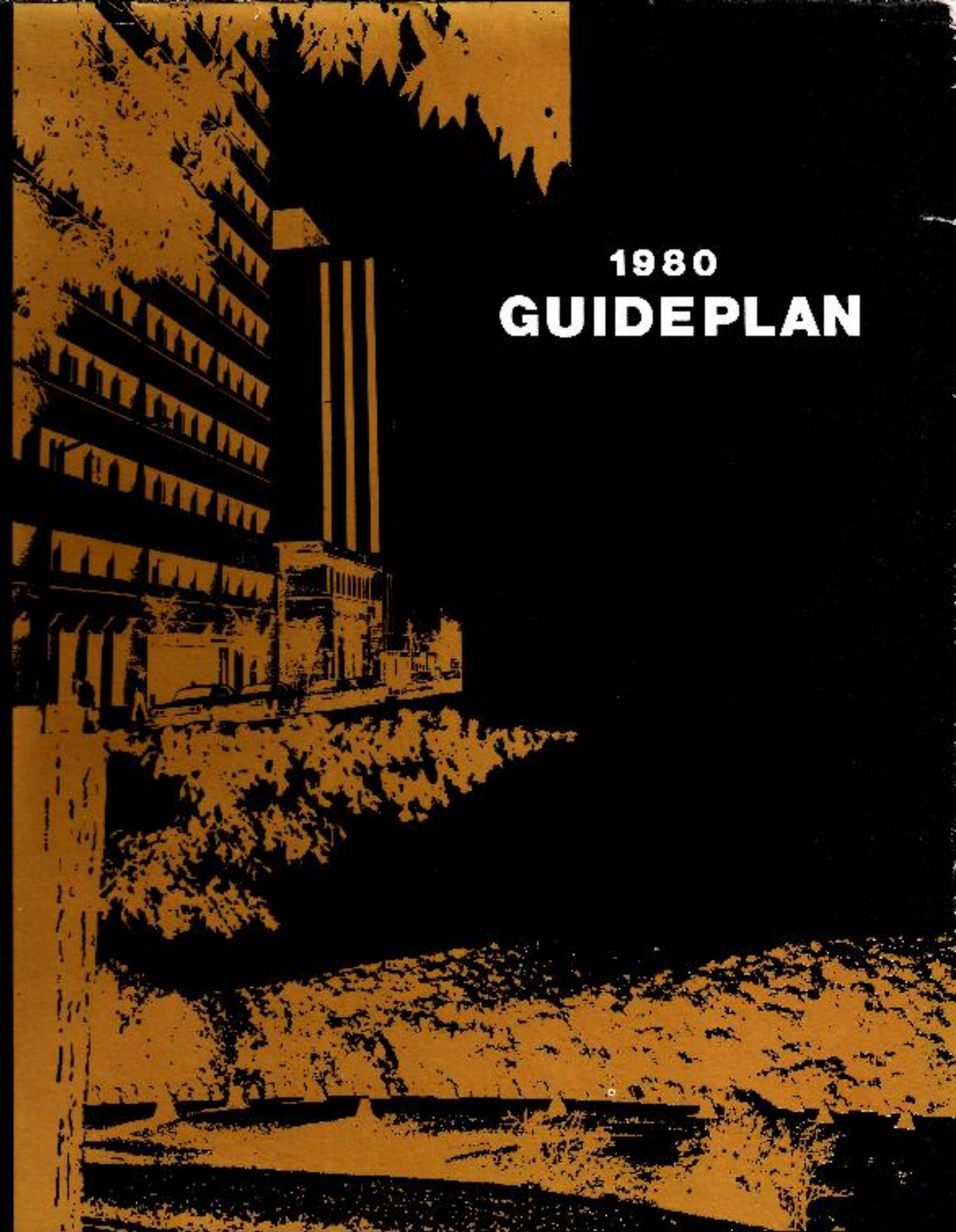


**1980  
GUIDEPLAN**





## G U I D E P L A N

- 1 9 8 0 -

## B A L T I M O R E C O U N T Y

## LEGEND

## TRANSPORTATION

- MOTORWAY CLASSIFICATION**
- FREWAY AND EXPRESSWAY**  
Inter-state travel
  - ARTERIAL**  
(Including boulevard and parkway)  
Inter-community travel
  - MAJOR COLLECTOR**  
Collectors needed to complete the motorway network
  - INTERCHANGE**  
Inter-state interchange
- TRANSIT**
- HIGH SPEED RAPID TRANSIT LINE**  
Interstate transit line from Station to Washington
  - RAPID TRANSIT LINE**  
Suggested line to be completed by 1980
  - RAPID TRANSIT LINE**  
Suggested line to be completed after 1980
  - RAPID TRANSIT STATION**
- OTHER**
- RAILROAD**  
Major railroad
  - WATER**  
Major body of water and stream
  - CHANNEL**  
Deep water transportation channel
  - AIRPORT**

## FACILITIES

- COUNTY PUBLIC EDUCATION**
- COMMUNITY COLLEGE**  
2-year college
  - SENIOR HIGH SCHOOL**  
grades 9 to 12
  - MIDDLE SCHOOL**  
grades 6 to 8
  - VOCATIONAL SCHOOL**  
high school for vocational training
- COUNTY PUBLIC SERVICES**
- FIRE STATION**  
covering volunteer fire station
  - POLICE STATION**
  - AREA LIBRARY**  
library serving a town
  - COMMUNITY LIBRARY**  
library serving a community
  - HEALTH CENTER**  
voluntary health center serving a town
  - PARK**  
community and town park
- PRIVATE AND STATE**
- COLLEGE AND PREPARATORY SCHOOL**
  - HOSPITAL**
  - CEMETERY**  
50 acres or more
- UTILITIES**
- UTILITY FACILITY**  
large area of utility operation (wastewater-treatment facility)
  - UTILITY AND MAINTENANCE CENTER**  
200 to 1,000 well-served acres to be used for maintenance, supply and distribution, and disposal

## LAND USE

- GREENSPACE**
- REGIONAL PARK AND EASEMENT**  
permanently protected
  - ESTATE AND LOW DENSITY INSTITUTION**  
large lot residential development and institutions not requiring utilities or primary access
  - INSTITUTION, EASEMENT AND TOWN PARK**  
uses requiring utilities and primary roadway access generally located in town separate strips
- RESIDENTIAL**
- TOWN BOUNDARY**  
boundary of town—100,000 to 150,000 persons
  - COMMUNITY**  
generally within a town—20,000 to 50,000 persons
  - 1980 URBAN RURAL DEMARCATION LINE**  
area to be considered for metropolitan planning by 1980
  - RURAL-FUTURE DEVELOPMENT AREA**  
area where urban development will be encouraged until after 1980
  - RURAL VILLAGE**  
area of limited residential development
- COMMERCIAL**
- SECTOR CENTER**  
large multi-purpose center serving more than one town
  - TOWN CENTER**  
multi-purpose center serving a town
  - COMMUNITY CENTER**  
medium size multi-purpose center serving a community
  - RURAL VILLAGE CENTER**  
commercial center serving rural area
  - ROADSIDE COMMERCIAL AREA**  
generally existing commercial roadside strip
  - SPECIAL CENTER**  
serving major commercial center
- INDUSTRIAL**
- INDUSTRIAL AREA**  
rail, port and warehouse or related research and development industries

CARROLL COUNTY

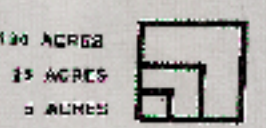
HARFORD COUNTY

BALTIMORE CITY

HOWARD COUNTY

NORTH

ACREAGE SCALE



SCALE 1" = 5000'

