

# BALTIMORE COUNTY MASTER PLAN 1979 - 1990



**land use element**

**1**

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BALTIMORE COUNTY MASTER PLAN

PHYSICAL DEVELOPMENT PLAN

PART I

LAND USE ELEMENT

November 19, 1979

This volume is one of six that were adopted by resolution by the Baltimore County Council November 19, 1979, as the Baltimore County Master Plan . The text of the County Council Resolution adopting the Plan, Resolution No. 71-79, is set out on the following pages.

The six volumes that were adopted as the Baltimore County Master Plan are entitled:

THE PHYSICAL DEVELOPMENT PLAN: PART I LAND USE ELEMENT

THE PHYSICAL DEVELOPMENT PLAN: PART II TRANSPORTATION ELEMENT

THE HOUSING AND COMMUNITY PRESERVATION PLAN

THE PUBLIC FACILITIES PLAN: PART I COMMUNITY SERVICES

THE PUBLIC FACILITIES PLAN: PART II UTILITIES

THE OPEN SPACE AND RECREATION PLAN

COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND

Legislative Session 1979, Legislative Day No. 22

RESOLUTION NO. 71-79

Mr. Norman W. Lauenstein, Councilman

By the County Council, November 19, 1979

WHEREAS, by Article XI-A of the Maryland Constitution, the General Assembly is authorized to provide a grant of "express powers" to counties that form a charter government; and

WHEREAS, by Article 25A, Section 5 of the Annotated Code of Maryland, the General Assembly has designated the "express powers" to be granted to charter counties, which powers include the power to enact local laws for the protection and promotion of public health, safety and welfare, relating to planning, zoning and subdivision, and to pass all ordinances, resolutions or bylaws that may be necessary and proper to execute and enforce any of the powers expressly enumerated; and

WHEREAS, the people of Baltimore County in accordance with the Constitution and Laws of the State of Maryland have adopted, ordained and established the Baltimore County Charter; and

WHEREAS, pursuant to provisions of the Charter and of the County Code, the County is responsible for planning for the future growth and development of the County, including the preparation of a Master Plan; and

WHEREAS, pursuant to Section 523 of the Baltimore County Charter, the Master Plan shall be a composite of mapped and written proposals setting forth comprehensive objectives, policies and standards to serve as a guide for the development of the County; and

WHEREAS, the Charter provides that the Office of Planning and Zoning prepare and revise a Master Plan at least every ten years, the previous such revision being accomplished in 1975; and

WHEREAS, pursuant to Section 523 of the Baltimore County Charter, the County Council has the responsibility to accept or modify, and then adopt by resolution, a Master Plan which it receives from the Office of Planning and Zoning; and

WHEREAS, the County Council has caused to be prepared by consultants and staff, at great expense to the taxpayers of Baltimore County, a comprehensive growth management planning study which has been accomplished over the past three years; and

WHEREAS, the elements of said planning study together comprise a Master Plan, containing objectives, policies and standards, and a composite of mapped and written proposals serving as a guide for the physical development of the County; and

WHEREAS, the Planning Board of Baltimore County has held public hearings on the Master Plan and on the elements thereof and has recommended the adoption of certain elements of that Plan; and

WHEREAS, the Office of Planning and Zoning has submitted to the County Council a Master Plan, entitled "Recommended Baltimore County Master Plan 1979-1995", with accompanying map entitled "Baltimore County Master Plan Land Use Plan"; and

WHEREAS, the County Council has held a public hearing on the Master Plan on September 11, 1979.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND, that the Master Plan submitted by the Office of Planning and Zoning and adopted by the Baltimore County Planning Board, including mapped and written proposals, are hereby amended and modified, and as so amended and modified, are hereby adopted and declared to incorporate and be comprised of the following written and mapped components, which will serve as a guide for the development of the County, and which may be subject to such further modifications as deemed advisable by the Baltimore County Council:

"Baltimore County Master Plan 1979-1990" Written Components, maps, errata and addendum thereto, as follows:

SECTION I

Baltimore County Growth Management Program Physical Development Plan, Part I, Land Use Element.

SECTION II

Baltimore County Growth Management Program Physical Development Plan, Part II, Transportation Element.

SECTION III

Baltimore County Growth Management Program Housing and Community Preservation Plan.

SECTION IV

Baltimore County Growth Management Program Open Space and Recreation Plan.

