

# **Jacksonville Community Plan**

**Prepared by the PLANNING COMMITTEE of the  
GREATER JACKSONVILLE ASSOCIATION, INC.**

**Revised, 2025**

## **Preface**

The Baltimore County Master Plan 2030 designates Jacksonville as one of five Villages in the County. According to the 2030 Master Plan, Villages facilitate commercial activity and civic uses at primary road intersections within a Village. The Village primarily serves the commercial needs of the rural population. Jacksonville is located at a crossroads leading to Harford County and farming communities to the north, farming communities to the east, residential homes and the Loch Raven watershed to the west and Baltimore to the south. The greater Jacksonville area encompasses 17.5 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 the Jacksonville Community Plan (the Plan) of February, 2000 and now for the revision of the Plan in 2025.

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 be over the next 20 years.

This revised Plan of 2025 focuses on the Jacksonville Village and its environs from the standpoint of land usage and streetscape. It includes topics applicable to the entire greater Jacksonville area.

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COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND  
Legislative Session 2023, Legislative Day No. 21

Resolution No. 35-23

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Mr. Wade Kach, Councilman

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By the County Council, November 20, 2023

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A RESOLUTION of the Baltimore County Council requesting the Baltimore County Department of Planning to acknowledge and allow the Greater Jacksonville Association, Inc. to update the Jacksonville Community Plan, in conjunction with the Baltimore County Department of Planning.

WHEREAS, the Baltimore County Council adopted the Jacksonville Community Plan as part of the Baltimore County Master Plan 1989-2000 on July 3, 2000 (Resolution No. 15-00); 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 Plan is designed and designated as a guide for the development of the greater Jacksonville area and community, subject to such further modifications as deemed advisable by the County Council; and

WHEREAS, there have been continuing development pressures, recent land use and zoning decisions, together with greater understanding of the environmental and community impact of such decisions resulting in the need for increased preservation guidance; and

WHEREAS, with the Baltimore County 2030 Master Plan adoption process currently underway, the update of Jacksonville Community Plan is timely; and

WHEREAS, the County Council believes that it is appropriate for these and other reasons to update the Plan in preparation for the 2024 Comprehensive Zoning Map Process and the adoption of Baltimore County Master Plan 2030; and

WHEREAS, the Greater Jacksonville Association, Inc. has represented the greater Jacksonville area since 1977, and as such has participated and been instrumental in all significant development issues since then, and most particularly in the development and adoption of the Jacksonville Community Plan, thus is uniquely situated to review and update said Plan; now therefore,

BE IT RESOLVED by the County Council of Baltimore County, Maryland, that the Department of Planning is requested to acknowledge and allow the Greater Jacksonville Association, Inc. to update the Jacksonville Community Plan, in conjunction with the Department of Planning, to be a guide for the future development of the greater Jacksonville area and community; and

BE IT FURTHER RESOLVED, that this Resolution shall take effect from the date of its passage by the County Council.





## LEGISLATION DETAIL

LEGISLATION	RESOLUTION 35-25
DISPOSITION	PASSED
ENACTED	N/A
EFFECTIVE	N/A
AMENDMENTS	NO

### ROLL CALL - LEGISLATION

MOTION	KACH	SECOND	PATOKA
AYE	NAY		
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## **1. The Planning Process in Jacksonville**

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

Jacksonville has been identified in the Baltimore County Master Plan 2030 as one of five Villages in the northern part of the county, along with Hereford, Bradshaw, Kingsville and Maryland Line. 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 allowing for appropriate limited growth of the Village 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 initial committee was established in January 1995 at the direction of the then president of the Greater Jacksonville Associate (GJA), James McCoy. The revisions of this plan are under the direction of the GJA President as of 2025, David Palmer. 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. A list of participants in the revision is given in Appendix A.

The revised plan has been updated by the GJA Board of Directors' members with community input. The Baltimore County Department of Planning provided support and coordinated the review of the plan by the Office of Zoning, Department of Environmental Protection and Sustainability, Department of Public Works and Transportation, Department of Aging, Department of Recreation and Parks, the County Landscape Architect, Carroll Manor Recreation Council and the Department of Permits, Approval and Inspection.

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

The Planning 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.

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

The 2000 Community Plan for Jacksonville and the associated Zoning Map amendments were adopted by the Baltimore County Council and became a part of the Baltimore County Master Plan 2010. This revised Community Plan will also be submitted to the County Council for adoption into the Baltimore County Master Plan 2030. 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 Village. The Plan area will have a commercial node to serve the convenience needs of Northern Baltimore County residents. Existing community facilities, such as Jacksonville and Carroll Manor Elementary Schools; Sweet Air Park which includes the Carroll Manor Recreation Center and the Jacksonville Senior Center; the Jacksonville Volunteer Fire Company; and the

Phoenix Post Office enhance Jacksonville's role as a Village. New and expanded facilities and services should be provided to support the Village 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 indicated 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 (TAZ) which allows for a reasonable approximation of the population and household trends and forecasts for the Greater Jacksonville areas. TAZs are used by Baltimore County and state staff 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 619, 620, 621 and 623 roughly correlate geographically with the area we are defining as a 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 2020 as the base year, Table 1 lists the population and household projections through the year 2050.

**Table 1 - Greater Jacksonville Area, Population and Households**

Population

Baltimore County Population Round 10 Forecast by Transportation Analysis Zone Baltimore County Department of Planning - February 28, 2022 Submittal										
TAZ20	TAZNAME	2020	2025	2030	2035	2040	2045	2050	Change 2020-2050	
619	Glencoe	2,175	2,203	2,222	2,265	2,299	2,325	2,359	+	156
620	Cambria	1,971	1,996	2,014	2,053	2,084	2,107	2,138	+	142
621	Greenfield	1,944	1,969	1,986	2,024	2,055	2,078	2,109	+	140
623	Blenheim	1,350	1,367	1,379	1,406	1,427	1,443	1,464	+	97
<b>Totals</b>		<b>7,440</b>	<b>7,535</b>	<b>7,601</b>	<b>7,748</b>	<b>7,865</b>	<b>7,953</b>	<b>8,070</b>	<b>+</b>	<b>535</b>

Households

Baltimore County Households Round 10 Forecast by Transportation Analysis Zone Baltimore County Department of Planning - February 28, 2022 Submittal										
TAZ20	TAZNAME	2020	2025	2030	2035	2040	2045	2050	Change 2020-2050	
619	Glencoe	719	729	736	750	762	771	782	+	53
620	Cambria	712	722	728	743	754	763	775	+	53
621	Greenfield	684	694	700	714	725	733	744	+	50
623	Blenheim	470	477	481	490	498	504	511	+	34
<b>Totals</b>		<b>2,585</b>	<b>2,622</b>	<b>2,645</b>	<b>2,697</b>	<b>2,739</b>	<b>2,771</b>	<b>2,812</b>	<b>+</b>	<b>190</b>

Source: Baltimore County Department of Planning, 2025

**2.2 School Enrollments**

**2.2.1 Jacksonville Elementary School**

Jacksonville Elementary, the only area school located near the Village, was built in 1994. Its physical condition is rated as superior by the Baltimore County Board of Education. The school has a state rating capacity of 640. Jacksonville’s fall 2022 enrollment was 502. Jacksonville Elementary enrollment is projected to rise from 533 in 2023 to 661 by 2032, a 20% increase 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 by the Baltimore County Board of Education. It has a state rated capacity of 365 and had a fall 2022 enrollment of 358. The Carroll Manor School enrollment is projected to increase from 400 in 2023 to 490 by 2032 according to the County Board of Education. That is a 10-year increase of 19% in enrollment.

### **2.2.3 Cockeyville Middle School**

Cockeyville Middle School, built in 1967 and enlarged in 2007, has a good physical rating, with a state rated capacity of 1059. Its fall 2022 enrollment was 840. Cockeyville Middle enrollment is projected to rise from 870 in 2023 to 1,213 in 2032, a 20% increase according to the County Board of Education.