OFFICE OF PLANNING AND ZONING  
COUNTY OFFICE BUILDING  
TOWSON, MARYLAND 21204

1980

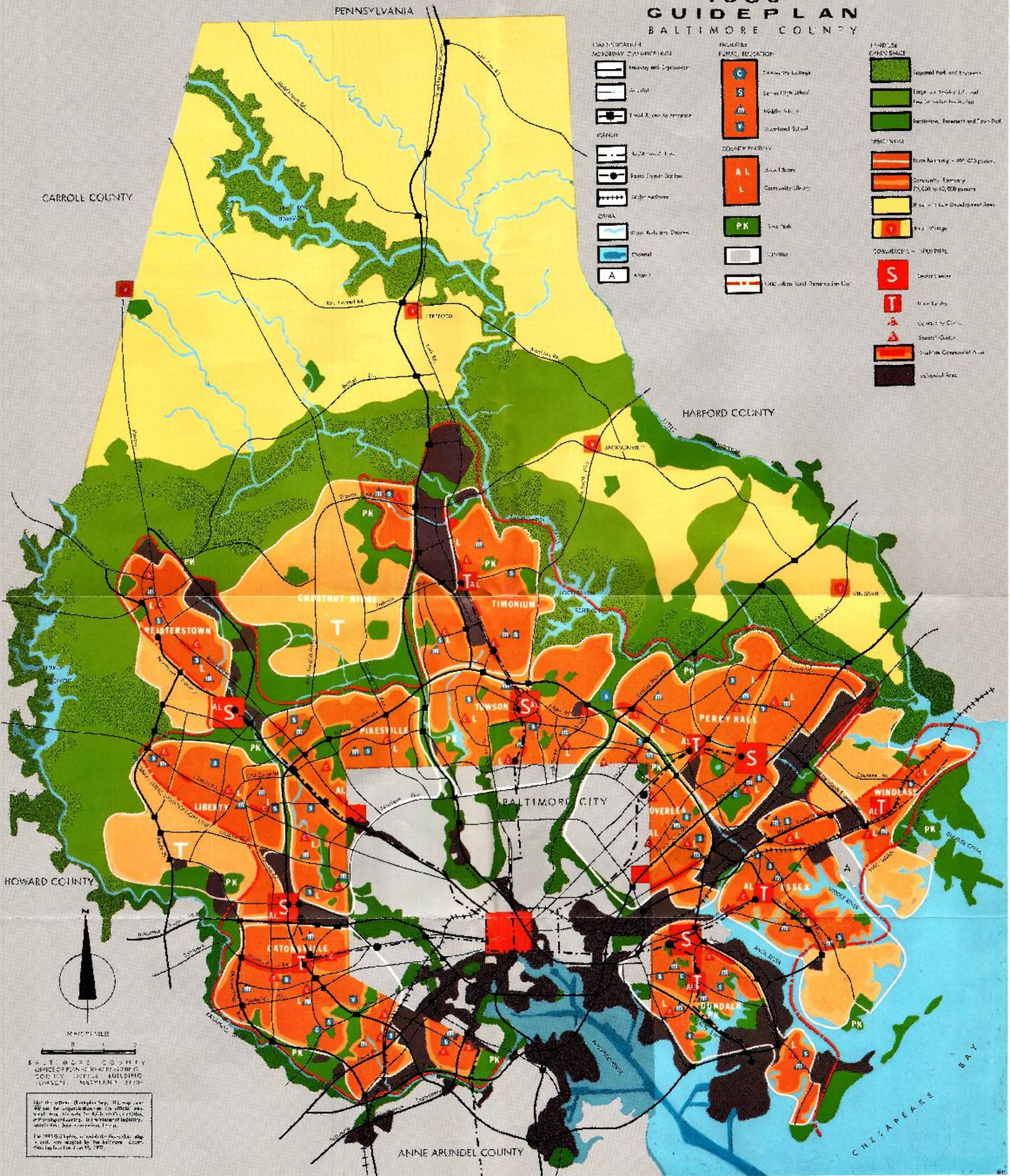


# 1980 GUIDE PLAN BALTIMORE COUNTY

- TRANSPORTATION**
- Thruway and Expressway
  - Arterial
  - Local Arterial Roadway
  - RAILROAD**
  - Abandoned Line
  - Passenger Train Station
  - Light Railways
  - WATER**
  - Major Artery and Drainage
  - Channel
  - Airport

- RECREATION**
- University College
  - Senior High School
  - Middle School
  - Elementary School
  - COUNTRY RECREATION**
  - Archery
  - Community Center
  - Park
  - Golf Course
  - Wildlife and Natural Resource Area

- LAND USE**
- Regional Park and Open Space
  - Large and Medium Density Residential Development
  - Institution, Freeway and Transit Park
  - RESIDENTIAL**
  - Single-Family - 100,000 sq. ft.
  - Community - 75,000 to 100,000 sq. ft.
  - Rural - 100 to 200 Development Area
  - Rural Village
  - COMMERCIAL - INDUSTRIAL**
  - Service Center
  - Trade Center
  - Community Office
  - Specialty Center
  - Multiple Commercial Use
  - Industrial Area



BALTIMORE COUNTY  
OFFICE OF PLANNING AND DEVELOPMENT  
2001 LEE STREET, SUITE 100  
BALTIMORE, MARYLAND 21201

This is a guide plan. It is not a map. It is a guide to the various land use zones and symbols used in the official map. It is not a map. It is a guide to the various land use zones and symbols used in the official map. It is not a map. It is a guide to the various land use zones and symbols used in the official map.

The 1980 Guide Plan is a guide to the various land use zones and symbols used in the official map. It is not a map. It is a guide to the various land use zones and symbols used in the official map. It is not a map. It is a guide to the various land use zones and symbols used in the official map.





BALTIMORE COUNTY PLANNING BOARD

1980 GUIDEPLAN  
FOR BALTIMORE COUNTY, MARYLAND

ADOPTED JUNE 15, 1972



BALTIMORE COUNTY OFFICE OF PLANNING AND ZONING



TO —

GEORGE E. GAVRELIS  
director of planning, 1964-72

and

LESLIE H. GRAEF  
deputy director of planning, 1965-72

— who personally conducted many of the studies upon which the 1980 Guideplan is based, and who devotedly supervised the preparation of the plan itself. This first complete published edition of the Guideplan is dedicated to them, with the greatest esteem and with lasting affection, by their staff.

Published by the Baltimore County  
Office of Planning and Zoning

September, 1972

First Complete Edition  
(Second Complete Edition of Text)

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## I. INTRODUCTION

For nearly three centuries the land of Baltimore County was used almost exclusively for agriculture. But the twentieth century, particularly the last three decades, has been a period of great and irreversible transition. The County has burgeoned into a massive urban-industrial complex, an absolutely vital sector of the eleventh largest metropolitan area in the country. As a result, Baltimore County has acquired a double identity: urban in a wide belt around the city, largely rural beyond.

And change will continue. Some 12,000 new residents each year will swell the County's population. The 70's will see still more houses and schools built, more shopping and jobs provided, and more streets and roads constructed. In addition, rapid-transit lines will be established, town centers will be built, and open space must be secured—all this and more without turning the County's superb countryside into urban chaos. To avoid that chaos, plans are needed.

This is the 1980 Guideplan, the official master plan for Baltimore County. It is in two parts: the text and its tables and diagrams set forth background material and specific policies concerning various aspects of Baltimore County's growth through the 1970's; the Guideplan Map shows, in a very generalized way, how these policies may be applied through 1980 and beyond.

But this is not a plan to set the future course of the County's growth in concrete. As auxiliary studies are carried out, details not now specified will fall into place, emphases may change, and policies may be modified. A series of sector plans, reflecting these changes, will be brought to fruition—and they, in turn, will lead to proposals for future revision of the Guideplan. And these efforts will be integrated with revision of the County's Overall Program Design for planning and development, first adopted in 1971. For, if ever there was a truism, it is that master plans do not, and should not, remain static.

This Guideplan, then, is a culmination of the County's planning efforts to date. As such, it must serve as the basic framework for other major plans and programs, such as the County's Five-Year Capital Program and the County Comprehensive Water and Sewerage Plan, and it will be a basis for advice to government agencies and citizens as development proposals are formed.

Preliminary versions of the Guideplan have been the subject of twelve public hearings over a three-year period, and have undergone numerous review and modification sessions as fresh information came to the Board's attention during and after those hearings. (The preliminary versions provided the foundation for the 1971 comprehensive zoning maps.) The first comprehensive revision of the Guideplan is scheduled to begin in 1974.





## II. THE COUNTY NOW and in 1980

The County's citizenry numbered 621,077 in 1970, according to the Census--128,649 more than in 1960. Estimated population as of January 1, 1972 was 642,324, indicating an additional, 20-month increase of more than 21,000 persons.

