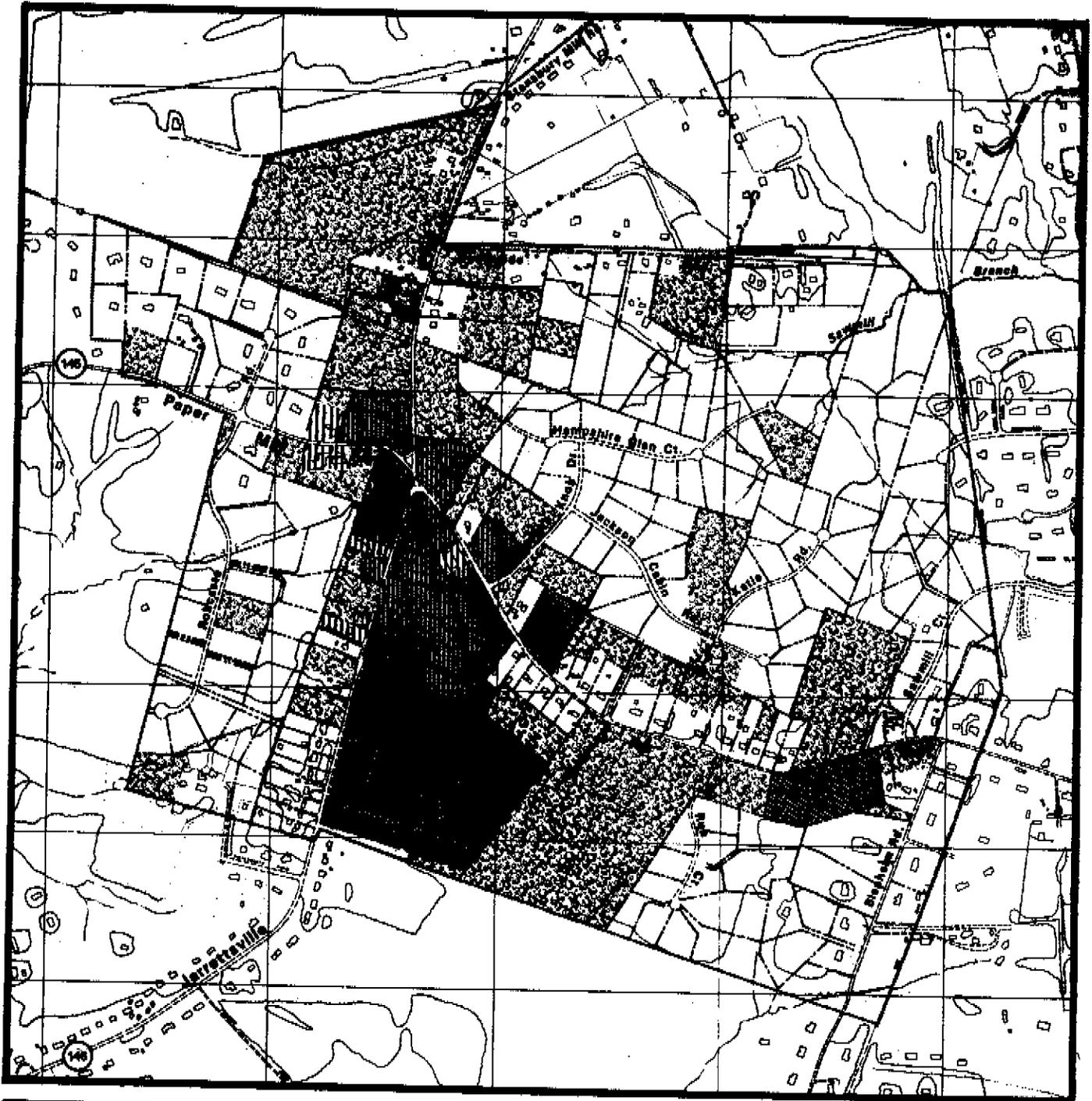
**MAP 3  
JACKSONVILLE  
COMMUNITY  
PLAN**



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**REGIONAL SETTING**

-  Rural Commercial Center and Environs
-  Greater Jacksonville Phase 2 Plan Area



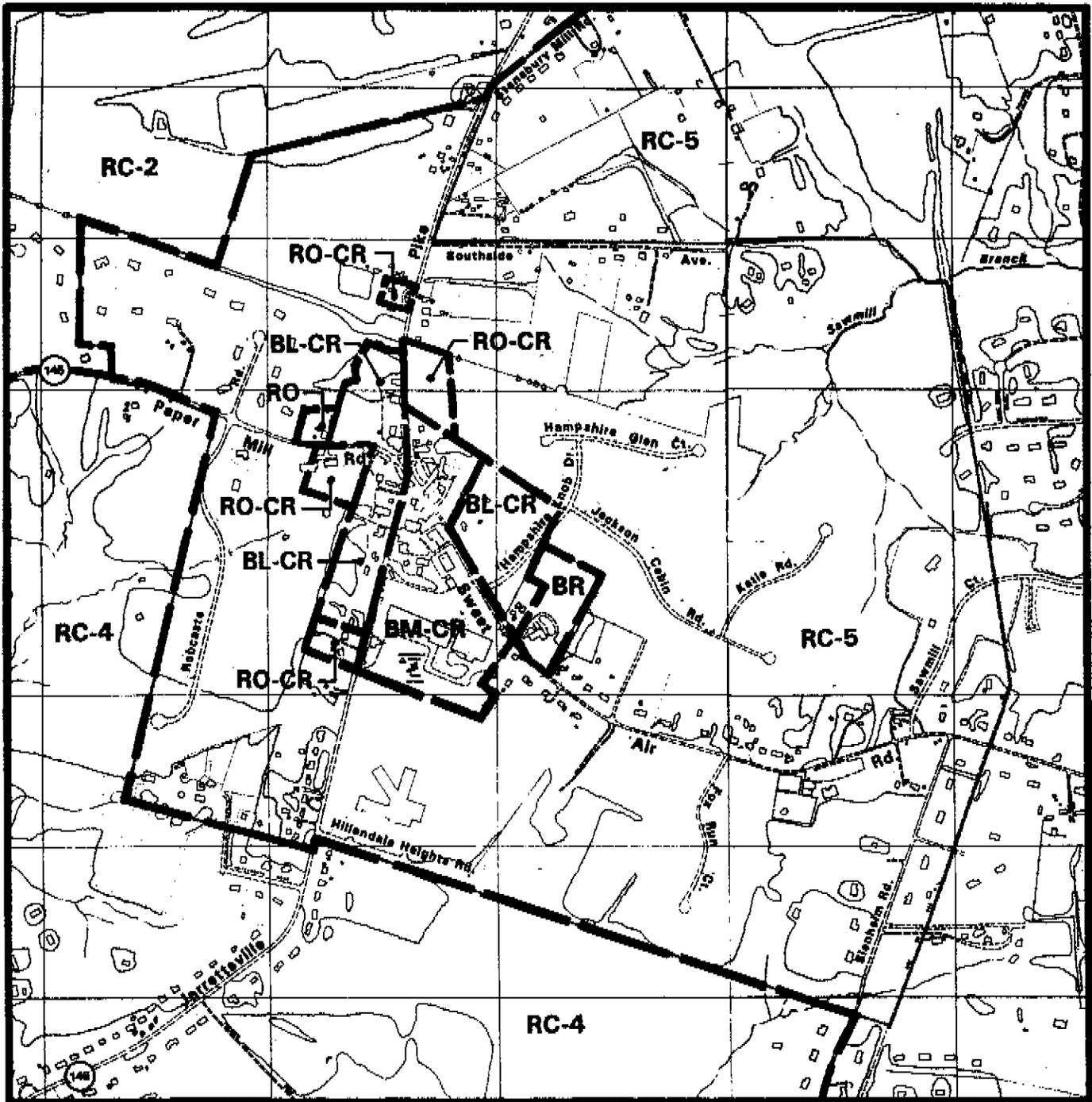
**MAP 4**  
**JACKSONVILLE**  
**COMMUNITY**  
**PLAN**