### **2.2.4 Dulaney High School**

Dulaney High School was built in 1964 and last expanded in 1999. Baltimore County is currently in the process of designing new facilities that would have an enrollment capacity of 2,019 with possible room for growth up to 2200. The school's fall 2022 enrollment was 1,821. Dulaney High enrollment is projected to rise from 1851 in 2023 to 2213 in 2032, a 17% increase.

## **2.3 Conclusion**

The population and household figures in Table 1 indicate mild population increases for the Greater Jacksonville Area in the years ahead. The student projections come from "Student Count 2022," a study done by the Baltimore County Board of Education.

Although the school enrollment is expected to be within the rated capacities for the next four years, Jacksonville's anticipated enrollment will exceed the school's state-rated capacity by 10 students in the year 2027. The school is projected to reach 31 students over capacity in 2028, the greatest number of students through 2032.

### **3. Jacksonville Historical Overview**

Jacksonville is a 19th Century village that only recently emerged as a rural population 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 March 1, 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, James Perry Carroll established Carroll's store, the only business in the immediate area. Over the years, descendants of Carroll operated the business, under the name Carroll's Food Market and Package storage. Descendants 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.

Carroll's store was the only business at the intersection for a long period. The Four Corners Inn was built on the southwest corner 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 in the 1970's by an Exxon service station.

Other early businesses were a pharmacy (built by Dr. Oscar Shapiro), several gasoline service stations, a bank, Priceless Hardware store (owner Mr. Edgar Price), 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 south east 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 Village 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 in Baltimore County to maintain the Four Corners area as a small Village as it has been since 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 Jacksonville Village 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 and is situated in the region as shown in Map 2 (Appendix E). The site of the planning area is approximately 577 acres, which is about 9/10 of a square mile. The planning area encompasses several public service institutions including the Jacksonville Elementary School, Sweet Air Park, Chestnut Grove Presbyterian Church, the Phoenix Post Office, and the Jacksonville Volunteer Fire Company.

### **4.2 Land Use Distribution**

Using GIS data, the Baltimore County Department of Planning prepared the following table of land use. The distribution of land use was mapped (Map 3) and the amount of land committed to each of the major land use categories was calculated (Table 2). Table 2 - Existing

**Table 2 - Land Use Distribution, 2025**

Land Use	Acreage
Rural Residential SFD	368.67721
Commercial	46.15898
Road	33.20882
County Park	29.895245
Public Schools	28.318264
Vacant	20.950832
Office	10.653764
Agricultural Residential	10.010406
Fire facility	5.7318134
Place of Worship	5.3482602
HOA	4.0885318
Utilities	2.3595858
Storm Drainage	2.3433694
County Open Space	0.3414487
Unbuildable	0.0732656
Total	568.1598

**Source: Baltimore County Department of Planning, 2025**

As observed in 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. The Village features two large supermarkets, two automobile service stations, three small banks and a variety of other retail, commercial food services, and business office uses. The majority of these uses are contained in four 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 intersection of Jarrettsville Pike, Paper Mill Road and Sweet Air Road (locally known as the “Four Corners” intersection); 3. Craftsman’s Village on the east side of Jarrettsville Pike north of Sweet Air Road; and 4. Office buildings on the east side of Jarrettsville Pike, north of the Craftsman’s Village.

### 4.3 Zoning

The planning area includes several zoning categories distributed over the area as indicated in Table 3 and Map 4.

**Table 3 – Plan Area Zoning, 2025**

<b>ZONE_DIST</b>	<b>ACRES</b>	<b>Percent of Plan Area</b>
BL	17.32	3.05%
BL CR	36.57	6.44%
BR	5.06	0.89%
RC 5	494.56	87.06%
RC 5 CR	0.86	0.15%
RO	1.17	0.21%

RO CR	8.31	1.46%
ROA	4.22	0.74%
<b>TOTAL</b>	<b>568.07</b>	<b>100.00%</b>

Sliver Zones along edge of plan area (not included in above):

RC 2	0.07
RC 6	0.02

**Source: Baltimore County Department of Planning, 2025**

RO Residential Office

ROA Class A Office Building

RO CR Residential Office- Commercial Rural

BL Business Local

BL CR Business Local- Commercial Rural

BR Business Roadside

RC 5 Rural Residential

**4.3.1 Residential Zoning**

The RC 5 zone allows a 1.5-acre lot size and a maximum gross residential density of 0.5 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, and 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. A list of unwanted uses can be found in section 4.9.

#### **4.3.2 Business and Office Zoning**

Jacksonville is identified in the Master Plan 2030 as a Village, warranting special protections against incompatible business and commercial expansion or intrusion. There is one principal business zone in the Jacksonville Village, the Business Local (BL). This zone allows 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 Village is protected from many of the more onerous bulk, height, setback, parking and signage standards which apply to this zone by virtue of a commercial rural overlay district, the same uses are allowed here as elsewhere in Baltimore County. The CR district does serve to protect rural communities from large-scale, out-of-character development encroachment, as the Master Plan 2030 directs. Yet it does not limit the types of allowable uses to which many of the residents 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 standard 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 Geological 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 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 1980s, petroleum contamination from local automobile service stations was discovered, as well as contamination from commercial septic systems. The petroleum contaminations included benzene, toluene and xylene. The sewage effluent from the commercial septic systems causes 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 were removed, and the area was monitored for groundwater contamination by the Baltimore County Department of Environmental Protection and Resource Management until 1994. At that time, the remediation contract 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 further addition of contaminants, the natural rainfall outflow will overcome this problem.

In early 2006, a hole in an underground pipe at the Exxon station located at the southwest corner of Four Corners led to the release of more than 20,000 gallons of gasoline into the subsurface which impacted the aquifer serving the surrounding homes and businesses in the Jacksonville area. In response to the gasoline discharge, the Maryland Department of the Environment (MDE) Oil Control Program ordered Exxon Mobil to undertake broad-based remediation procedures to mitigate the contamination of the aquifer. Since 2006, Exxon's remediation contractor, Kleinfelder, responded to the MDE mandates by, in part, providing bottled water to affected residents; drilling monitor and recovery wells throughout the Jacksonville area's strike zone; installing and operating various remediation systems; treating



gasoline-impacted groundwater by mechanical means and removing significant amounts of recovered water from the area. In addition, after treating portions of the groundwater to remove chemical components of gasoline, it released the treated groundwater back into the local streams. In 2023, ExxonMobil petitioned MDE to advance the case into post-remedial monitoring.

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 1995) 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 services and maximizing infiltration measures on impervious services in order to maximize the rate and amount of groundwater recharge.
- In the commercial areas, where impervious services 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 Goal and Strategies for Implementation**

**Goal 1:** To preserve the community of Jacksonville as a small Village while allowing restricted commercial growth within the Village only. The Village 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. Section 4.8 and Table 3.

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 overlay should be considered, one which would effectively prevent the establishment of inappropriate uses in the Village.

**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 Village. (Table 3.)

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 uses.

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 Department of Environmental Protection and Sustainability and the state Department of the Environment in an effort to eliminate any residual groundwater contamination.

Strategy 3- Make this 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 3) shows the existing land use pattern for the planning area. It is intended that this map established the basis for zoning.

The Land Use Plan map does not distinguish between existing and future development, however, as 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 1 1/2 acre and maximum permitted gross residential density is 0.5 dwellings per acre.

Most of the Rural Residential Land is already developed. 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 non-residential 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 major roads (ie, Jarrettsville Pike, Paper Mill Road, or Sweet Air Road).

The general commercial and office areas are viewed to comprise the Village. The Village boundary is indicated on Map 5 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 Village should not be expanded.* Business zoning in the planning area should be contained within Village, 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 RC 5. Another exception is the potential building site for a new Phoenix Post Office, which should be zoned BL prior to construction and BL CR after construction.

The Village 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 Village. 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 overlay 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 and 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 uses, whether or not zoned CR, should be limited to offices and those permitted by law but not inconsistent with the provisions and purpose of this Community Plan. Properties in the Village should maintain the CR district overlay.