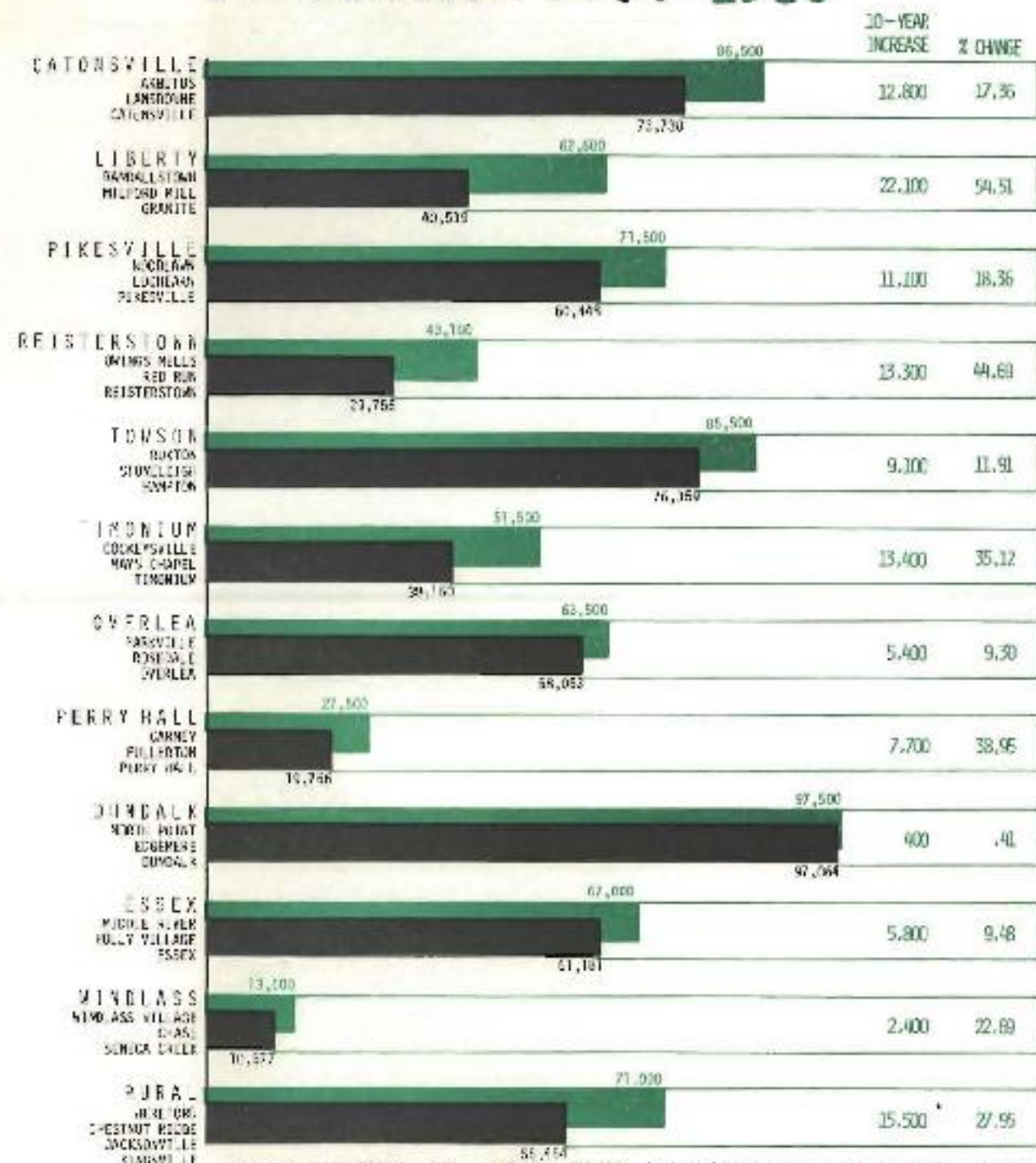
The 1970 figures show that 26.1 per cent of the people were less than 14 years old; 12.5 per cent were 14 to 20 years old; 50.2 per cent, 20 to 59 years old; and 11.2 per cent, over 60. 3.2 per cent of the population was black. Median family income in 1970 was \$12,081 per year--slightly more than \$3,960 per capita. Of the County's 162,375 families, only 5,610--3.5 per cent--had an income below the poverty level, as classified by the Bureau of the Census. Nine out of every ten citizens lived in the eleven town-planning areas of the urban-suburban belt surrounding Baltimore City.

The chart at right shows how the population was geographically distributed in 1970 and how that distribution is expected to change over the ten-year period.

According to current predictions, about 740,000 people will live in the County in 1980--119,000 more than in 1970. Nearly 17,000 acres of land will have to be developed to house and service these new County residents.

There is more than ten times as much land already zoned than will be needed to accommodate the urban-residential and industrial portions of this development. The ratio of commercially zoned land to land actually expected to be needed for the commercial development is much smaller--1.3 to 1--but still indicates a surplus. Reasoning in some degree will nevertheless be necessary, since not all of these existing development potentials will be in the right places at the right times. The table and map on page 3 show (among other things) how this land is to be used and the anticipated general locations of schools and highways to be constructed through 1980. (In addition to these, many of the facilities shown on the Guideplan Map are to be constructed after 1980.)

## POPULATION 1970~1980



BALTIMORE COUNTY TOTALS: 1970 population--621,077. Projected 10-year increase in population--119,505. Projected 1980 population--740,582.

\*Approximately one-third of the 10-year increase in the rural portion of the County is expected to occur in the Chestnut Ridge area, which will be designated as a town planning area some time before 1985.



# 1970~1980 LAND OCCUPANCY

and

1970 Inventory of Land Zoned for Urban Development

	1970 (acres)	10-YEAR INCREASE (acres)	1980 (acres)
<b>Land Occupied by Private Land Uses<sup>1</sup></b>			
Residential	54,700	3,800	58,500
Commercial	4,670	980	5,650
Industrial	12,840	1,470	14,310
<b>Land for Public Open Space and Private (Institutional) Open-Space Uses<sup>1</sup></b>	30,500	10,800	41,300
<b>Vacant Land Zoned for Urban Development in 1970<sup>1</sup></b>			
Residential	39,700	-	-
Commercial	1,305	-	-
Industrial	10,000	-	-

1. Source of 1970 figures: Regional Planning Council (unpublished data).

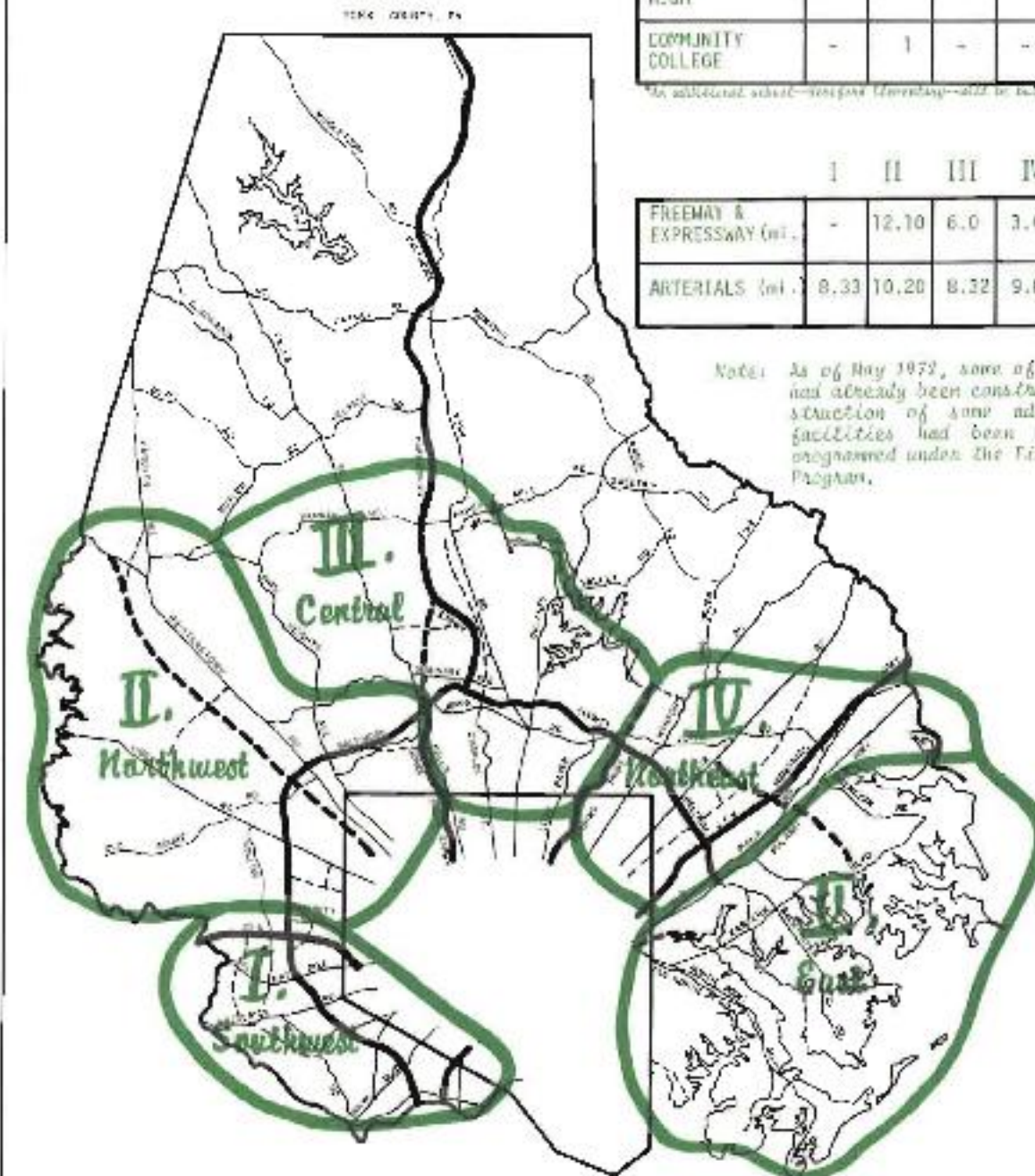
## NEW SCHOOLS and HIGHWAYS

	I	II	III	IV	V	TOTAL
ELEMENTARY*	3	5	3	2	2	15
MIDDLE/JR. HIGH	-	2	1	1	1	5
SENIOR HIGH	-	1	1	1	1	4
COMMUNITY COLLEGE	-	1	-	-	-	1

\*An additional school—senior high—will be added in the total area.

	I	II	III	IV	V	TOTAL
FREEMAY & EXPRESSWAY (mi.)	-	12.10	6.0	3.44	4.11	25.65
ARTERIALS (mi.)	8.33	10.20	8.32	9.83	1.32	38.00

Note: As of May 1972, some of the facilities had already been constructed, and construction of some additional public facilities had been budgeted for or programmed under the Five-Year Capital Program.