Baltimore County  
 Office of Planning

**EXISTING LAND USE**  
 (March 1998)

-  Plan Area Boundary
-  Residential
-  Public Service
-  Office
-  General Commercial
-  Undeveloped (Agricultural, Vacant, Idle, or Stormwater Management)



**MAP 5**  
**JACKSONVILLE**  
**COMMUNITY**  
**PLAN**



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**EXISTING ZONING**

Plan Area Boundary

Zoning Boundary and Designation

- RC-2 RESOURCE CONSERVATION, AGRICULTURE
- RC-4 RESOURCE CONSERVATION, WATERSHED PROTECTION
- RC-5 RESOURCE CONSERVATION, RURAL RESIDENTIAL
- RO RESIDENTIAL OFFICE
- RO-CR RESIDENTIAL OFFICE - COMMERCIAL, RURAL DISTRICT
- BL-CR BUSINESS, LIGHT - COMMERCIAL, RURAL DISTRICT
- BM-CR BUSINESS, MAJOR - COMMERCIAL, RURAL DISTRICT
- BR BUSINESS, ROADSIDE



**MAP 6  
JACKSONVILLE  
COMMUNITY  
PLAN**



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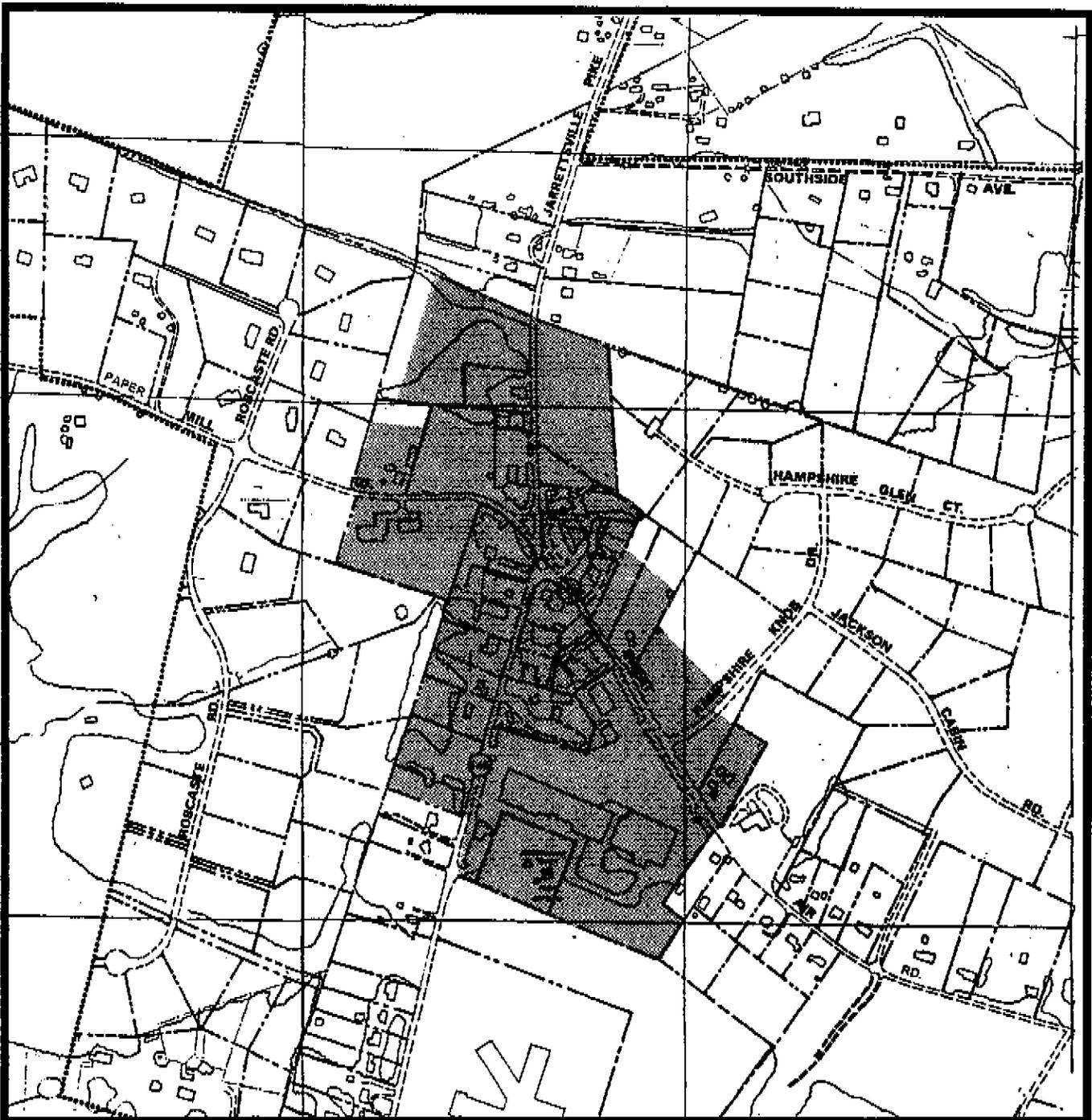
**LAND USE PLAN**