SECTION V

Baltimore County Growth Management Program Public Facilities Plan, Part I, Community Services.

SECTION VI

Baltimore County Growth Management Program Public Facilities Plan, Part II, Utilities.

BE IT FURTHER RESOLVED, that, using the Baltimore County Master Plan 1979-1990 herein adopted as a guide, the County Council intends to proceed with development of an overall growth management program for the implementation of the Master Plan, said program to include revised zoning maps, zoning rules and regulations, subdivision rules and regulations, a capital improvements program, community plans, including but not limited to Owings Mills and Whitemarsh, and such other legislation, regulations, policies and programs as may be necessary; and

BE IT FURTHER RESOLVED, that until said overall growth management program and implementation measures can be adopted, the Office of Planning and Zoning, the Baltimore County Council and all other departments, agencies and officials of the County, in the exercise of any powers, authority, duties or responsibilities related to actions impacting on land use, growth or development, including planning, zoning and subdivision activities, in the County, shall consider the objectives, policies and standards of the Master Plan.

BE IT FURTHER RESOLVED, that all programs and construction projects initiated by the County be in concert with or further the goals and objectives stated in the Master Plan adopted in this resolution, and further that the Director of the Office of Planning and Zoning make such an evaluation of each and every such project and program and forward said evaluation to the County Executive and the County Council for their consideration.

BE IT FURTHER RESOLVED, that supplementary to and in conformity with the Master Plan, the agencies of Baltimore County engage in an ongoing process which includes water, sewer, and solid waste management planning, management of the coastal zone of Baltimore County, designation of areas of critical state concern, specific area plans, and plans devoted to capital improvements and other facilities. It is intended that such plans, upon enactment by the County Council and as amended from time to time shall be incorporated in the Master Plan by reference.

BE IT FURTHER RESOLVED, that the County Council intends to approve a land use map to be part of the Master Plan concurrently with the adoption of the 1980 Comprehensive Zoning maps.

BE IT FURTHER RESOLVED, that the Planning Board forward to the Council, upon completion of the elements governing growth in each of the Growth Areas, a recommendation on the method of ensuring that all development actions made by the public and private sectors are in conformance with the master plan goals, objectives and elements as adopted by the County Council.

AND BE IT FURTHER RESOLVED, that previous Master Plans adopted by the Planning Board and/or the County Council are rescinded to the extent that they are inconsistent with the Baltimore County Master Plan 1979-1990.





PHYSICAL DEVELOPMENT PLAN

PART I

LAND USE ELEMENT

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Assistance provided by:

Wallace, McHarg, Roberts and Todd  
 Hammer, Siler, George Associates  
 Tischler, Marcou & Associates, Inc.  
 Toups and Loiderman  
 Alan M. Voorhees and Associates, Inc.  
 Zuchelli, Hunter and Associates, Inc.

## INTRODUCTION

One of the most evident expressions of growth in Baltimore County is change in the use of land. Land use policies and incentives and controls to realize those policies are crucial factors in the management of growth in the County.

This report presents recommended land use policies for the County under the County Master Plan through 1990.

The report is organized in the following manner: Summary of Conclusions and Recommendations follows the Introduction.

Chapter I describes State and Regional land use policies and plans that affect Baltimore County.

Chapter II classifies the County in terms of five types of Growth area:

- Town and Community Centers
- Existing Communities Outside Centers
- New Development Areas
- Fringe Development Areas; and
- Rural and Agricultural Areas and

describes County goals recommended within each of these types of area and major public actions required to realize these goals.

Chapter III identifies major factors that will directly affect land use on a large scale in the County in terms of:

- Development Timing and Staging
- Natural Resource Protection
- Special Development Opportunities
- Special Reinforcement or Redevelopment Requirements; and
- Land Use Conflict Resolution, and

strategies designed to address these factors.

Chapter IV presents a summary of the applicability of these growth strategies to County communities.

Chapter V presents a discussion of County-wide land use issues and recommendations by land use types.

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### Regional General Development Plan and State Land Use Element

The County should assure that Baltimore County land use policies and proposed major transportation improvements that will permit those policies to be carried out are included in the State Land Use Element as they are essentially in the Baltimore Regional General Development Plan.