**Stream System Open Space** represents areas where water quality protection is imperative and development is not suited. These areas consist of land located in a 100-year floodplain, 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 uses 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 RC 5, except for the former church property at 14346 Jarrettsville Pike which has been converted for office use. This property should retain its RO CR zoning classification.

**4.7 Recommended Zoning Map Amendments; This section has been Rescinded.**

**4.8 Proposed Supplemental Zoning Rules for the Village**

1. The rezoning of ROA, RO and RC 5 zoned parcels to a business classification is not consistent with this Plan and will not be supported. The intent of this Plan is to keep ROA, RO and RC 5 parcels zoned the same 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, RO and RC 5 zoned properties be converted to a higher business classification, thus defeating the purpose of the existing and proposed ROA, RO and RC 5 designations.
2. No rezoning to business classifications higher than what is herein proposed shall be supported by the Greater Jacksonville Association.

**4.9 Inappropriate Land Uses in the Jacksonville Village**

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 Village except for those currently in place as of January 2025.

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 & pickup

Fortune Telling businesses	Helistops or heliports
Laundromats	Taverns or Night Clubs
Social clubs with liquor licenses	Storage yards (for heavy equipment/vehicles)
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	Sheet metal businesses
Electroplating operations	Paint shops
Catering Halls	Pawn shops
Printing, lithography or publishing facilities	Warehouses
Research institutes	Excavation or quarrying operations
Baseball batting ranges	Miniature golf courses
Mini-storage facilities	Wireless communications towers
Cannabis related sales	

## **5 Streetscape**

### **5.1 Setting**

The Jacksonville Village consists of primarily commercial buildings constructed over the past 50 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 Village. 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, 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 Village should, to the extent practical, comply with the design guidelines. It is not uncommon for the Baltimore County Hearing Officer to 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.



Climate change has increased the emphasis on sustainable design principles in all types of development. Sites should be developed to consider the following: the reduction of pollution and waste; a reduction of a carbon footprint; the incorporation of green spaces; promotion of connectivity; and the use of local, environmentally friendly, and recycled materials.

When possible, a potential site and surrounding roadways should provide for the use of bicycles in a safe manner. The bicycle lanes, to the degree reasonably possible, should connect with bicycle lanes of connecting roadways.

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 property. 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 shall 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.

The role of the Greater Jacksonville Association (GJA) in the building proposal process is not legally binding, i.e. the GJA does not have the authority as an organization to enforce measures, but can advise applicants and builders, and their advisory comments receive consideration from the County.

### **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 man-made elements with which it will coexist 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 balance 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 constructive 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 service 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 a reddish brown and forest green not only blend with nature but are restful in calming. Vivid colors reflect more light and thus demand undue attention.

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

1. Franchise architecture which is inconsistent with a village atmosphere is not acceptable.

2. 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.
3. 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.
4. All site elements, i.e., signage, landscaping, lighting, etc., are to be treated as an extension of the building design.
5. Building entrances facing the public road are preferred. Blank walls facing a public road are not appropriate.
6. 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.
7. All exterior building finishes should be with materials that are sustainable, durable, easily maintained and weather-resistant.
8. Materials used to construct buildings are highly recommended to be locally sourced and/or LEED certified or recycled.

Any new development will have to comply with Forest Conservation Act requirements and the Law for the Protection of Water Quality, Streams, Wetlands (Forest Buffer Law), if applicable. The Forest Conservation Act applies to any development activity on properties 40,000 square feet or greater, and the Forest Buffer Law will apply if there are streams or wetlands on or adjacent to a property.

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 as of 2025 include:

3430 Sweet Air Road	Papa John’s building
3422 Sweet Air Road	PNC Bank building
3312 Paper Mill Road	Gaylord Brooks owned
14300 Jarrettsville Pike	former Suntrust Bank building, Paper Mill Village
14315-14333 Jarrettsville Pike	Office buildings, east side of Jarrettsville Pike, North of Hayes Construction offices

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

One of the most visible and dramatic improvements that could be made to the Jacksonville Village streetscape would be to remove overhead wires and bury utility lines.

**5.5 Landscaping**

Controlling the growth of the Jacksonville Village 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, a forestation, 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 fertilizers, pesticides or excessive amounts of water usage. Likewise, discourage new planting of non-native invasive plants (such as English ivy, wisteria, daylilies, butterfly bush, forsythia, Norway maple, etc.) and promote removal of existing non-native invasive plants (such as Oriental bittersweet, Japanese stilt-grass, garlic mustard, bayberry, and those mentioned above.)

Bamboo should not be used under any circumstances. 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 material such as native 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 native trees, both existing and new, and address tree maintenance, service water management, revegetation, establishment of vegetated buffers, and the method of providing protection of any special flood hazard areas.

Site plans are to be reviewed by the Greater Jacksonville Association Board of Directors.

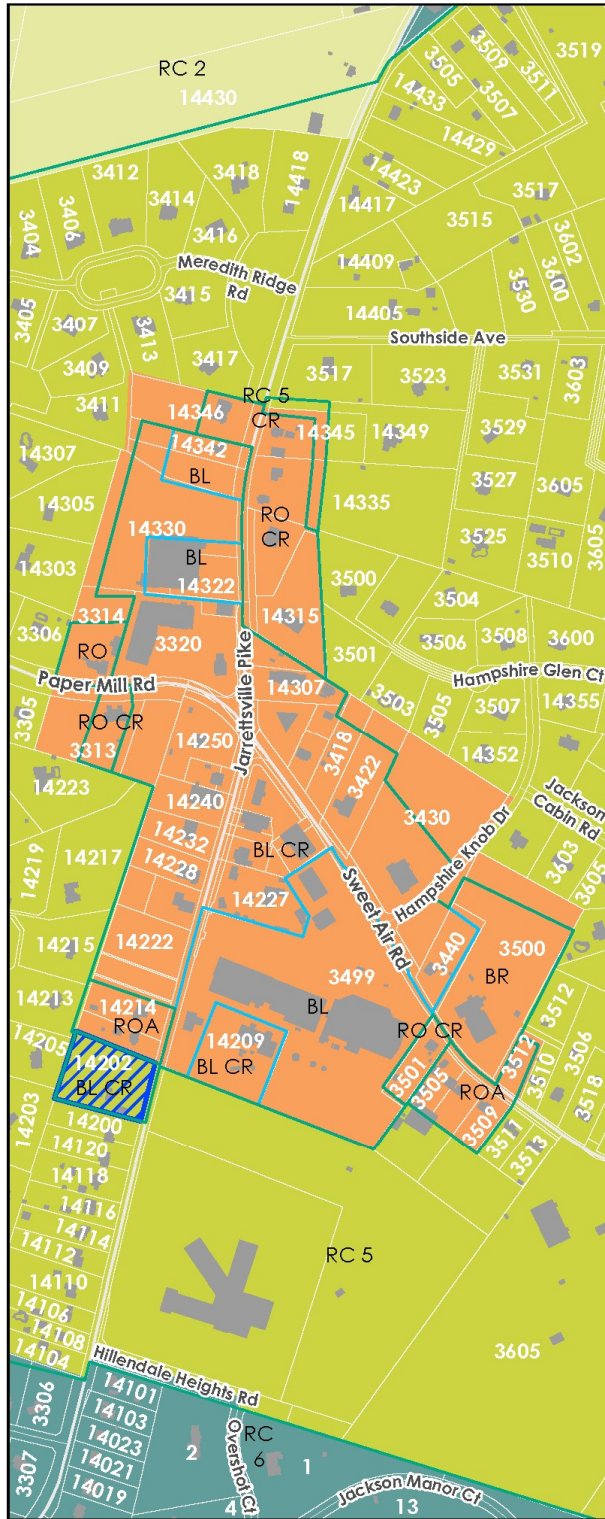
Applicants, upon application for a permit and/or development plan approval for a new development/business in the commercially-zoned area of Jacksonville (Map 5) shall certify in a form authorized by Baltimore County that such applicant has reviewed the existing Jacksonville

Community Plan and are to notify the GJA Board of Directors by submitting a copy of the application to the GJA Board of Directors.