-  Plan Area Boundary
-  Rural Residential
-  Residential Office
-  Office
-  General Commercial
-  Community Facility

-  Stream System Open Space
-  Open Space/Limited Development

**ROAD CLASSIFICATIONS**

-  Rural Minor Arterial
-  Rural Major Collector
-  Local Road



**MAP 7  
JACKSONVILLE  
COMMUNITY  
PLAN**

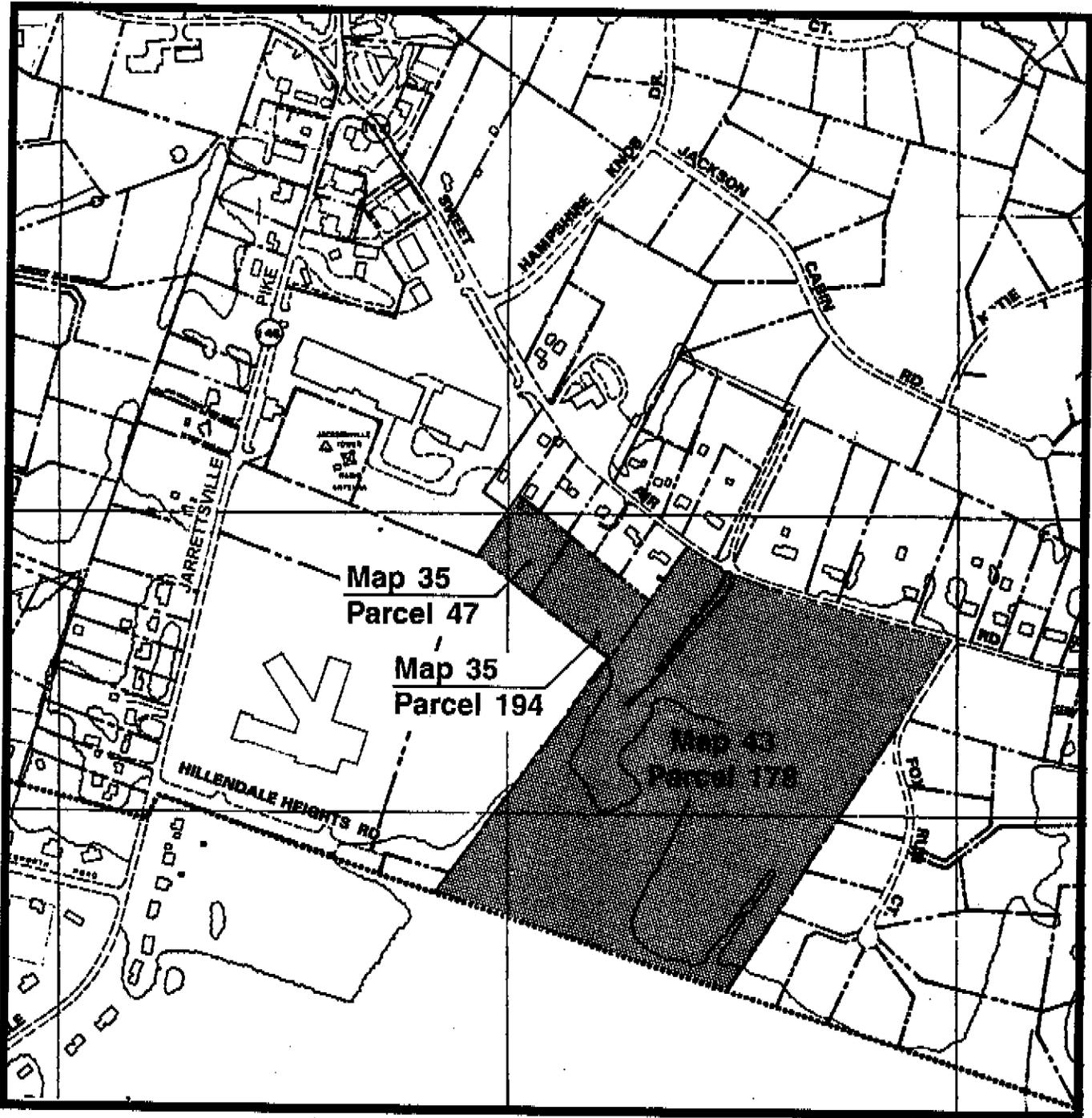
**RECOMMENDED RURAL COMMERCIAL  
CENTER BOUNDARIES**



NORTH



Baltimore County  
Office of Planning

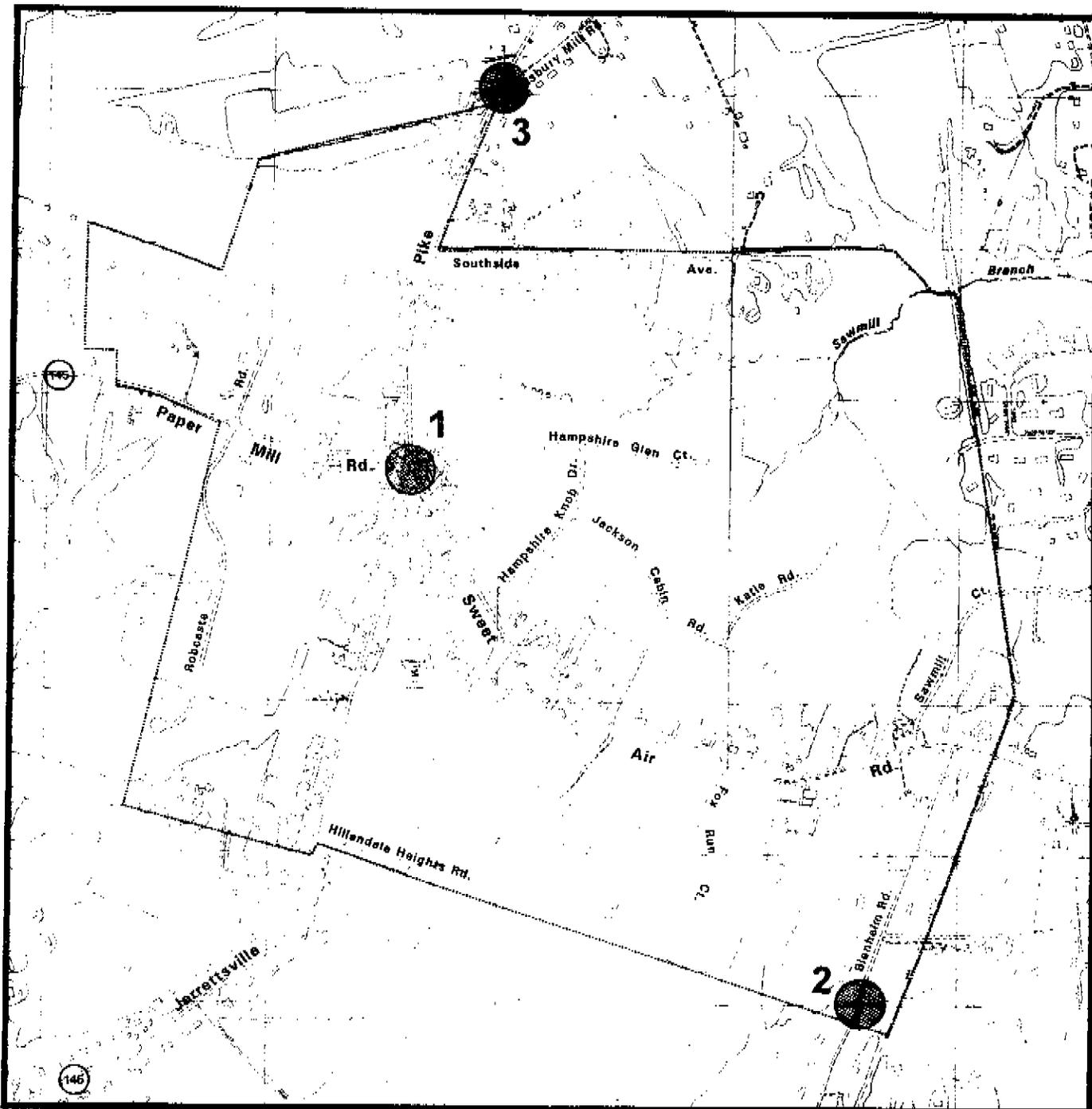