### III. POLICIES FOR THE COMING YEARS

The policies of this part of the Guideplan will be observed by the Planning Board in taking actions and making recommendations under the authority granted the Board by law. Since this Guideplan is a culmination of past planning efforts, these policies are not expressed in the same manner as the "goals" established under the County's much more recently prepared Overall Program Design--although there is no inconsistency between them. In the next revision of the Guideplan, the policies will be expressed in a format parallel to that of the Overall Program Design.

#### urban growth

Past trends toward a haphazard, over-increasing conversion of the rural environment to urban use--the process of urban sprawl--must be held in check: that is the only way that tax dollars can be found and intelligently spent to solve problems in areas already developed. The aims of the policies on urban growth are to organize and enhance present and future development in the County's urban area, allowing urban development only in selected, limited areas that are now rural; the latter areas are shown on the Guideplan Map.<sup>1</sup>

**POLICY NO. 1.** Urban growth should be accommodated--

- By development of vacant land within the 1972 urban-rural demarcation line;
- By providing sewerage and water-supply facilities to by-passed pockets of undeveloped or under-developed land; and
- By staged development of the "new-growth" areas--beyond the 1972 urban-rural demarcation line--shown on the Guideplan Map.<sup>1</sup>

**POLICY NO. 2.** The full range of modern public services should be furnished to the population in already-developed areas before, or as a concurrent requisite to, providing services that will allow urban development in the "new-growth" areas.

**POLICY NO. 3.** Essential urban facilities and services--transportation facilities and schools as well as sewerage and water lines--should be provided as new development takes place, not afterward.<sup>2</sup> In partly developed areas with critical deficiencies in these services and facilities, approval of new development should be withheld until it is assured that the facilities will be in place at the time of residential occupancy. New legislative tools to enable the County to do the latter will be considered by the Planning Board.

**POLICY NO. 4.** Steps should be taken to promote the retention of major privately owned institutions in their urban settings.

Policy No. 1 is specifically aimed at discouraging "leap-frog" development, or urban sprawl, beyond the urban fringes into the open countryside. Urban sprawl requires costly major extensions of sewerage, water lines, schools, roads, and other facilities and services, while undeveloped or under-developed land already provided with these services has remained idle. On the other hand, although there is clearly enough land within the urban-rural demarcation line to accommodate growth through the seventies, there is not necessarily enough land to offer adequate choice in location to both developer and resident; it is for this reason that there should be limited expansion of the urban area in the town planning areas of Timonium, Reisterstown, and Liberty.

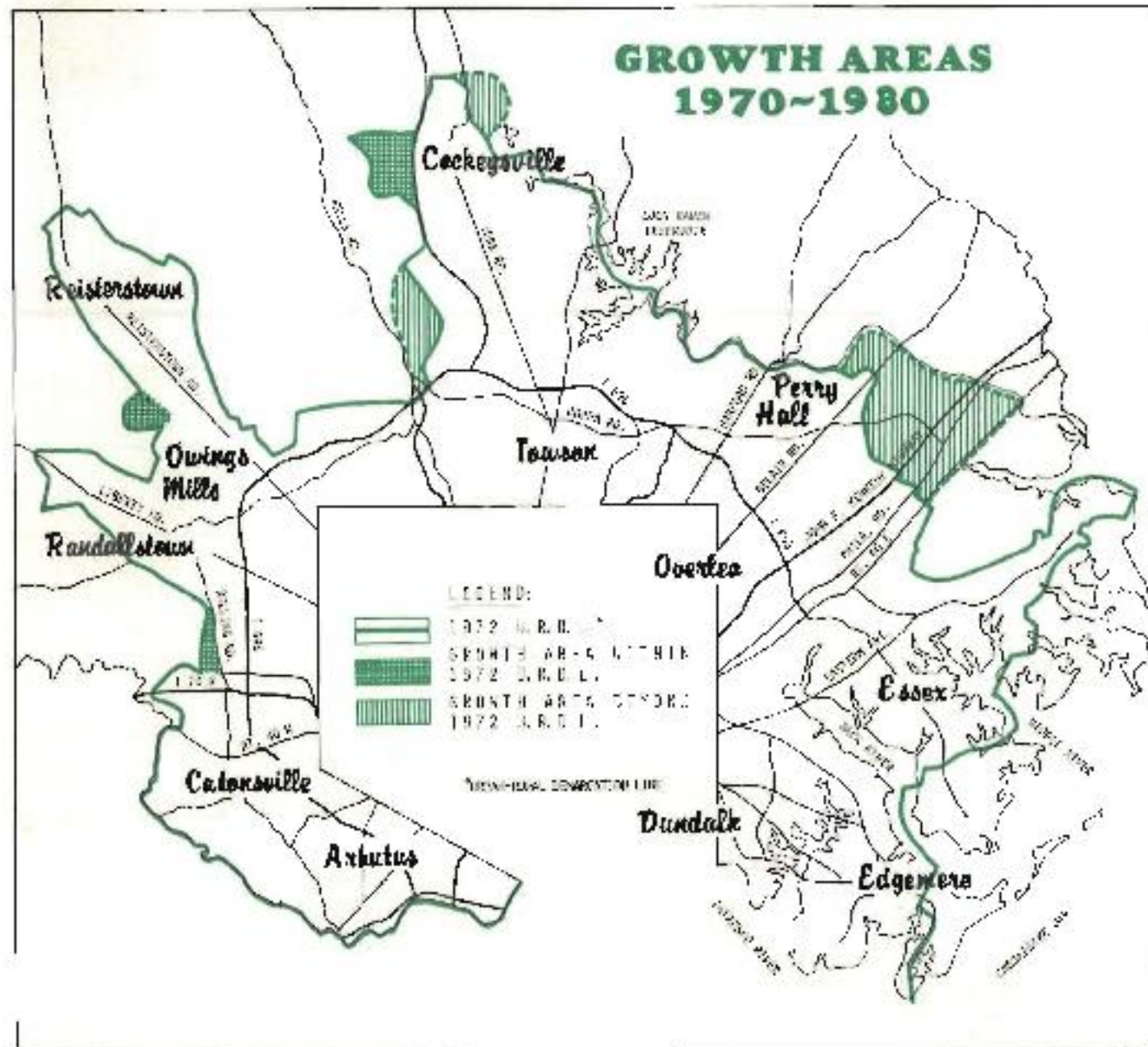
The "urban-rural demarcation line" referred to in Policy No. 1 and in the above discussion is established by the Planning Board under authority of the Zoning Regulations. It not only relates to the application of certain zoning classifications (R.D.P., R.S.C., C.R.), but serves as a policy guide for the Board in its recommendations on, among other things, utility extensions as proposed under the Capital Program and the Comprehensive Water and Sewerage Plan. The

1972 urban-rural demarcation line referred to in this plan was established by the Board on April 15, 1971.

Under Policy No. 2, problems relating to today's population have a higher priority when capital dollars are allocated. Health hazards in developed areas must be corrected. Old schools should be renovated or replaced, and any deficiencies in health, library, and police- and fire-protection services should be remedied either before or at the same time that services are provided for new development.

Policy No. 3 is designed to prevent any future need for the kinds of remedial actions to which Policy No. 2 is addressed.

Under Policy No. 4, the County will exhaust all other alternatives before recommending the construction of roads or other public improvements that might cause relocation of such privately owned low-density uses as golf courses, schools and colleges, and certain hospitals, which, in addition to their primary functions, provide some of the amenities of open space for residents nearby.



1. 1970-80 urban-fringe growth areas both inside and outside the urban-rural demarcation line are shown on the map at right.

2. Sewerage and water lines have long been required as intensive development has taken place; transportation facilities and schools have usually followed some years later.





## the urban development pattern

The efficiency and much of the quality of life in the metropolitan area can be largely determined by the pattern of urban development. A rational pattern reduces travel times and distances as well as public expenditures on utilities and other services, and it can reduce the tendency toward encroachment of incompatible uses on residential areas. It is the primary function of Policies Nos. 5, 6, and 7 to promote such a pattern, although other policies clearly can contribute toward that goal.

**POLICY NO. 5.** New development in out-lying areas should be designed in accord with a rationally describable form, such as the Guideplan model development form described below.

**POLICY NO. 6.** Where public improvements are to be installed in areas already developed or partially developed, the locations and sizes of those improvements should be determined under standards formulated in accordance with the Guideplan model, or determined under such alternative comprehensive sets of standards as may be established by the Planning Board after the adoption of this plan.

**POLICY NO. 7.** The most intensive residential and commercial development, such as high-rise apartment and office buildings and "regional" shopping complexes, should take place in sector and town centers as designated on the Guideplan Map, where access is or will be optimized by such facilities as ring roads and rapid-transit stations. Development of medium-high intensity—typified by buildings six to eight stories high—should take place in designated community centers, where similar central accessibility features are planned.