### Growth Areas

It is recommended that County land use policies affecting each of the five types of growth area described in Chapter II of this plan be adopted, with priority placed upon adoption of a series of overlay districts to the Zoning Ordinance, which will not affect the applicability of the underlying zoning districts except to implement the staging and development intensity patterns recommended for each type of growth area.

### Growth and Preservation Strategies

In addition to policies specifically applicable to each type of growth area, it is recommended that strategies outlined in this report be undertaken to address each of the following major land use determinants:

#### Development Staging and Timing

- Accelerated Growth (Unstaged)
- Staged Accelerated Growth
- Moderated Growth

#### Natural Resource Protection

- Agricultural Preservation
- Groundwater Preservation
- Protection of Stream Valleys, Flood Prone Areas, Wetlands, and Reservoirs
- Chesapeake Bay, Coastal Wetlands, and Intertidal Area Protection
- Air Quality Protection

#### Special Development Opportunities

- Highway Interchanges
- Mass Transit Stations

#### Special Reinforcement or Redevelopment

- Improvement of Community Services to Existing Developments
- Reinforcement or Redevelopment of Older Commercial Areas
- Housing Rehabilitation

## Land Use Conflict Resolution

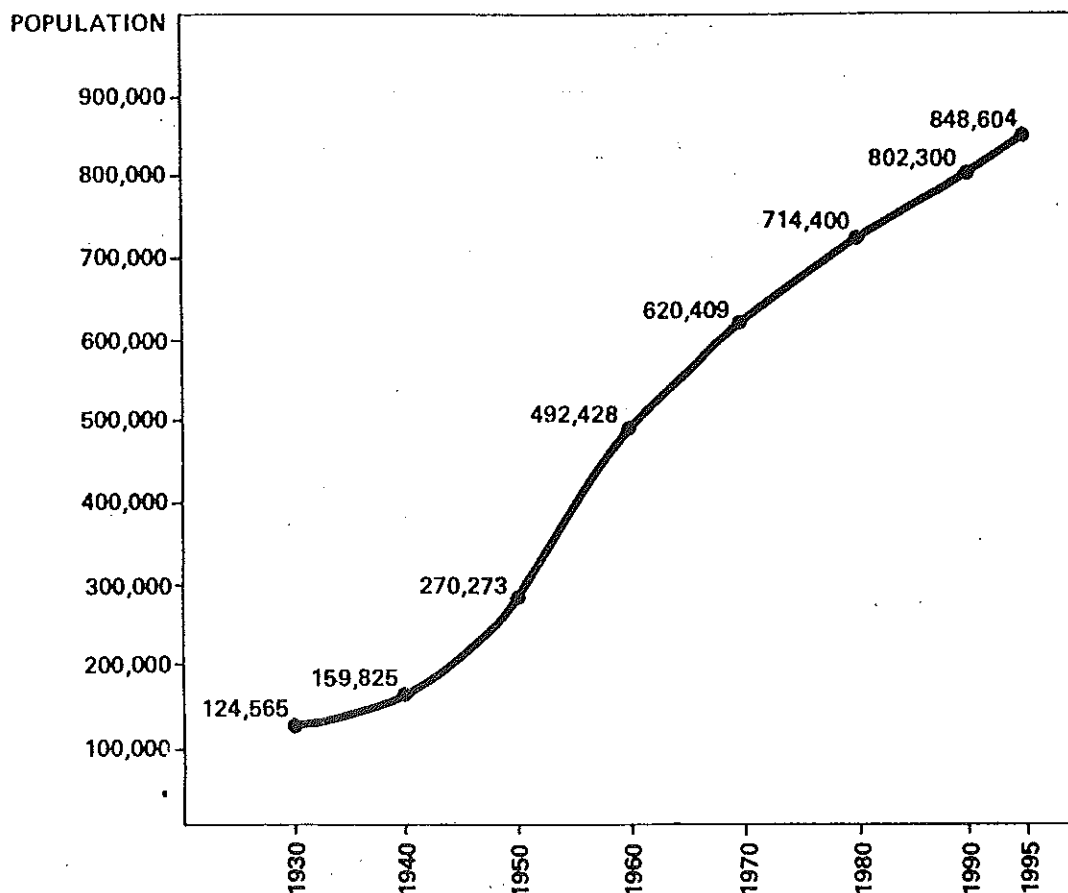
Commerce and Residential Neighborhoods  
Manufacturing and Residential Neighborhoods  
Quarrying and Agriculture or Residential Neighborhoods

These factors serve as policy bases for the recommended spatial allocation of land uses in the Baltimore County Master Plan.