**MAP 8**  
**JACKSONVILLE**  
**COMMUNITY**  
**PLAN**

**POTENTIAL LAND ACQUISITION**  
**FOR PUBLIC RECREATION**



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**MAP 9**  
**JACKSONVILLE**  
**COMMUNITY**  
**PLAN**



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**RECOMMENDED ROAD IMPROVEMENTS**

-  Plan Area Boundary
-  Add Northbound, Eastbound, and Westbound Right Turn Lanes
-  Bridge Improvement
-  Intersection Improvement

Note: Refer to text for further explanation.

**F Recommended Zoning Map Amendments**

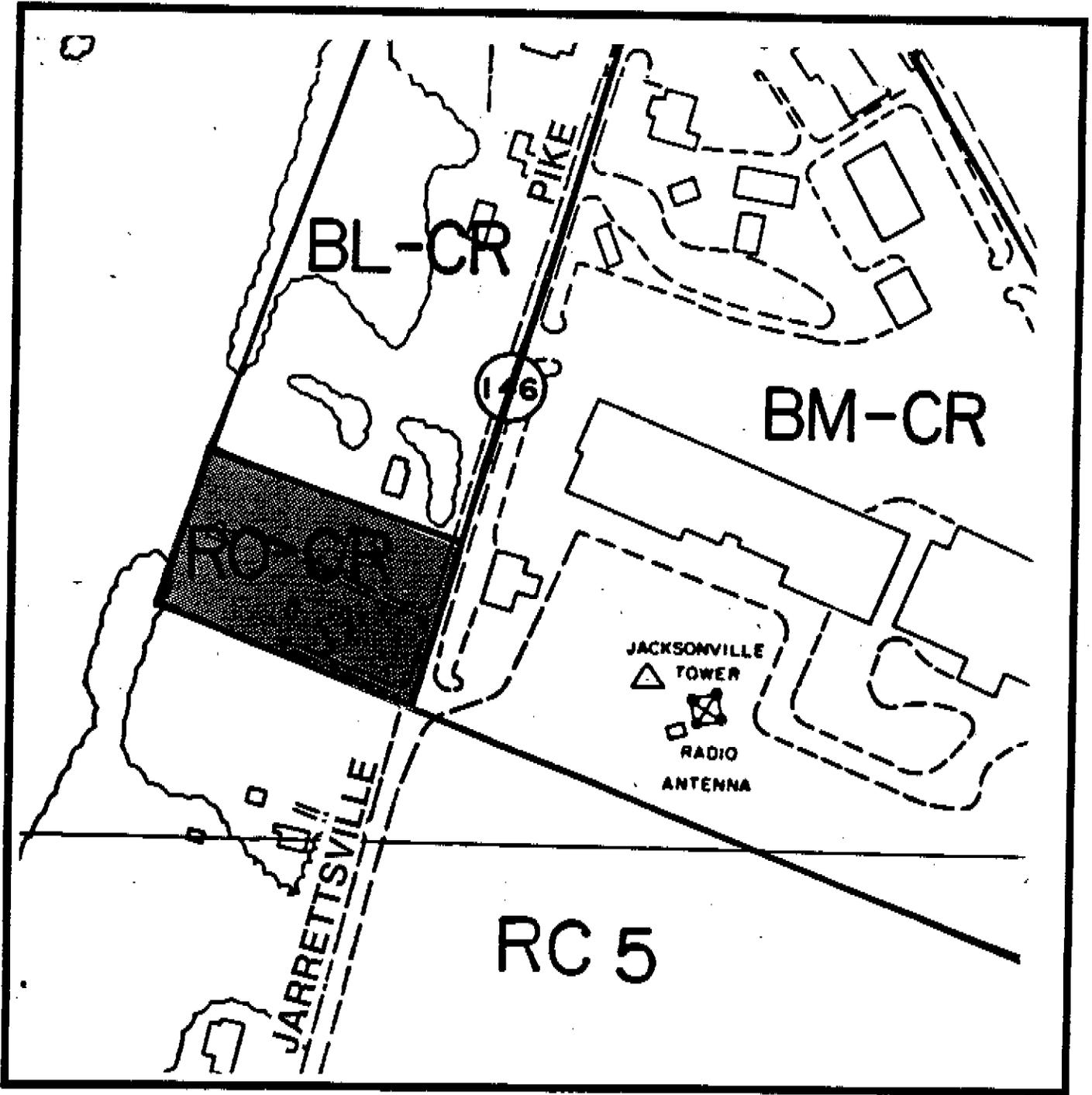
Table 6: Recommended Zoning Map Amendments