The Guideplan model development form, first officially described in the Preliminary 1980 Guideplan published in 1969, is one pattern that the Planning Board believes would serve as a framework for development that would contribute to the efficiency and well-being of the County's citizens. Neighborhoods, communities, and towns are the principal "building blocks" of the model.

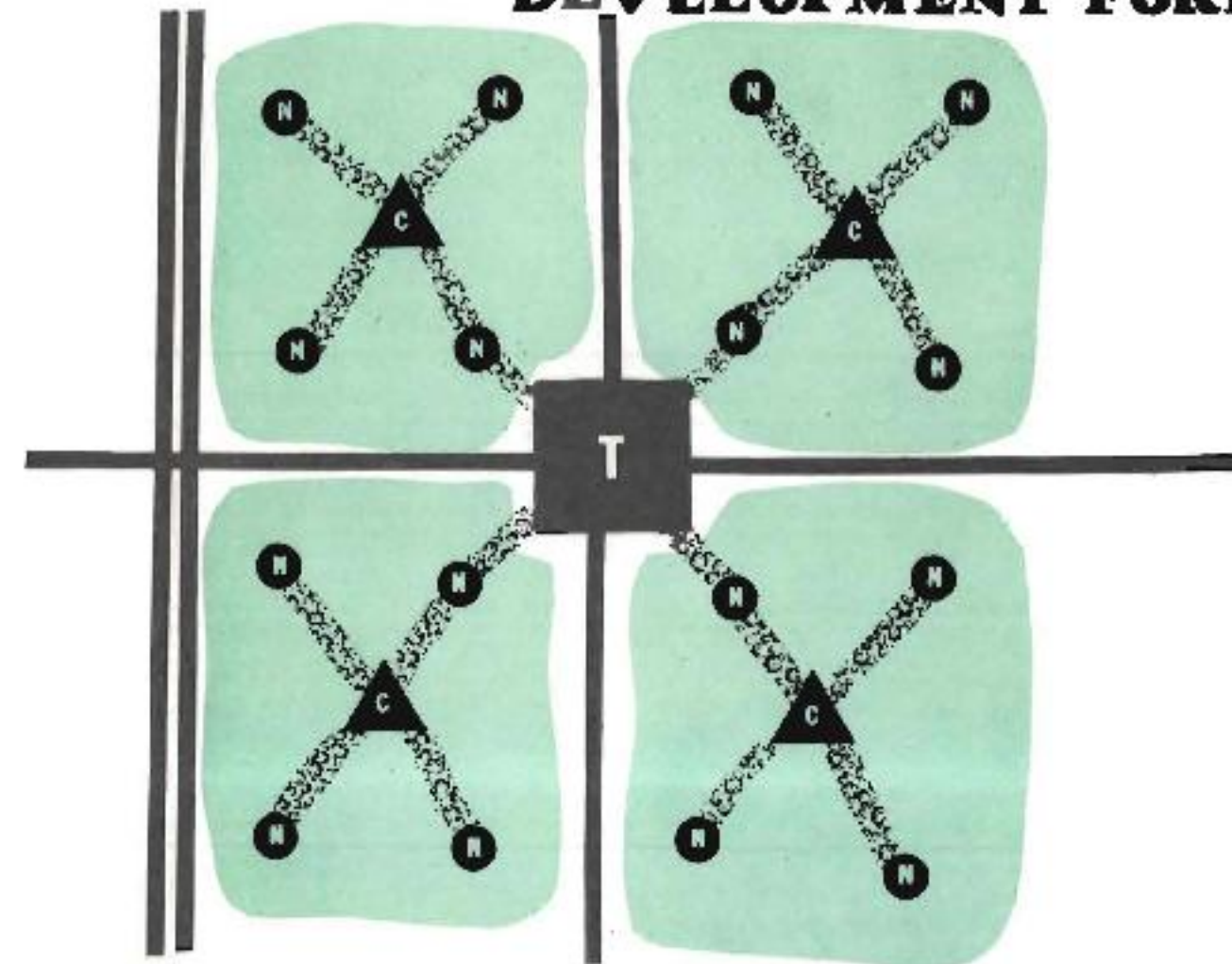
The neighborhood is the smallest level at which a significant, supportable combination of public and private services is provided—desirably in a close-knit center—for a concentration of people. It has a population of 1,000 to 3,000 families, and an area determined by the maximum practical walking distance from home to elementary school—3/4 of a mile or less.

The community consists of three to five neighborhoods grouped around a number of public facilities clustered together with a cohesive shopping center of 25 to 35 acres. The total population might range from 20,000 to 30,000 persons or more. The community center includes a middle or junior-high school, a high school, a recreation center, shopping facilities, some fairly high-density residential buildings, and buildings for various other public and institutional functions. It is also an appropriate location for a fire station, a post office, a library, churches, and a health center.

The town (which is also called a "town planning area") consists of three to five communities oriented toward a central complex of many major public and private facilities; population can range from less than 100,000 to more than 150,000 people. Its center is the prime cultural and social focus within a given large area of the metropolitan region. At this level, large and highly specialized comparison-goods stores and major educational institutions can be supported. The town center may contain a large library, police and fire stations, a post office, and a host of professional and governmental offices and service facilities.

Still larger is the sector. A town center that includes facilities providing a significant degree of service for residents of other towns is considered a sector center, and the area embracing the towns served is a sector. A sector may include a fourth to a third of Baltimore County's present urban area.

## GUIDEPLAN MODEL DEVELOPMENT FORM



**THE TOWN**  
Typical Characteristics  
-100,000 persons  
-6,000 acres  
-community college,  
library, primary  
public services  
-department stores, other major  
commercial services



**THE NEIGHBORHOOD**  
Typical Characteristics  
-6,000 persons  
-400 acres  
-elementary school, recreation center,  
primary public services  
-food and drug, other commercial services



**THE COMMUNITY**  
Typical Characteristics  
-30,000 persons  
-1,600 acres  
-1st and 2nd high school-recreation  
center, primary public services  
supermarket and variety stores, other  
commercial services

**FREWAY**

**ARTERIAL**





## transportation

A region's transportation system is a major determinant of the urban development pattern--and, therefore, of how efficiently people's needs are accommodated. A properly organized, well-operated, balanced transportation system meets the travel needs of all residents and businesses and allows for (even encourages) new growth.

An incomplete system, such as one that lacks rapid transit, may not accommodate the travel needs of the elderly, the poor, or others unable to drive. Also, where mass transit is inadequate, highway users spend excessive time in daily travel and suffer frequent traffic jams, merchandise is subject to shipping delays, and, ultimately, urban sprawl results.

But there is obviously more to a balanced transportation system than just transit--as vital as that is. The policies in this section are also concerned with major highways, local streets, pedestrian ways, bicycle trails, and airports.

**POLICY NO. 8.** Radial and circumferential bus service should be improved immediately.

**POLICY NO. 9.** A complete rail-rapid-transit system should be constructed, and in a manner that (a) will provide access to present as well as future employment centers from both present and future major residential areas in the region, and will serve designated town and community centers; and (b) will generally provide mutual access between Baltimore City and the surrounding counties. Detailed planning for this system should be completed by the Mass Transit Administration, with County cooperation, as soon as possible. The feeder-bus system should be expanded to support the rapid-transit system as it goes into operation.

**POLICY NO. 10.** The present highway network should be expanded and modernized to the point that it will allow stable traffic flow with minimum congestion, making maximum use of the highway funds to be generated by the recent State-gasoline-tax increase. A bridge or other crossing--"the northern Bay crossing"--should be planned, so that convenient travel between the northern part of the Baltimore Region and the Eastern Shore may be assured in the future. Also, the County should establish stringent controls (a) to regulate private access to roads leading to or from the interchanges between arterial streets and freeways or expressways; and (b) to regulate access to class II commercial motorways<sup>3</sup> and other arterial streets where an unrestricted-access policy has not yet been established.

**POLICY NO. 11.** The widths of future streets should be more closely related to their functions, as indicated by studies made in preparation of the "Comprehensive Manual of Development Policy"; in particular, local streets should be narrower than has been required in the past.

**POLICY NO. 12.** A system of pedestrian ways and bicycle trails should be established throughout the County, to meet both transportation and recreation needs.

**POLICY NO. 13.** Encouragement should be given to the development of permanent, publicly accessible general-aviation airports.

<sup>3</sup>Class II commercial motorways are designated by the County Council in accordance with provisions of the Zoning Regulations. C.S.-2 zoning districts, within which "restrictive site accessibility standards" are appropriate, are established along these roads.