### Projected Growth in the County

The chart below illustrates past trends in population growth in the County and projected future population growth through 1995. It is recommended that the County, as a matter of policy, plan to accommodate projected growth through 1990, but in a manner to better conserve the County's rural and urban resources, through adoption of policies, strategies, incentives, and controls affecting land use, recommended in this report.\*

### **POPULATION GROWTH 1930-1970 and PROJECTED POPULATION GROWTH 1970-1995**



Source: U.S. Census 1930, 1940, 1950, 1960, and 1970, and Hammer, Siler, George, Associates

\*Projections through 1995 are presented here as a point of reference beyond the Plan Year of 1990 for use in growth monitoring and in future plan updating.

The idea of control of growth is, of course, central to growth management. At present, the County does not have a formalized population growth policy.

Projections of likely future population have been made by the Growth Management consultants.

During the Growth Management studies, it has been determined that:

County-wide population capacity is not an issue in formulating a population growth policy for the County because the undeveloped part of the County is so large and projected growth is relatively modest;

Considerations of equity suggest that projected population should be accommodated;

The rate and location of population growth will be subject to policy influence by the rate and locations at which the County provides public services, grants zoning changes, and encourages or discourages investment;

Certain areas of the County are particularly well suited for development by their location in relation to major transportation links and utility extensions and by environmental and community structural conditions to development, while other areas are less well-suited, and in some cases require specific preservation measures to limit development.

Based upon these findings, as detailed in the Technical Memoranda setting out Growth Management Background Studies, it is recommended that:

Population increase and development be encouraged in areas of the County identified during the Growth Management Program as well-suited for development, by means of a variety of incentives;

Population increase and development be reduced in areas of the County identified during the Growth Management Program as unsuited for more than very limited development, by means of a variety of disincentives.<sup>1</sup>

Provisions be made, County-wide, for projected levels of population growth but at a rate and in a manner consistent with the objectives of the Growth Management Program.<sup>2</sup>

<sup>1</sup>Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Program Technical Memorandum No. 16, Policy Options Summary, November 1978, page 3.

<sup>2</sup>Robert H. Freilich, Legal and Planning Requirements for Implementation of a Growth Management Plan in Baltimore County, Maryland, July, 1976.

## I. REGIONAL SETTING

While the responsibility for determining Baltimore County's land-use pattern and other major growth management policies is clearly by law the County's responsibility, and is widely agreed to be best held by "people who are politically accountable to the citizens who must live with these policies"<sup>1</sup>, current and proposed State and Federal legislation and regulations point to the necessity for increased cooperation between local governments and the State and Federal governments and among neighboring jurisdictions in making future land-use decisions, particularly as they affect natural resources, and major utility and transportation systems.

The County is empowered by State statute to prepare and adopt plans, ordinances, and regulations governing land use, but the State and the Region have some influence on the manner in which land is developed in the County. The State has the greater potential power, in that the power of land use control is delegated by the State to its component jurisdictions. In addition, the State has potential control of some land uses through Critical Areas legislation, Coastal Wetlands legislation, and Surface Mining and similar legislation. Finally, both the State and the Regional Planning Council have the power and responsibility of A-95 review of all applications by the County for Federal assistance to assure that these applications "shall be consistent with and further the objectives of State, Regional, and Local comprehensive planning."<sup>2</sup>

### A. THE REGIONAL GENERAL DEVELOPMENT PLAN

The Baltimore Regional Planning Council, in the draft General Development Plan published in late 1977, defined three alternative development patterns for the region.

Alternative regional development patterns considered in the Regional General Development Plan include:

- a centralized development pattern;
- a trend development pattern; and
- a decentralized development pattern.

The centralized regional development pattern was selected by the Regional Planning Council on the basis of a comparison of anticipated impacts of each of the alternatives.

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<sup>1</sup> Brussat, W.K., "A-95 Review System: Can Be an Asset", ed. Scott, R.W., and Brower, D.J., Miner, D.D., Management and Control of Growth, Vol. III (Washington D.C., The Urban Land Institute, 1975).

<sup>2</sup> Title IV of the Intergovernmental Cooperation Act of 1968, Section 401(c).