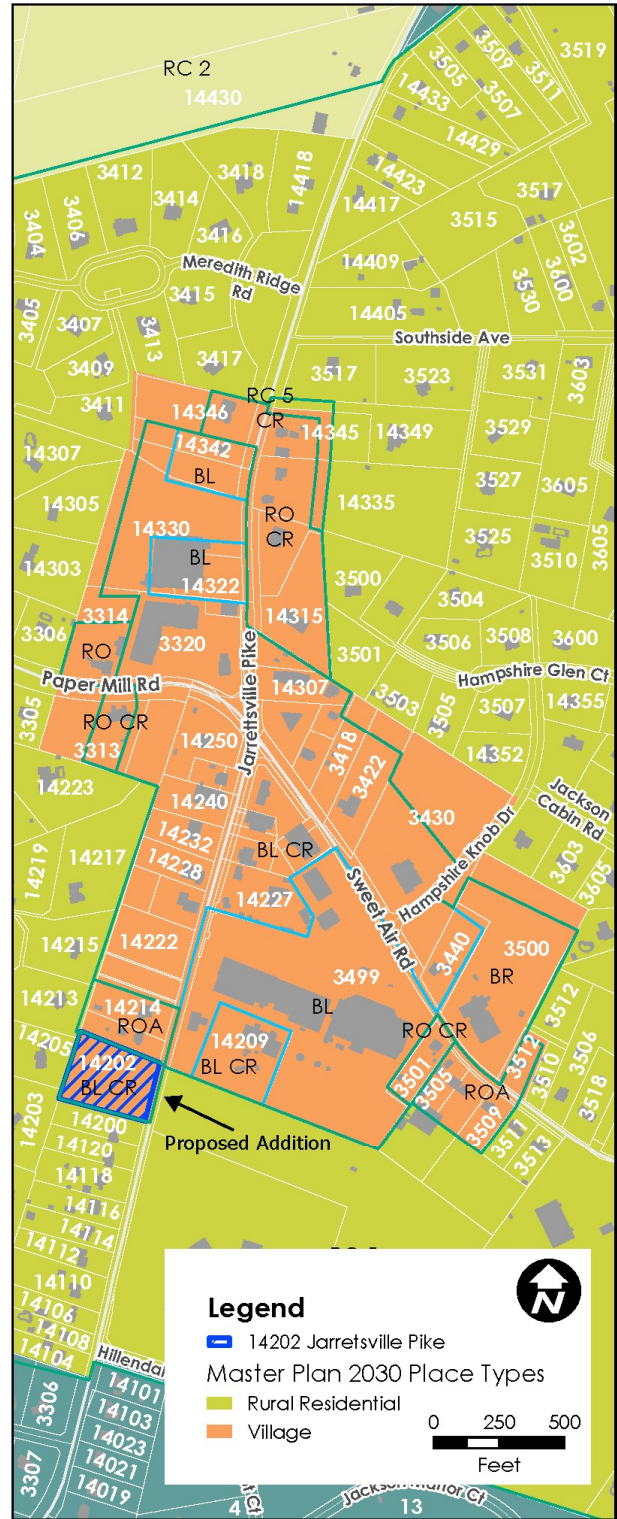
The application for a permit and/or development plan approval for the property located at 14202 Jarrettsville Pike shall also be subject to the certification requirements regarding review of the Jacksonville Community Plan. The Greater Jacksonville Association, Inc is requesting that the current Master Plan 2030 Place Type – “Jacksonville Village” be modified to include the property located at 14202 Jarrettsville Pike because that property, previously designated with an RC 5 zoning classification, has been changed to BL CR by the County Council in 2024. This change of the commercial boundary line has been recommended by the subject property owner and the Planning Committee of the Greater Jacksonville Association. Upon approval of the plan, the proposed amendment to the Master Plan 2030 Jacksonville Village Place Type shall also be approved. The map below illustrates the boundaries of the existing and proposed Jacksonville Village Place Type.

As noted on page 49 of the Master Plan 2030, Place Type – Village “Facilitates commercial activity and civic uses at primary road intersections within Village place type. Primarily serves rural population commercial needs. Central location for civic uses, churches, community centers”; “Primary Land Use: Rural Commercial”; “Secondary Land Use: Medium-Density Residential; Civic/Institutional; Office; Open Space”.

Master Plan 2030 Place Type  
Existing Jacksonville Village



Master Plan 2030 Place Type  
Proposed Jacksonville Village



Source: Baltimore County Department of Planning, 2025



### 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 plants with shrubs, ground cover, perennials, or annuals. Native plants are the primary choices for landscaping because they raise no concerns about possible adverse effects on local use of water and require minimal use of insect and fertilizer chemicals.

#### Planting specifications

- All deciduous trees shall have a minimum caliper of two (2) inches, shall be small and nursery grown, shall be a substantially uniform size and shape and have straight trunks. (Baltimore County Landscape Manual requires major deciduous trees two (2) inches or 2 ½ and minor 1 or 1 ½ caliper inches. Also, major deciduous trees shall have minimum size of 3 to 3 ½ inches caliper in CCC and CT Districts and Honeygo overlay District.)

Note: caliper refers to the diameter of a tree's trunk.

- Evergreen trees shall be a minimum of five (5) feet in height. (Baltimore County Landscape Manual required 6 feet height for installation.)
- Only nursery ground plant material shall be acceptable and all trees, shrubs, perennials, annuals and ground cover shall be planted according to horticulture 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 & Materials**

- Buffers shall provide a year-round visual screen in order to minimize adverse impacts. It may consist of fencing, evergreens, berms, or combination 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 (8) 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 Village. 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 25-foot strip of existing woodlands may be preserved in lieu of this new planting.
- All service and utility areas shall be screened around their perimeter 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 25 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, Street and Athletic Fields Lighting**

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

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

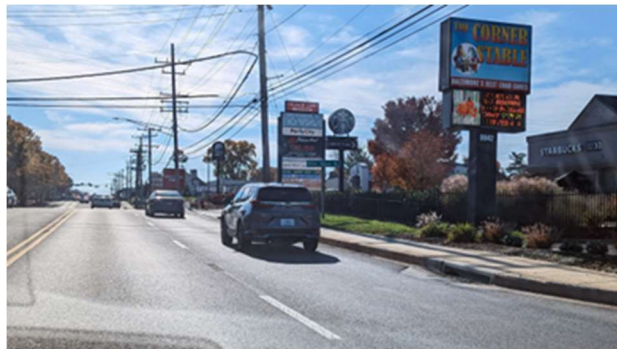
Floodlighting used for athletic or special activities should use fixtures which provide only such intensity and distribution of light to satisfactorily illuminate the fields without unnecessarily being visible to neighboring properties. All of the outdoor flood lighting should be focused strictly on the activity being illuminated, and adhere to the remainder of the guidelines stated herein. Upon conclusion of the sports activity or event, and the departure of the participants and attendees, the sponsor or his representative of the event shall immediately turn off the lights.

The outdoor lighting for fields at the Jacksonville Elementary School should be retrofitted to reduce the intensity and limit the direction of the illumination to avoid unnecessary interference with the surrounding properties. It is recommended that any proposed future construction and operation of outdoor floodlights for athletic fields or events should be subject to a public input period, if not otherwise prohibited by law or regulation.

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 areas within Four Corners, as a 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 1: Inconsistent signage leaves a cluttered appearance.**

Some good examples exist of attempts to limit the size of signs and control visual clutter.



**Figure 2: Coordinated design elements, earth tones and rooflines demonstrate a good example of desirable signage.**

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 Village. 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.

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. The size of the signs and the location of the installation should determine how not to limit or block sight distance.

### **5.7.1 Goal and Recommendations**

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

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 Route 145 and 146 by incorporating all signs into the overhead signs along with the traffic lights.

- Signs announcing “Welcome to Jacksonville” be placed on the approaches to the village, along with a posted speed limit, in order to clearly inform motorists that they are entering a rural Village.