## industry

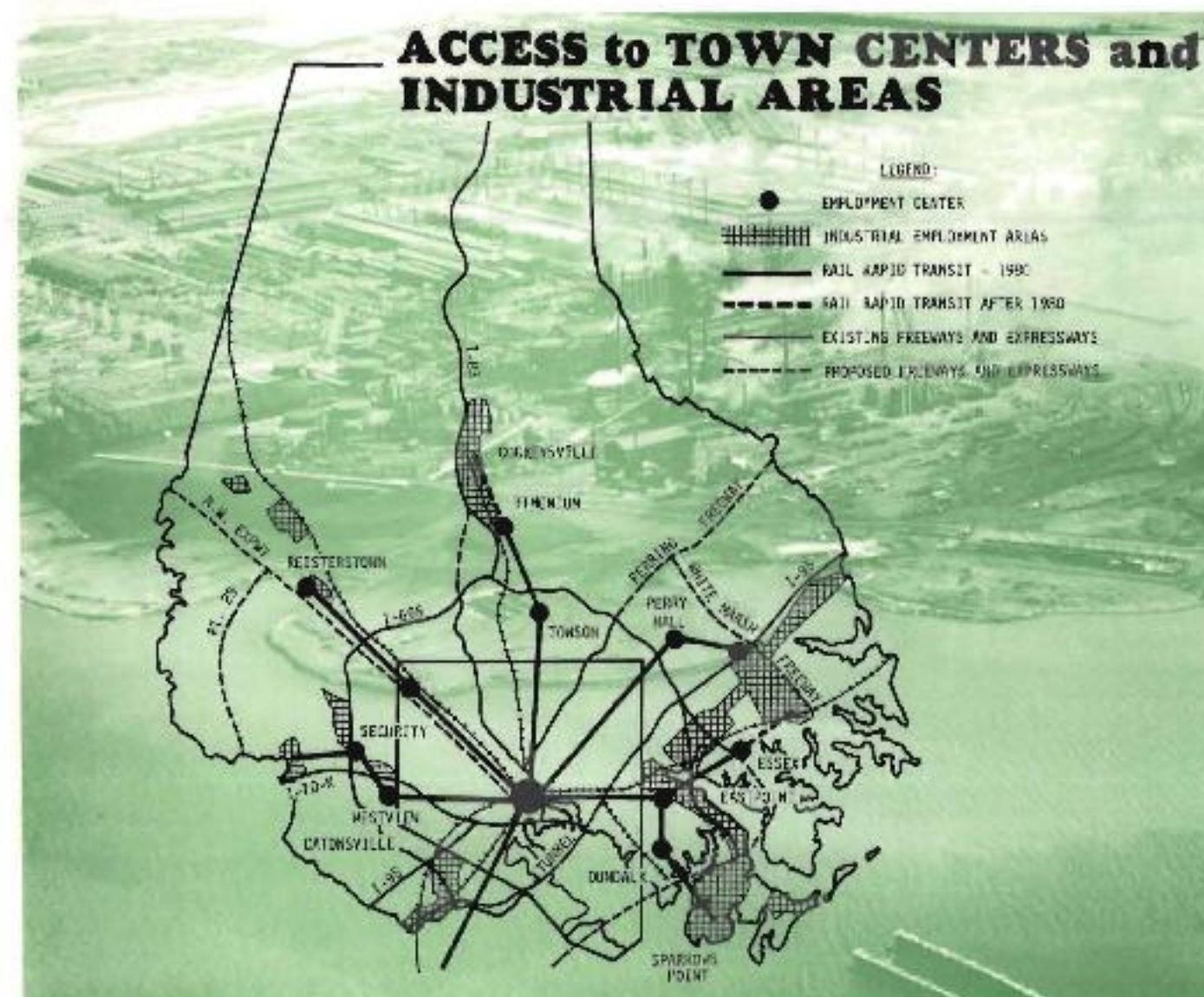
From the table on page 3 it would appear that the County has a 68-year supply of industrial land--10,000 acres, being used at the rate of 147 acres per year. However, investigation reveals that nearly 60 per cent of the vacant land lies in the coastal plains of Eastern Baltimore County, while only slightly more than 13 per cent remains in those parts of the County closest to the fast-growing Baltimore-Washington corridor.

Much of the vacant land is not yet ready to be utilized, since essential public facilities of one kind or another (sewers, water lines, roads) are lacking. As competition for available industrial land increases, it

will become critical that vital services be provided at an accelerated rate.

**POLICY NO. 14.** The inventory of industrial land should be reduced by about 10 per cent in the coastal plains of the County, while the inventory in the Southwest and Western parts of the County should be increased to take advantage of those areas' location within the Baltimore-Washington corridor.

**POLICY NO. 15.** Planning, programming, and installation of public facilities to serve industrial land should be accelerated in order to promote increased industrial development.



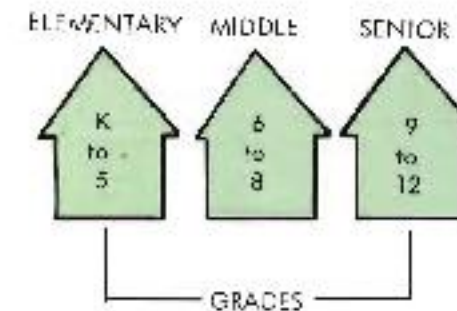




## education

Until 1969, the schools in Baltimore County were mostly organized along traditional lines, with elementary schools accommodating grades one (or kindergarten) through six; junior high schools, seven through nine; and senior highs, ten through twelve. Since then, the Baltimore County Department of Education has adopted a structure generally known as the "middle-school system," under which only kindergartens and grades one through five are allocated to elementary schools, grades six through eight to middle schools, and grades nine through twelve to high schools. The following policy is a direct reflection of that change.

### MIDDLE SCHOOL SYSTEM



**POLICY NO. 17.** In areas already developed, the middle-school system should be established if and when it is practical to do so. In areas yet to be developed, new schools should conform to the middle-school system structure, the elementary schools to be established at neighborhood centers and middle and high schools at community centers, as described in the section on the urban development pattern (page 5). In many cases, the middle and high schools should be constructed on joint or adjoining sites.

Because the feasibility of expanding existing senior high schools to accommodate the ninth grade has not yet been determined, it is recommended that further study be undertaken before the middle-school system is established throughout the County.

Since the early 1950's, Baltimore County has been committed to the policy of developing schools and parks as joint facilities--school-recreation centers. This policy has yielded such extraordinarily successful results that no change is being recommended. It should be noted that school-recreation centers accommodate much more than just educational and recreational needs, having served as places for meetings of area residents, polling places, centers for health campaigns, and locations for all kinds of neighborhood and community activities.



## housing

The need for housing for families of low and moderate income has been apparent for some time, and this critical problem must be solved. More recently, the need for more and better housing within the reach of families with greater incomes has also become apparent, and so has the need to place homes nearer--or more convenient to--jobs. Action is needed on all fronts.

**POLICY NO. 16.** New housing construction should offer the widest choice of housing for both new and old residents of the County through--

- a) Residential development near employment centers or at locations with good accessibility, so that the journey to work will be short; and

- b) Utilization of selected State and Federal programs to bring housing costs in areas throughout Baltimore County within the reach of families with incomes of \$12,000 or less per year.

The County-wide zoning map adopted in 1971 may have established adequate potential housing densities near employment areas through all or most of the 70's. The policies in the section on transportation and their expression on the Collegeplan Map are designed to promote adequate highway and transit facilities between employment centers and residential areas removed from them. To further Policy No. 16-b, a housing study and preparation of a housing plan are now in progress.





## open space

In planning the future environment of the County, parks and other open spaces offer values well beyond those just of play. They serve significantly in the physical structuring of the pattern of development, for example. The traditional concept of open space has been broadened to include not only those areas actively used, but also those areas--public and private--accommodating passive recreation or simply providing strips or islands of green. For what would life be like if streams and their valleys, if wooded areas, or if rugged land is not preserved? Clearly, these lands as well as spaces for active recreation must be secured.

**POLICY NO. 18.** Open spaces of all sizes should be set aside and recreation facilities should be provided to accommodate the fullest range of recreational activities for Baltimore County's neighborhoods, communities, and towns. At minimum, 7,830 acres beyond what has already been secured should be set aside by 1980, allocated as follows:

Locality parks and play-grounds	550 acres
Recreation-area portions of school-recreation centers	1,430 "
Stream-valley parks	870 "
Waterfront parks	930 "
Area parks	1,930 "
Other public open spaces	2,120 "
	7,830 acres

This policy applies to both presently developed areas and areas of new growth.



**POLICY NO. 19.** Corridors of open space should be maintained around the present urban area and, to the extent possible, around and between present and future towns. Where not publicly acquired, these spaces should be reserved through securing scenic easements or purchasing development rights, or, in certain cases, through zoning.

**POLICY NO. 20.** The practice of donating or bequeathing desirable lands to the County for open-space use should be better publicized, so as to generate more interest among possible donors.

Many of the local parks and other open spaces contemplated under Policy No. 18 (and not reflected in the table or Guideplan Map) are being acquired through the dedication of flood plains and local open spaces required of developers when their subdivision plans are approved. Other lands are being purchased by the Department of Recreation and Parks and by the Maryland State Department of Forests and Parks, while a few are acquired as gifts or bequests. But if the major portion of the open-space pattern is to be secured, more emphasis must be placed on the acquisition of "regional" open spaces. Techniques other than outright purchase--such as the purchase of certain development rights, in the absence of more economical ways--will have to be investigated and, where feasible, utilized. In areas of permanent agricultural use or very-low-density residential development, application of a new or revised zoning classification could be a sufficient means.