Item No. *	Location	Total Acres	Existing Zoning	Proposed Zoning	Comments
1	W side of Jarrettsville Pike, 1200' S of Paper Mill Road/Sweet Air Road (14212 and 14214 Jarrettsville Pike).	2.0	RO-CR	R-O-A	R-O-A zoning will provide a transition area between future commercial development to the north and the existing residential properties to the south. R-O-A zoning will help retain the residential character of the existing dwelling and the existing insurance office but allow them to be used for offices.
2	N and S sides of Sweet Air Road, 725' and 400' E of Hampshire Knob Drive, respectively (3501, 3505, 3509, and 3512 Sweet Air Road).	3.6	RC-5	R-O-A	R-O-A zoning will provide a transition area between the existing shopping center and the existing fire station to the west and the existing residential properties to the east. R-O-A zoning will help retain the residential character of the existing dwellings but allow them to be used for office purposes.
3	W side of Hampshire Knob Drive, 350' N of Sweet Air Road.	3.8	BL-CR	RC-5	No direct access to a major thoroughfare. Access via Hampshire Knob Drive, a local street that serves the Fields of Four Corners and the Hampshire residential subdivisions. Development of commercial uses on this site would be detrimental to the adjacent residential properties and the general neighborhood. Adjacent to Items 4 and 5.
4	E side of Hampshire Knob Drive, 260' N of Sweet Air Road.	1.4	BR & BL-CR	RC-5	RC-5 zoning will provide a buffer area between the existing residential properties to the north and the existing fire station and future commercial development to the south. Adjacent to Item 3.
5	450' N of Sweet Air Road and 450' E of Jarrettsville Pike.	0.6	BL-CR & BM-CR	RC-5	RC-5 zoning will provide a buffer area between future commercial development to the south and the existing residential properties to the north. Adjacent to Item 3.
6	W side of Jarrettsville Pike, 850' N of Paper Mill Road/Sweet Air Road (Klein Property)	6.3	RC-5 (4.7 ac) & BL-CR (1.6 ac)	BL** (3.5 ac) & BL-CR (2.8 ac)	BL zoning will provide building sites for a new supermarket and a new post office. BL-CR zoning will allow accessory parking and ancillary facilities.

Notes:

\* The item numbers in this table correspond to the map numbers which follow.

\*\* After completion of the construction of the supermarket and the post office, the BL zoning should be rezoned to BL-CR. The proposed zoning change should not be enacted unless a restrictive covenant agreement is executed between the Greater Jacksonville Association and the property owner or developer.