### 5.7.2 Signage guidelines



**Figure 3: Monument-style signs are much preferred over tall post-style signs.**

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.
2. Signs should have white lettering on a dark background, preferably an earth tone.
3. Signs should be installed on the building front, perhaps the lintel where practical, but if a sign must be freestanding it is recommended that a monument style rather than a pole or pillar style of mounting be used (e.g. Figure 3).
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, eg., 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 the face of the 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 ft candles at the sign face. Back lighting shall be discouraged, 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, earth tone 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 4).

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 4: The sign with a dark, earth-toned background with white lettering is a good example of desirable signage.**

## **6. Community Services: Sweet Air Park and Jacksonville**

### Elementary School/Recreation Center

In 2010, Baltimore County opened Sweet Air Park on a 30-acre parcel of farmland that was purchased with the intended purpose of developing a new community park and combined recreation and Senior Center to serve the Jacksonville community. The site currently comprises a community building and outdoor recreational space. The community center building houses the

Jacksonville Recreation Center on one side, and the Jacksonville Senior Center on the other side. The two program centers share the site, parking and site amenities. The building includes a gymnasium, activity and meeting rooms, and office spaces. Outdoor recreation at Sweet Air Park includes two athletic fields, a paved path, pavilions, and picnic areas. By 2024, the heavily-used building had become overcrowded and more indoor space to expand Senior Center operations was needed. Currently, design of a new free-standing expanded Senior Center is underway. Once completed, portions of the existing shared recreation and Senior Center will become available for expanded recreation programs and activities. The neighboring Jacksonville Elementary School Recreation Center provides indoor and outdoor venues for both organized recreation programs and “free time” recreational activities. The site is utilized for both education and recreation through the Joint-Use Agreement between the County and the Baltimore County Board of Education. Recreational facilities on the school recreation center (SRC) campus include a gymnasium, recreation activity room, lighted ball diamonds and athletic fields, sports courts, and a playground.

## **6.1 Parks and Recreation**

### **6.1.1 Historical Perspective**

Indoor and outdoor public recreations programs and activities are offered through the County and the volunteer-based Carroll Manor Recreation Council (CMRC), at Jacksonville Elementary School Recreation Center, Sweet Air Park, and other greater Carroll Manor - Jacksonville parks and recreation sites including Hydes Road Park, Carroll Manor Park, Cloverland Park. In recent years, several park and facility renovations and enhancements were made to nearby sites. At Hydes Road Park, the upper athletic fields were refurbished, and at Jacksonville Elementary

School Recreation Center, the multipurpose and tennis courts have been renovated and pickleball court lines added.

### **6.1.2 Current Status**

The Carroll Manor Rec Council (CMRC) is currently located at 3605 B Sweet Air Road, within the Jacksonville Senior Center. CMRC offers a variety of programs which includes: baseball, basketball, dance, field hockey, fitness, lacrosse, martial arts, roller skating, soccer, softball, tennis and a family ski & snowboard club. Additionally, CMRC facilitates summer camp access at local elementary schools.

In addition to CMRC's Board of Directors, the recreation council relies upon the generous time from volunteer parents and community members to successfully offer their programs. In 2023, upper soccer and lacrosse fields were updated at the Hydes Field location. Additionally, pickleball and tennis courts have been resurfaced at Jacksonville Elementary school. The CMRC board hosts monthly meetings at their location within the Jacksonville Senior Center building.

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

1. Improvements to Recreation facilities.
2. Expanded Parking at all sites.
3. Consideration of the proposed use and renovation of the (vacated) Senior Center when the future new Senior Center is built.
4. Coordination of use of pickleball courts and other youth sports activities which use the same space.

## **6.2 Jacksonville Senior Center**

### **6.2.1 History**

The mission of the Baltimore County Department of Aging is to develop and administer programs and activities that support the 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 caregivers.

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 April 25, 1973 as a group of 29 interested persons organized by Reverend Partee Boliek and other area Pastors. The first formal club meeting was held on May 9, 1973; thereafter the club met twice a month, on Wednesdays, at St. John's Lutheran of Sweet Air. Later, 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 September 28, 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.

Since 2010, the Jacksonville Senior Center has been located in Sweet Air Park. The Department of Parks and Recreation and the Jacksonville Senior Center are housed in one building with two separate entrances. The two spaces are not interconnected. The Senior Center space houses a small lobby, exercise room, two offices, one small administrative space, two classrooms, a multi-purpose room with attached kitchen, two bathrooms and a small number of closets for storage purposes. There is no outdoor space allocated for the Senior Center's use other than a storage unit owned by the Jacksonville Senior Center Council and located at the rear of the park. Due to the limited square footage, use time is borrowed from the Department of Recreation next door for fitness classes and pickleball courts, all of which require scheduling permissions. As of 2024, membership exceeds 2,400 and continues to grow as the senior population in north Baltimore County ages. The Senior Center celebrated its 50th anniversary in August 2024. Community activities offered by the Jacksonville Senior Center include a knitting and crocheting group which makes baby hats, chemo hats and prayer shawls, and donates them to newborns of local hospitals, military organizations and senior living facilities. Further outreach is collecting eyeglasses, hearing aids, box tops, toys for tots, canned food and cell phones for charitable organizations. Fitness programs include pickleball, Pilates, yoga, chair yoga, ballroom dance, and line dance. Other activities include antiques, photography, scale modeling, jewelry, stained glass, airplane flying, ceramics, American mah-jongg, Chinese mah-jongg, art (watercolor, drawing, oil painting, note cards), book club, card playing (pinochle, bridge), knitting and crocheting, sewing, quilting, English language, computer assistance, crafts, bingo, foreign languages (Spanish, Russian), games, chit chat group, guitar, MacNuts singing group and a singles group. In 2021, Baltimore County planned and budgeted to build a larger facility located on the rear of the Sweet Air Park property. The Baltimore County Fiscal Year 2024 includes \$1.5

million for the design of a new Jacksonville Senior Center and construction expected to start by the end of 2025.

### **6.2.2 Current Status**

1. Survey/do community outreach to collect information on community recreational needs and wants.
2. Increase access to recreational space, including increasing, where feasible, parking at community sites and assessing other means of accessing park sites (i.e., cycling and pedestrian infrastructure).
3. Begin gathering community input on future proposed recreational use of the current Senior Center (which will be vacated once the new Senior Center is constructed; estimated completion is 2027).
4. Improved coordination and communication surrounding court and field use for sports and activities which use the same space.

## **6.3 Jacksonville Volunteer Fire Company**

### **6.3.1 Fire Company History**

The Jacksonville Volunteer Fire Company, Incorporated (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 Cockeyville to the west, all many miles away. The first meeting was held at the Chestnut Grove Church on March 5, 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.

Eventually, land was obtained, a building constructed, and the permanent home of the company was officially dedicated on December 5, 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 70 years. Several highlights include: 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 provides volunteer equipment and specialized training in local rescue efforts. Many of the members have received local and national recognition for their service.

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

The current 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 continue to increase. The average member can easily amass over 200 hours annually just in training. Far above the basic skill of firefighting 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. The JVFC station provides

much needed space and will allow for growth in the future. It houses eight pieces of state-of-the-art equipment that are specifically meant to serve our rural area.

### **6.3.3 Long-Term Needs and Goals**

There is a current project to specify requirements and advertise for bids for replacement of the 20-year-old fire engine. A new unit is expected to cost over \$1.2 million.

#### **GOALS:**

1. Replace a 20-year-old fire engine.
2. Maintain and increase volunteer participation.
3. Increase the level of contributions for the basic operations and for the ambulance service and equipment.



## 7. Traffic Circulation

### 7.1 Existing Situation

**Table 5: Average Daily Traffic Volumes - 2022**

<b>Location</b>	<b>Count</b>
Jarrettsville Pike south of Paper Mill Road/Sweet Air Road	12,713
Jarrettsville Pike north of Paper Mill Road/ Sweet Air Road	10,535
Paper Mill Road west of Jarrettsville Pike	9,411
Sweet Air Road east of Jarrettsville Pike	6,115

**Source: State Highway Administration (2022)**

### 7.2 Recommendations

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

1. Four Corners intersection: Traffic flow at this intersection should be improved by providing a right-turn lane on eastbound Paper Mill Road onto south-bound Jarrettsville Pike. Cooperation of the SHA will be needed to implement this improvement.
2. Blenheim Road Bridge: Widen the bridge of 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 Village 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 individual properties. 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. All sidewalks should be ADA-compliant.