Most of the open spaces shown on the Guideplan Map would be in areas that are not easily developable and in other areas that are not presently subject to heavy development pressures. This is not so, however, of the designated land on the undeveloped waterfront or of the waterfront land being used by the United States government. Acquisition priorities must be high in the case of the former, and the County must be ready to step in at once when and if the latter is vacated and declared surplus by the Federal government.



## conservation of rural areas

As indicated both in Part II and in the section on urban growth, there is plenty of land in Baltimore County's urban area to accommodate growth for some time to come. The converse of this is that there is certainly not any current need for urban development in the County's rural areas. These lands are a legacy for the future; today's planning cannot--and should not--determine precisely how they will be used. But planning can say what the possibilities are. And planning can surely make recommendations on what should not happen in the rural area now, if rational decisions are to be made in the future.

The proper future possibilities are three: agriculture (the need for which may be much greater than presently thought), public or semi-public open-space uses (including low-density institutions), and development at the urban-intensity level. Yet, the specter of uncontrolled acre-lot development over Baltimore County's vast countryside threatens to proscribe the first two possibilities. And, while acre-lot housing is in itself a form of urban development, by no means can it be said to constitute any economic or rational pattern. Acre-lot development first overburdens the land (septic tanks and private wells usually must be employed initially) and then overburdens the taxpayer--because of the extremely high costs incurred when the inevitable sewers, water lines, schools, roads, and other services and facilities have to be provided for development of this density.



Are public sewerage and water lines really an ultimate necessity for acre-lot residential development? They certainly are, if the health authorities are right. Baltimore County's health department, in particular, has supported a three-acre minimum. The following is quoted from a 1971 report:<sup>4</sup>

[The] review [in the report] of research on septic disposal systems indicates the great degree of uncertainty and doubt as to the ability of septic systems to function adequately over a period of years. The fact that they can cause ground-water pollution has also been underscored. The record would indicate a critical need for strict regulations to prevent serious problems from arising. The three (3) acre minimum lot size would help to accomplish this end....

Based on [the] Health Department surveys [described in the report] it was learned that most septic system failures are caused by lack of maintenance, soil saturation, and inadequate or small lot sizes....

The lesson to be learned here is that similar conditions should be prevented from occurring in the yet undeveloped areas of the County, and especially those outside of areas planned for public sewer and water facilities before 1980. The three (3) acre minimum lot size along with the other regulations [proposed by the health department at the time of this report's publication] are designed to provide this safeguard. Specifically, the three (3) acre lot size will provide sufficient area for the proper installation and, if necessary, replacement of septic systems and, in addition, will allow proper separation (10' feet) between the septic system and well.

And, regarding water supply, the report offers similar conclusions. The following is from the summary (page 3):

...Baltimore County is dominated geologically by the Keshikon and Baltimore Chert formations. These two formations have unpredictably and low water yield characteristics.

...Baltimore County records indicate that between 1961 and 1970, it was necessary to replace 871 wells in Baltimore County because of inadequate yields or pollution or both. Over 45 percent of these were located in areas where no public utilities are planned until at least 2010.

...The Baltimore County Health Department requires 400 gallons per day per household. This report shows that the minimum lot size necessary to assure 400 gallons of water per household is at least three acres.

The present R.D.P. (Rural: Deferred-Planning) and R.S.C. (Rural-Suburban: Conservation) zoning classifications establish a minimum lot size of only one acre, although such higher standards were recommended by the Planning Board when it first proposed these classifications. The former, R.D.P., is an interim classification originally intended to prevent any significant development in a given area until urban services are provided and an appropriate urban zoning classification could be applied. The latter, R.S.C., is intended to be a permanent classification applied to areas where it is not expected that sewerage and water-supply services will be provided even in the future. But to reiterate: acre-lot standards are not effective in holding land open, and areas developed in acre lots eventually require public water-supply facilities and sewerage at an extremely high cost per housing unit. If these two zoning classifications are to be effective tools in carrying out the rural conservation policies, the minimum lot area under each of them will have to be raised to at least three acres.

Land-use plans for rural areas may be formulated in two ways. If a new town or community is to be developed under the recently adopted unit-development provisions of the Zoning Regulations, the plan for that area will be prepared by the developer, subject to modification by the County. Otherwise, the preparation and adoption process will be the same as, or similar to, the process under which this plan has been established.

It is important to note that the Guideplan Map already affirms that some of the areas beyond the urban-rural demarcation line should be public open space. Still other rural areas are identified as being appropriate for public open space or permanent large-lot development and low-density institutions (which probably will not require public sewerage or water lines).

As indicated on the Guideplan Map, limited expansion should be allowed in the rural centers of Kingville, Jacksonville, and Hereford.<sup>5</sup> These are places where the County should assure the establishment of limited-capacity sewer and water systems.

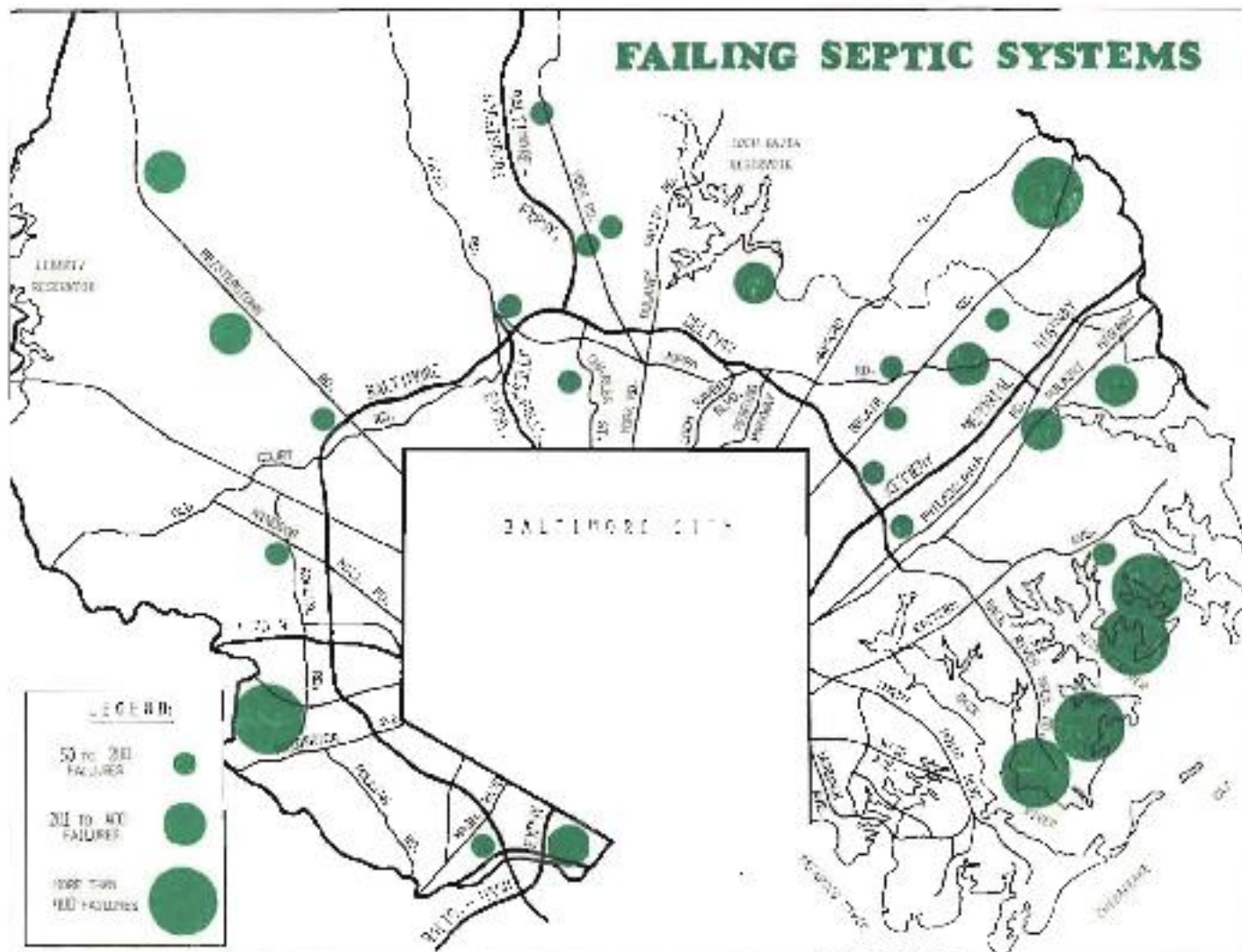
**POLICY NO. 21.** The present character and condition of most of the land outside the 1972 urban-rural demarcation line<sup>6</sup> must be preserved until its future use may be rightly determined by an adopted land-use plan. In the interim, low-density institutions should continue to be permitted, some very-low-density residential development (minimum lot area of three acres) should be allowed, and limited expansion of selected rural centers should be permitted in order to provide for normal growth of the rural population. (The areas to which this policy does not apply are those described under Policy No. 1-c.)