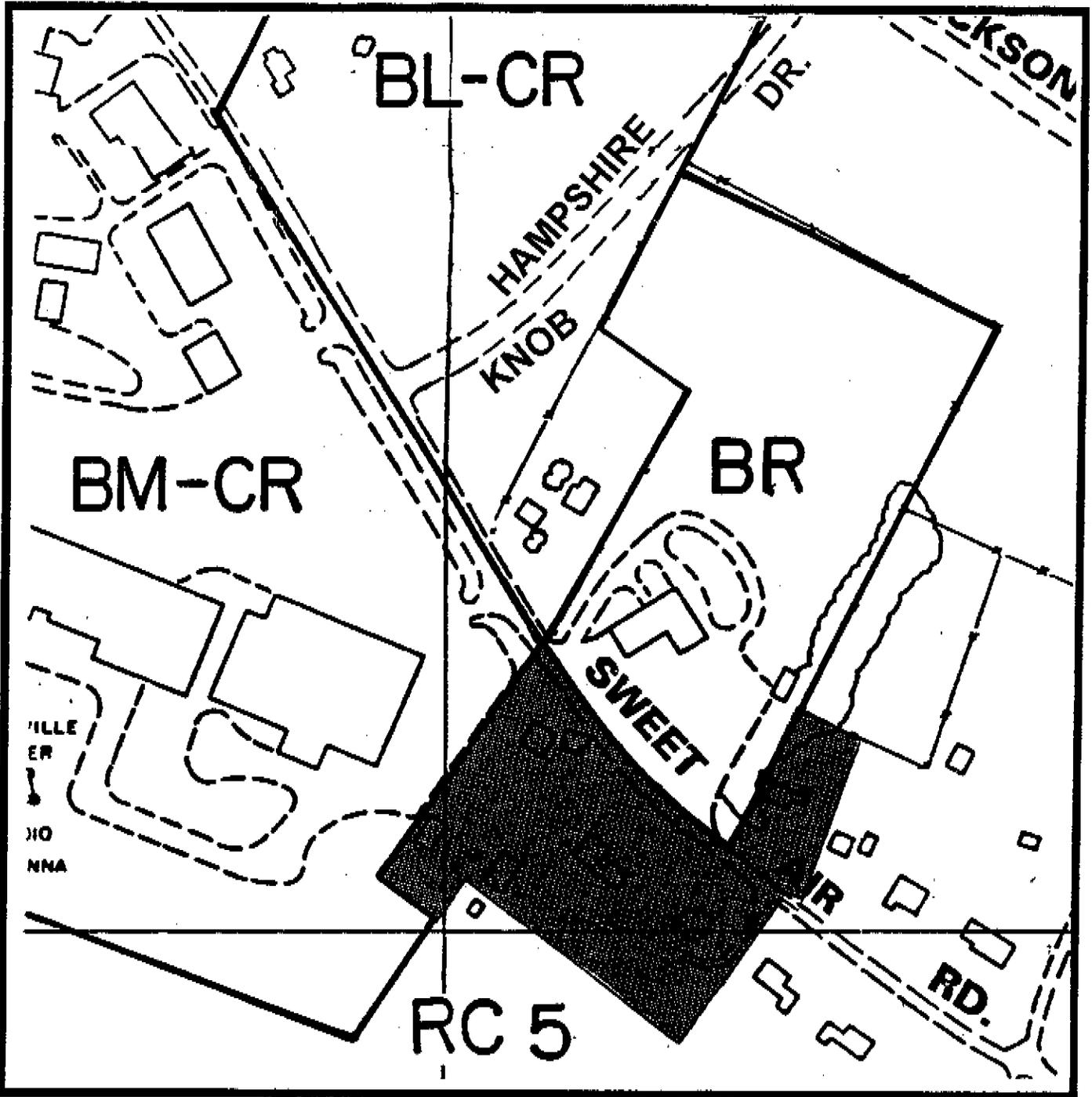


**JACKSONVILLE  
COMMUNITY  
PLAN**

**ITEM NO. 1  
RO-CR TO ROA**



 Baltimore County  
Office of Planning

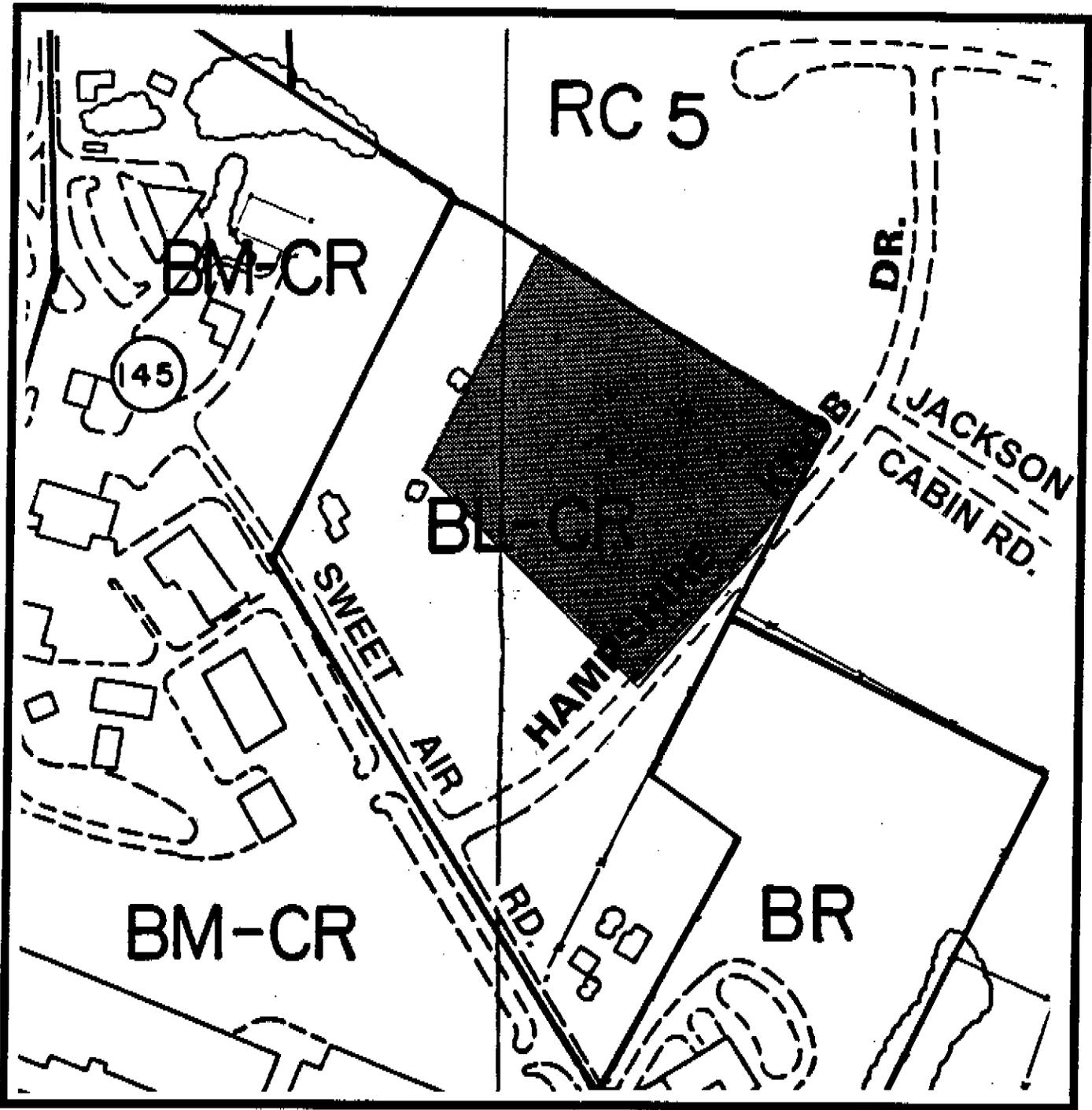


**JACKSONVILLE  
COMMUNITY  
PLAN**

**ITEM NO. 2  
RC 5 TO ROA**



Baltimore County  
Office of Planning

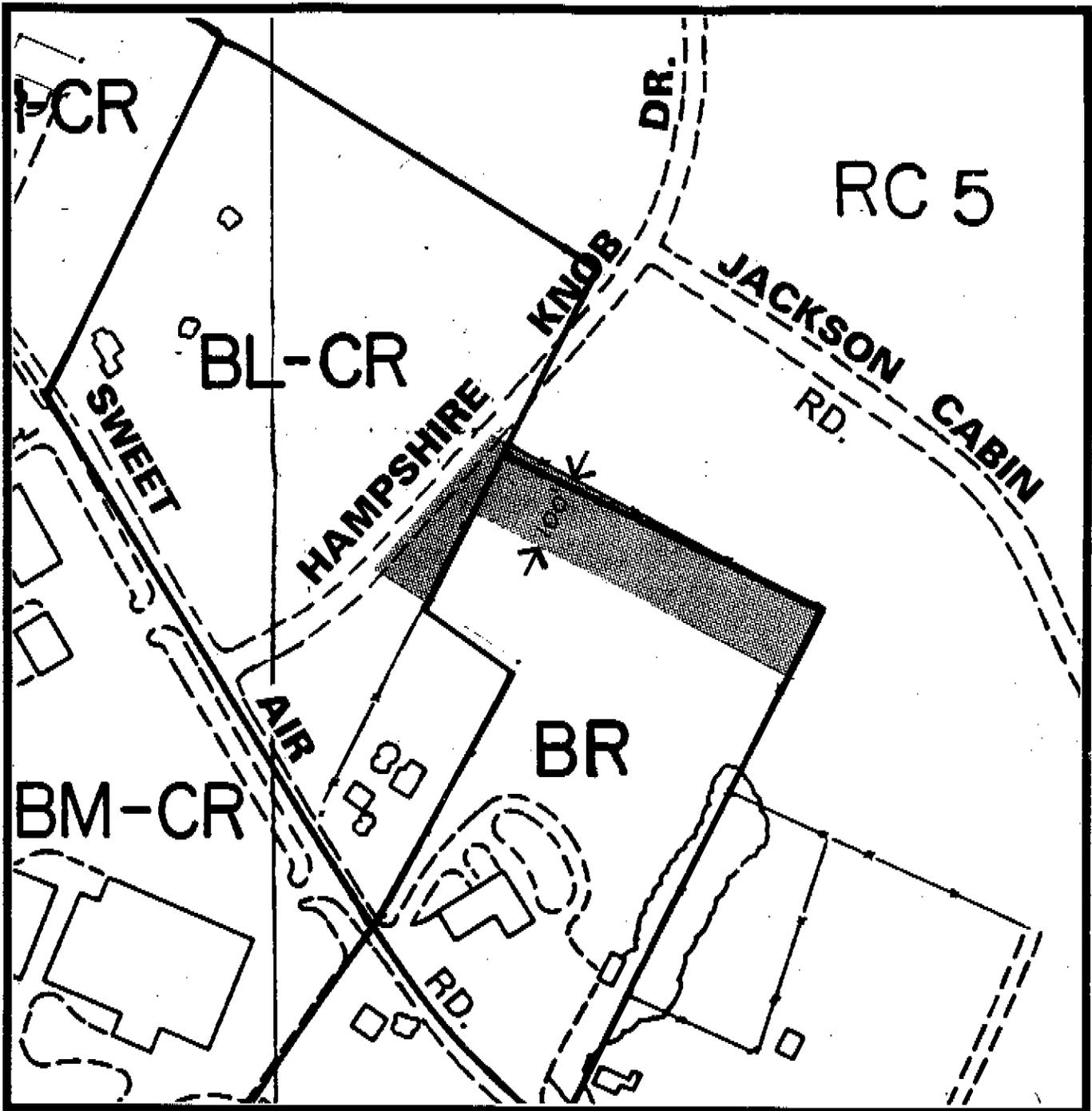


**JACKSONVILLE  
COMMUNITY  
PLAN**