**8. Implementation Actions**

<b>Recommended Actions</b>	<b>Responsibility for Implementation</b>
<b>Land Use, Zoning &amp; Environment</b>	
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 section 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 Village.	Property owners, Developers, Greater Jacksonville Association, Baltimore County Government.
Introduce “Welcome to Jacksonville” signs and speed limit signs on all approaches to the Jacksonville Village.	Greater Jacksonville Association, State Highway Administration
Remove the utility poles and overhead utility from the Jacksonville Village. Relocate all utility lines underground.	Utility Companies, Greater Jacksonville Association
Outdoor flood lighting should use only such illumination to adequately light the field without unnecessary intrusion of surrounding properties. The sponsor of the event or his designee should turn off the lights at the conclusion of the activity and departure of the attendees. Outdoor lights at Jacksonville Elementary should be retrofitted to reduce the intensity of the lights. Any further proposed construction of outdoor flood lights should be subject to a community input period.	Carroll Manor Recreation Council, Baltimore County Department of Recreation and Parks.
<b>Community Services</b>	
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	Jacksonville Volunteer Fire Company, Greater Jacksonville Association
<b>Traffic Circulation</b>	

Construct right- turn lane at Four Corners intersection as recommended in section 7.2.	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.	Department of Public Works, State Highway Administration, Greater Jacksonville Association

**Appendix A: Contributors to the Greater Jacksonville Community Plan**

**Contributors to the 2025 Updated Plan, Alphabetical Order**

- Megan Benjamin, Baltimore County Department of Planning
- Mitchell Daly
- Ngone Diop, Baltimore County Department of Planning
- Wade Kach, Baltimore County Councilman, 3rd District
- Laura Kogelschatz
- Elizabeth H. Lehmann
- Jeanne Lintz
- David L. Palmer, President, GJA
- David Perrott
- Marc Peters
- Helen Petrich
- Abigail Rogers, Baltimore County Department of Planning
- Tracey Santoro

- Wilmer Sauerbrey
- Steven Smith, President of Gaylord Brooks
- Edward Tillman

In order to receive community comment about the revised Jacksonville Community Plan, the GJA held a community-wide Input Meeting preceded by publication of ¼ page notices of the meeting in the *Country Chronicle* and *Villager* newspapers; placement of the notices in many Jacksonville businesses and multiple emails sent to the GJA members. In addition, the GJA placed the revised proposed Plan on its website with emails to the members welcoming any comments.

**Appendix B: Rescinded**

**Appendix C: Rescinded**

**Appendix 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 in this area.

**D.1 Trees**

D.1. Trees

Red Maple

Sugar Maple

Sweet Birch

River Birch

Hackberry

Bitternut Hickory

Pignut Hickory

Shagbark Hickory

Mockernut Hickory

American Beech

Tulip-poplar

Blackgum

Sycamore

London Plane

Black Cherry

White Oak

Swamp White Oak

Scarlet Oak

Pin Oak

Willow Oak

Chestnut Oak

Northern Red Oak

Black Oak

Black Willow

Bald Cypress

Princeton American Elm

Arbor Vitae

Leyland Cypress

Scotch Pine

Automatically incorporates any additions to the Baltimore County DEPS Reforestation and Urban Tree Canopy List

**D.2 Understory trees or shrubs**

Hazel Alder

Southern Arrowwood

Dwarf Azalea

Eastern Baccharis

Northern Bayberry

American Beautyberry

Allegheny Blackberry

Blackhaw

Blue Ridge Blueberry

Highbush Blueberry

Lowbush Blueberry

Bursting-heart

Common Buttonbush

Black Chokeberry

Red Chokeberry

Deerberry

Silky Dogwood

American Black Elderberry

Sweet Fern

American Hazelnut

Black Huckleberry

Blue Huckleberry

Wild Hydrangea

Inkberry

Great Laurel

Mountain Laurel

Sheep Laurel

Maleberry

White Meadowsweet

Wax Myrtle

Beach Plum

Possumhaw

American Red Raspberry

Black Raspberry

Purple Flowering Raspberry

Piedmont Staggerbush

\Fragrant Sumac

Smooth Sumac

Staghorn Sumac

Winged Sumac

Coastal Sweetpepperbush

Virginia Sweetspire

New Jersey Tea



Mapleleaf Viburnum

Devil's Walkingstick

Common Winterberry

Smooth Winterberry

American Witchhazel

Withe-rod

Bushy St. John's Wort

Common (Downy) Serviceberry

Shadblow Serviceberry

Allegheny Serviceberry

Paw-Paw

American hornbeam

Eastern Redbud

Flowering Dogwood

Cockspur Hawthorn

Persimmon

Sweetbay Magnolia

Eastern Hop-hornbeam

Forsythia

Smooth Withe-rod

Witch hazel

Sweet pepperbush

Automatically incorporates any additions to the Baltimore County DEPS Reforestation and Urban Tree Canopy List: <https://www.baltimorecountymd.gov/files/Documents/Environment/forestandtrees/epsfmtreelist.pdf> Automatically incorporates any additions to the list of Maryland Shrubs in the Maryland Manual: <https://msa.maryland.gov/msa/mdmanual/01glance/plants/shrubs/html/shrubs.html>

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

Yucca

Black Eyed Susans

Coreopsis or Tickseed

Green and Gold

Wild Ginger

Daffodil

Ornamental Grasses

All perennial flowers and grasses in the table “Plant Lists for Pollinator Gardens and Meadows” found in the guide "How to Attract Pollinators” published by Baltimore County DEPS: <https://www.baltimorecountymd.gov/files/Documents/Environment/forestandtrees/howtoattractpollinators2023.pdf> All Native Groundcovers listed by the University of Maryland Cooperative Extension: <https://extension.umd.edu/resource/groundcovers/>