**POLICY NO. 22.** Installation of community facilities such as major highways and utilities should not be programmed for rural areas beyond the new-growth areas when the primary effect would be to generate urban growth, until such time as the programming of such facilities may be authorized in accordance with an official land-use plan.

4. "Rationale for Three Acre Minimum Lot Size Requirement Outside of Areas to be Served by Public Utilities" (1971). Maryland: Baltimore County Department of Health, 1971, page 5. Emphasis added.

5. See discussion under policies in section on urban growth, page 6.

6. The Guideplan Map so indicates by designating each of these centers as a "Rural Village."







## water quality

The three water reservoirs and the 173 miles of bayfront are threatened by the prospect of development as they never have been before.

The Baltimore County health department's 1971 report on a three-acre minimum lot size (also quoted in the section on conservation of rural areas, pages 8 and 9) had this to say about the reservoirs:

The pollution of Loch Raven, Frattleybay and Liberty Reservoirs has been well documented by State, County and City health and public works officials. The steady increase in pollution has caused grave concern. The three-acre minimum lot size requirement [proposed at the time of the report's publication] would be a strong safeguard against further pollution by preventing excessive runoff, thus limiting contamination of ground and surface water from faulty septic systems and other forms of pollution arising from more dense development.<sup>7</sup>

It is imperative that the reservoirs' watersheds be preserved. Right now, new development is taking place without sewer and water services; aside from the inevitable pollution from septic-tank effluent, there is a danger of surface-water runoff, further contaminating the region's major sources of drinking water.

And conservation must become the rule along the bayfront. Here again, there has been development without sewerage, and surface-water runoff is becoming an additional problem.

**POLICY NO. 23.** Only development of very low intensity should be permitted in the reservoir watersheds.

**POLICY NO. 24.** A land-use plan for the waterfront should be established. To that end, County and other government agencies should complete current studies relative to waterfront development and the Chesapeake Bay, including studies relative to Hart, Miller, and Pleasure Islands; but, until the plan is officially adopted, no major private development, road improvements, or installation of sewerage or water lines should take place, except those utility installations required to correct existing public-health hazards.

## additional implementation measures

A master plan that does not contemplate its own implementation is no plan at all.

In many of the policies set forth in previous sections, implementive measures are either specifically stated or are so implicitly a part of the stated objectives that explicit statements would be redundant here. Therefore, each of the policies below is one that clearly relates to several of the policies preceding.

**POLICY NO. 25.** Sewerage and water lines should be extended where they will contribute to orderly, staged development or where they are necessary to correct existing health hazards. In other cases, their extension should not be allowed.

**POLICY NO. 26.** The Planning Board will continue to formulate and revise policies to promote efficient and environmentally adaptive land development in the urban area of the County, as envisioned under the "density" residential zoning regulations established under County Council Bill No. 100 of 1970. Further, use of the unit-development<sup>8</sup> zoning regulations, adopted under the same bill, should be encouraged and the establishment of unit developments within the urban-rural demarcation line should be promoted.

**POLICY NO. 27.** Modernization of the County's various land-use controls, such as the zoning and subdivision regulations, should be continued. First priority should be given to revision of the subdivision regulations, but all zoning and subdivision controls and certain other land-use controls ultimately should be incorporated within a comprehensive development code.

**POLICY NO. 28.** The subject of taxation will be studied by the Planning Board, in order to:

- a) Determine the effects that present tax practices have upon land use and upon the implementation of comprehensive plans; and

- b) Learn whether there are alternative tax practices that would better promote development in accordance with this plan and with comprehensive planning goals in general, so that appropriate recommendations may be made.

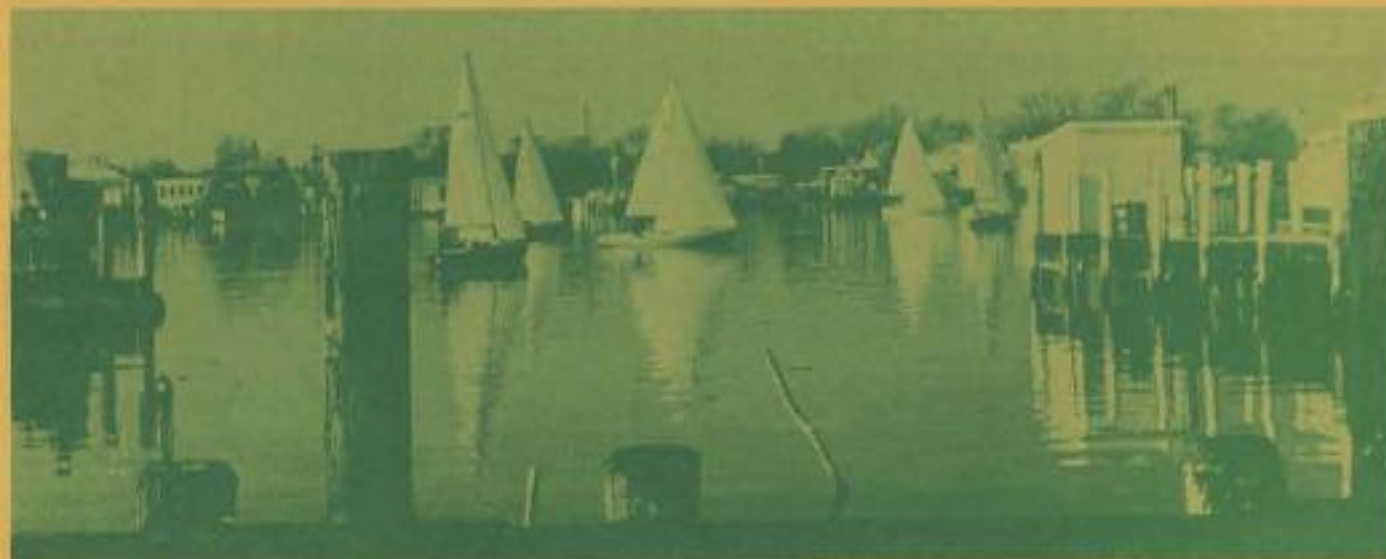
**POLICY NO. 29.** This Guideplan being a master plan for the County, the Planning Board will notify appropriate County agencies of the establishment of this plan and of the stipulations under Section 22-16 of the Baltimore County Code 1968, which section requires that "the governing body or other public agency having jurisdiction over the subject matter of...the master plan, before taking action necessitating the expenditure of any public funds incidental to the location, character or extent of one or more projects thereof, shall refer the proposed action involving such specific project or projects to the planning board for review and recommendation, and shall not act thereon without such recommendation or until forty-five days after such reference shall have elapsed without such recommendation. This requirement shall apply to action by a housing, parking, highway or other authority, redevelopment agency, school board or other similar public agency...."



<sup>7</sup> "Rationale for Three Acre Minimum Lot Size...." page 4.

<sup>8</sup> Unit development is more often called "PUD" - for planned unit development.





## IV. THE GUIDEPLAN MAP

The Guideplan Map, which accompanies this text, is an equally important and an inseparable part of the Guideplan. Although the map is "generalized"--not prescriptive of specific locations--it nonetheless has force. From the time of its adoption, all public and private land-use proposals within its purview will be measured against it by the Planning Board.

Three aspects regarding the Guideplan Map need emphasis or explanation here.

First, parts of the town planning areas designated as Liberty, Reisterstown, Chestnut Ridge, Windless, and Essex are not "new-growth" areas for the 1970-1980 period.<sup>9</sup> Development of these areas should take place after 1980, and internal planning for them now would be premature.

Second, while no northern Bay crossing is shown on the map, it is still recommended--as indicated under Policy No. 10--that such a crossing eventually be built. The Planning Board will amend the Guideplan Map to show a northern Bay crossing after further studies of alternative locations.

Third, designations of possible locations for joint utility and maintenance use by various County agencies are also omitted, pending further study with respect to locations and other factors. But the principle that joint utility-maintenance centers should be developed is still endorsed by the Planning Board.

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Official master-plan maps have been adopted for various parts of Baltimore County over the past years, and much of the Guideplan Map can be considered as a composite of those earlier documents. But this is the first official County-wide master plan map in the County's history.

The official Guideplan Map is on file in the Office of Planning and Zoning. The copy published here, smaller in scale, omits certain items in the interest of legibility. Every effort has been made, however, to indicate the major substantive proposals reflected on the official map.

<sup>9</sup> 1970-80 urban-fringe growth areas both inside and outside the urban-rural demarcation line are shown on the map on page 4.



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NOTE: Most of the County publications listed above are out of print, but all may be perused in the Office of Planning and Zoning, 301 Jefferson Building, Towson. Some of the out-of-print publications are available on loan.

\*Area master plans have also been adopted—but without reports—for the First, Third, Fourth and Thirteenth Election Districts. Under the resolution adopting the 1980 Guideplan, all area master plans have been rescinded to the extent that they are inconsistent with the Guideplan.

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This edition of the Guideplan includes a table of contents and certain other items added by the planning staff of the Office of Planning and Zoning, as authorized by the Planning Board in its resolution of adoption. In general, these additions are printed in type of this style (script) or in condensed type.