**ITEM NO. 3  
BL-CR TO RC 5**



Baltimore County  
Office of Planning

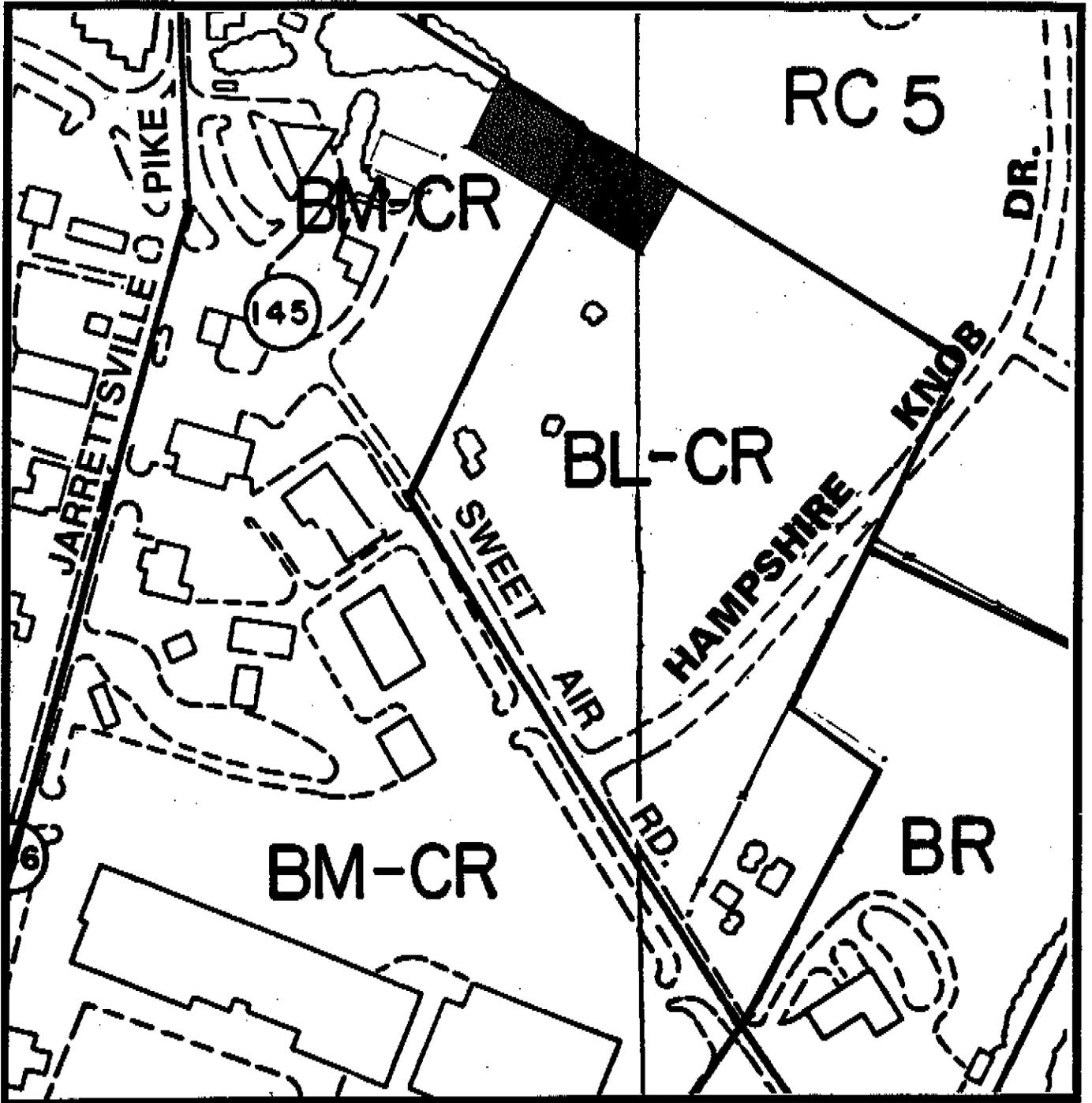


**JACKSONVILLE  
COMMUNITY  
PLAN**

**ITEM NO. 4  
BR & BL-CR TO RC 5**



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Office of Planning



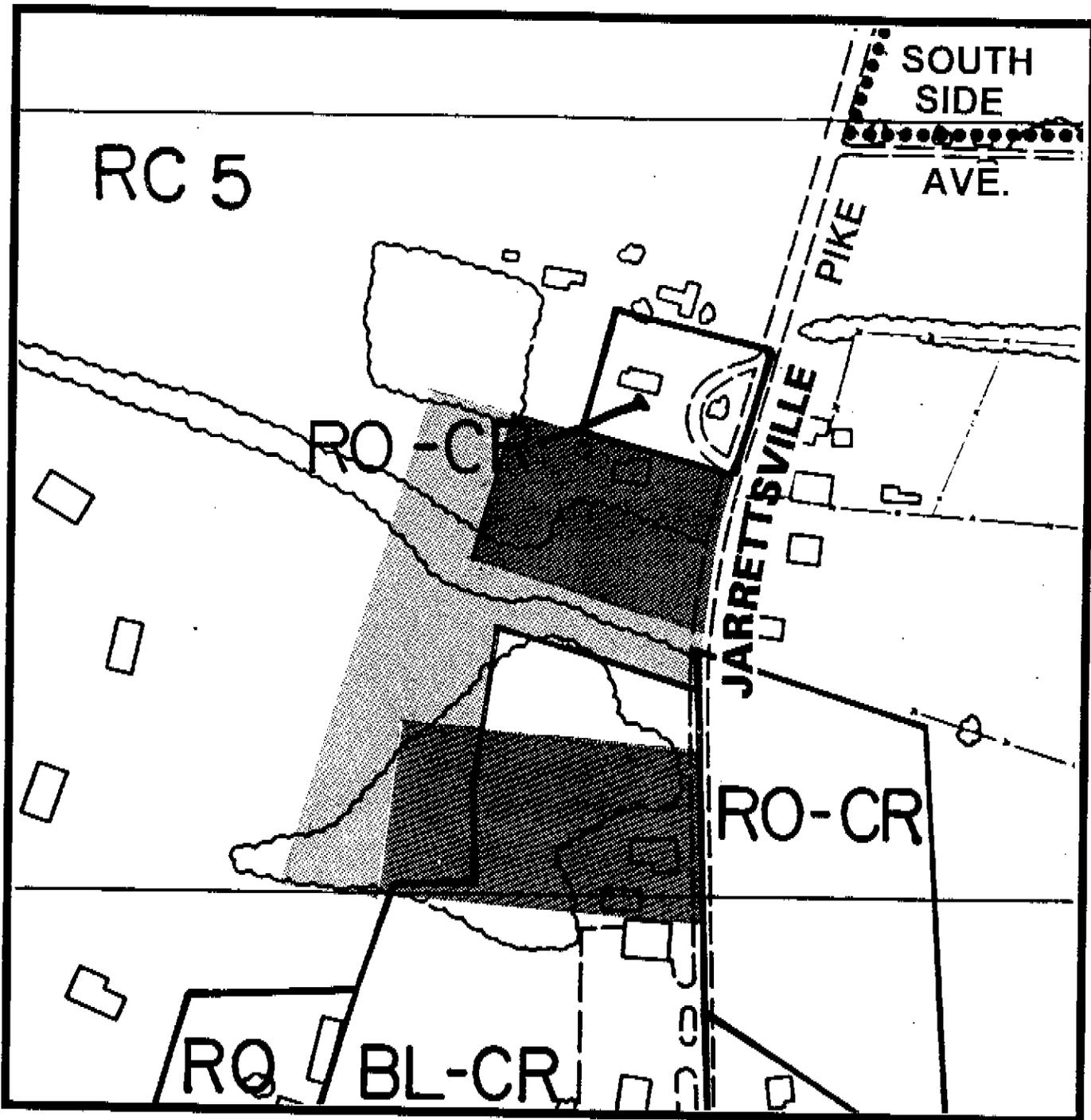
**JACKSONVILLE  
COMMUNITY  
PLAN**



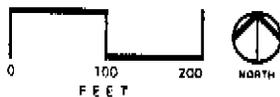
**ITEM NO. 5  
BL-CR & BM-CR  
TO RC 5**



Baltimore County  
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**JACKSONVILLE  
COMMUNITY  
PLAN**



**ITEM NO. 6**

-  RC 5 & BL-CR TO BL
-  RC 5 TO BL-CR



Baltimore County  
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Baltimore County  
Office of Planning  
County Courts Building  
401 Bosley Avenue  
Towson, Maryland 21204  
<http://www.co.ba.md.us>