**Appendix E. Maps**

Map 1: Greater Jacksonville Area and Traffic Analysis Zones

Map 2: Jacksonville Planning Area Boundaries

Map 3: Jacksonville Existing Land Use

Map 4: Jacksonville Zoning

Map 5: Jacksonville Village

Map 6: Jacksonville Parks and Publicly Owned Land

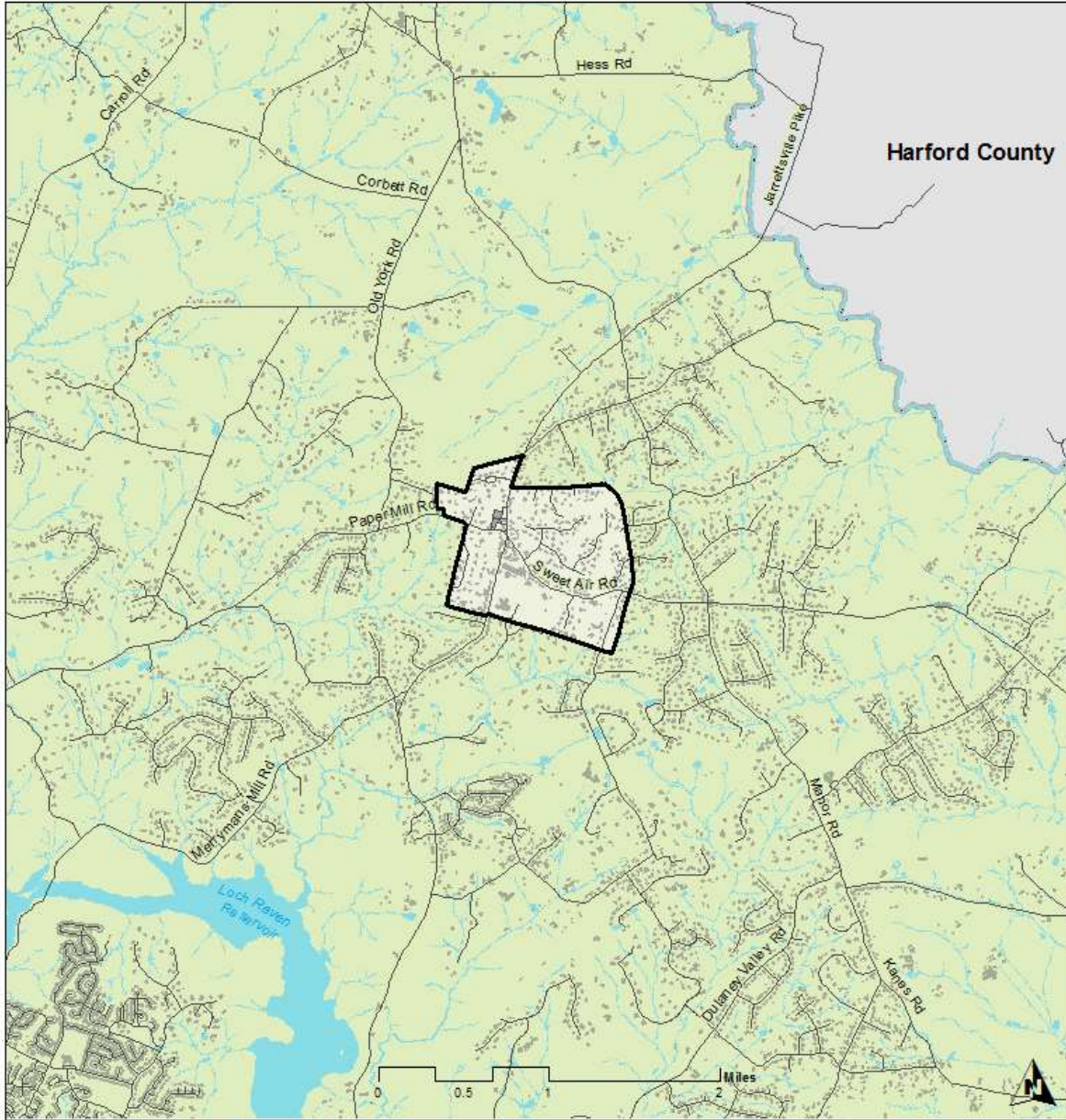
Map 1: Greater Jacksonville Area and Traffic Analysis Zones 2025




Source: Baltimore County Department of Planning, 2025

### Map 2: Planning Area Boundaries 2025

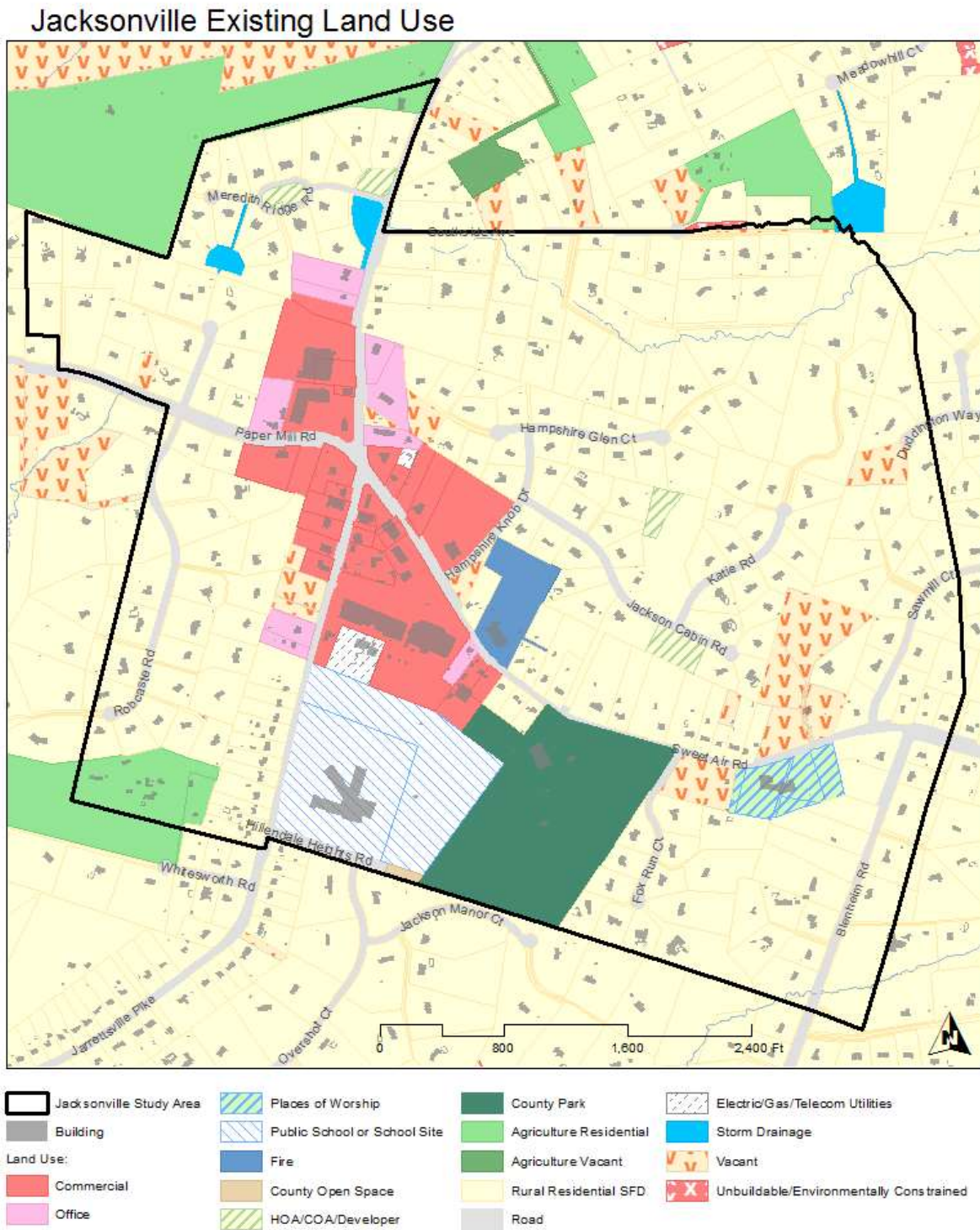
#### Jacksonville Area



-  Jacksonville Study Area
-  Baltimore County
-  Building
-  Hydrology
-  Road

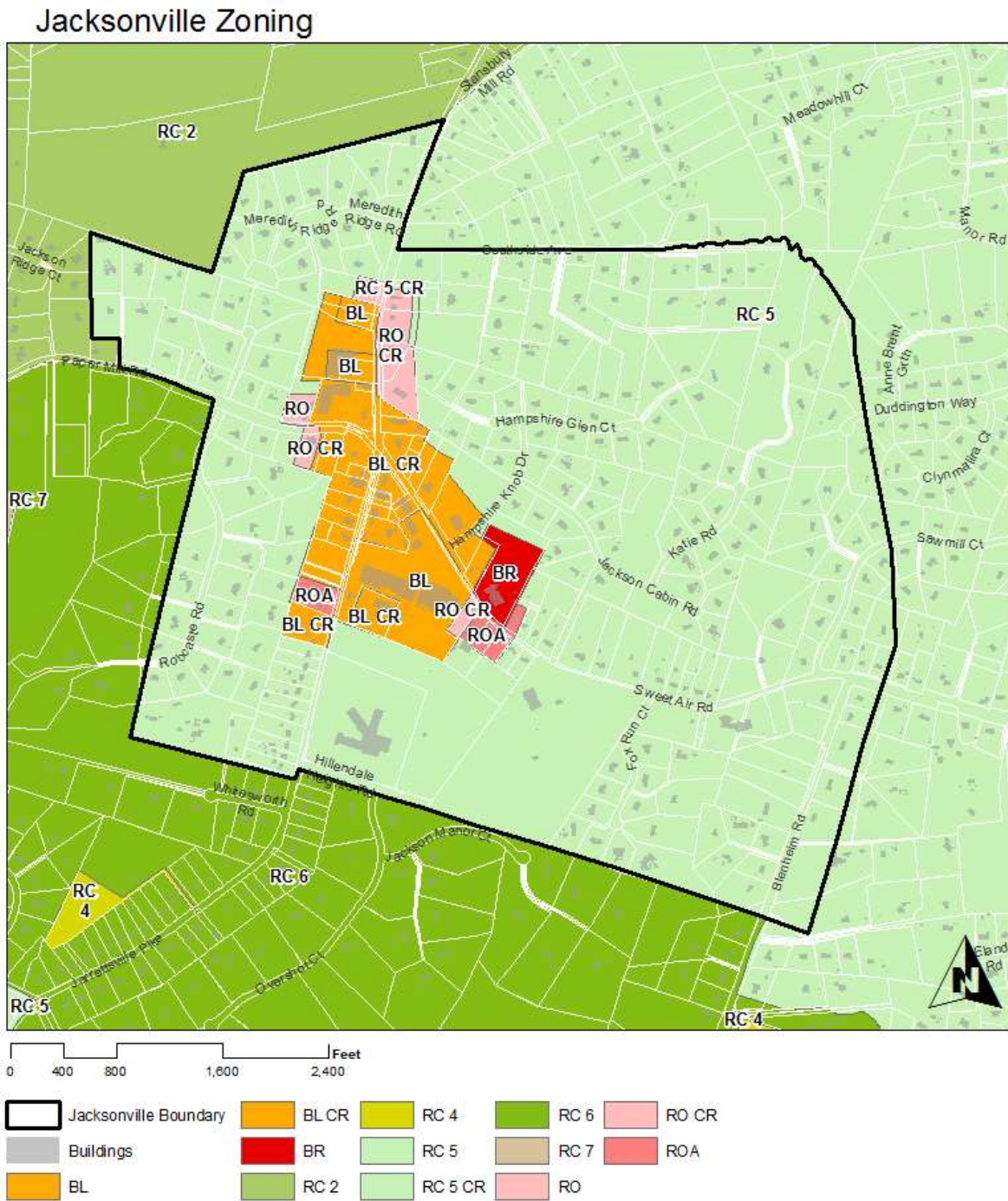
Source: Baltimore County Department of Planning, 2025

Map 3: Land Use Map 2025



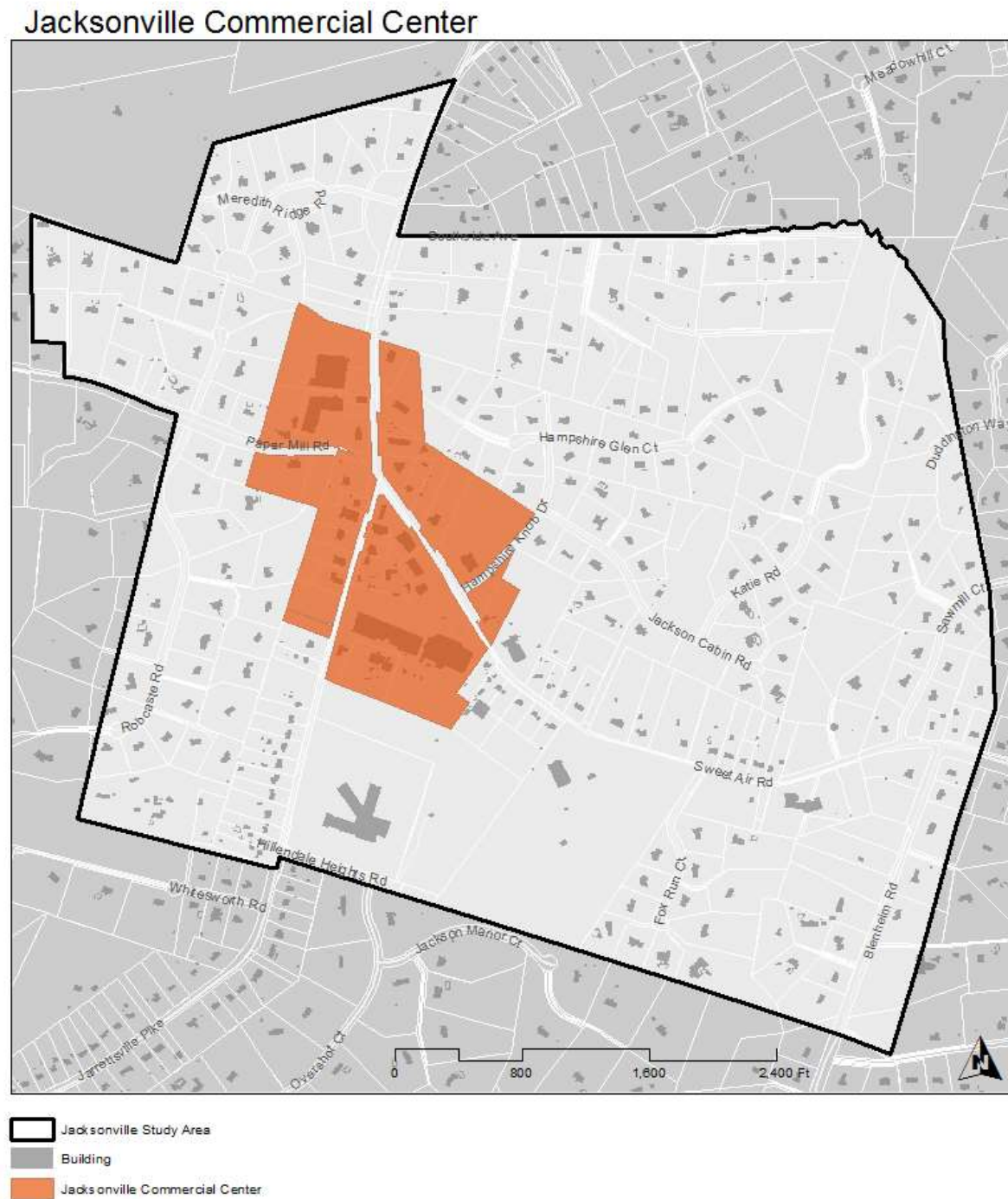
Source: Baltimore County Department of Planning, 202

Map 4: Jacksonville Zoning Map 2025



Source: Baltimore County Department of Planning, 2025

Map 5: Jacksonville Village Commercial Center 2025



Source: Baltimore County Department of Planning, 2025



### Map 6: Jacksonville Parks and Publicly Owned Land 2025

Parks and Publicly-Owned Land



- Jacksonville Study Area
- Building
- Parks and Publicly-Owned Land

Source: Baltimore County Department of Planning, 2025

**Appendix F.**

**Invasive Plants That Should be Avoided in the Jacksonville Area**

Incised Fumewort

Wintercreeper

Fig Buttercup AKA Lesser Celandine

Shining Geranium

Yellow Flag AKA Pale Yellow Iris AKA Water Flag

Amur Honeysuckle

Japanese Angelica Tree

Japanese Barberry

Scotch Broom

Burning Bush AKA Winged Euonymus

Border Privet

Bamboo of any type

Nandina AKA Sacred Bamboo

Golden Bamboo

Yellow Groove Bamboo

Callery Pear

Bee Bee Tree

Japanese Wisteria

Chinese Wisteria

Wisteria x formosa AKA floribunda x sinensis hybrid

Chocolate Vine

Mimosa AKA Silktree

Chinese Yam AKA Cinnamon Vine

Autumn Olive

Japanese Hop

Cogon Grass

Japanese Blood Grass

Chinese Privet

European Privet

Japaneses Honeysuckle

Purple Loosestrife

Chinese Silvergrass

Empress Tree AKA Princess Tree

Amur Cork Tree

Jetbead

Chinese Tallow

Automatically incorporates any additions to the Maryland Invasive Plant List

[https://mda.maryland.gov/plants\\_pests/Pages/maryland\\_invasive\\_plants\\_prevention\\_and\\_control.aspx](https://mda.maryland.gov/plants_pests/Pages/maryland_invasive_plants_prevention_and_control.aspx)