Excerpts from the Regional General Development Plan describe the centralized regional development pattern as follows:

"The centralized development pattern would reverse recent trends toward decentralization. It emphasizes enhancement, renewal, and revitalization of existing communities. The growth of MetroCenter and nearby employment centers is emphasized more than under the trend alternative. Scattered growth in the rural countryside is virtually halted, and nearly all new development is contained within the planned 10-year service areas.

Development is compact, densities higher, and less residential land is consumed. Baltimore receives a greater share of the region's household and employment growth while the counties receive correspondingly less growth. Major growth centers receive more growth. A corollary to this scenario, however, is that communities are improved as they absorb growth. In this way, well-planned growth, coupled with adequate open space and other community amenities, will result in attractive communities for the future."<sup>1</sup>

The General Development Plan states that, when compared with the decentralized alternative, it was found that the centralized development pattern will:

"Reduce potential septic system failures in new residential subdivisions by 98%.

"Reduce the aggregate stormwater pollutant burden for new residential development by about one-half.

"Reduce the space heating requirements of new residential units by 25%.

"Reduce motor vehicle fuel consumption by traffic due to new growth by 17%."

"Save a cumulative total of about 30 trillion BTU's of energy over the next ten years for residential space heating of newly constructed units and motor vehicle fuel requirements.

"Reduce the aggregate air pollutant emission burden from residential space heating of newly constructed units by 24%.

"Reduce motor vehicle air pollutant emissions attributable to new growth by 10-18%.

"Reduce total residential land requirements of newly constructed units by 62% and reduce land requirements outside the planned 10 year service area by 75% and by 42% inside the service area. Reduce farmland losses by 76%.

"Reduce forest losses by 65%.

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<sup>1</sup> Baltimore Regional Planning Council, General Development Plan for the Baltimore Region, Baltimore, Maryland, 1977, p.2-2.



"Reduce transportation costs for solid waste collection and haulings.

"Result in fewer ground water withdrawals by individuals by individual wells in newly constructed residential subdivisions and less discharges of effluent into ground water from septic systems and seepage pits.

"Increase public transit patronage.

"Reduce traffic as measured in vehicle-miles-of-travel (VMT).

"Reduce highway congestion for most locations in the region.

"Reduce the demand for new public school construction and reduce the pupil transportation costs attributable to new residential growth by 38%.

"Provide more affordable new housing"<sup>1</sup>.

After a series of public hearings, the General Development Plan was adopted in December 1977. Changes from the draft were largely minor road changes. The only major change was deletion of a proposed oil refinery in the City of Baltimore, near Anne Arundel County. No changes were made that directly affect Baltimore County.<sup>2</sup>

The proposed development pattern shows the areas of Whitemarsh and Owings Mills staged in general conformance to the County Growth Management Plan.

The adopted Regional General Development Plan summarizes the policy criteria used in A-95 review by the Planning Council of all major local projects requiring Federal funding. It is therefore beneficial to Baltimore County that this General Development Plan support and confirm the County's proposed development staging and the major transportation improvements that can make this development staging work.

#### B. THE STATE LAND USE ELEMENT

The State of Maryland Planning Agency is presently in the process of developing a State-wide plan. Interviews with staff members outlined the following alternative land use patterns under consideration in the Land Use Element.<sup>3</sup>

The State Land Use Element, which is based on State Year 2000 population projections, examines four alternative land use patterns applicable to urban, suburban and rural development throughout the State as well as to Baltimore County, in addition to a trend-line projection:

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<sup>1</sup> Ibid., p. 2-3.

<sup>2</sup> Telephone Interview with James Rose, Regional Planning Council, January, 1979.

<sup>3</sup> Telephone Interview with Marie Halka, August 1977, and meeting with State Planning Agency Staff, Stoney Fraley and Marie Halka, December 1977.

1. Corridor pattern, current density;
2. Corridor pattern, higher density;
3. Dense center pattern, current density;
4. Dense center pattern, higher density.

As of January 1979, the Draft Land Use Element for the State of Maryland was in final preparation and was planned to be circulated to State, County and City agencies for review within three months. The draft includes examination of all alternatives and does not recommend a specific pattern, although adoption of a pattern other than the trend line pattern is recommended. A Task Force is charged with coordination of the Technical and Public Review of the complete draft Land Use Element. In addition to a review of the alternative land use patterns, the draft will include recommended general policies that are compatible with any pattern other than the trend-line pattern addressing:

Accommodation of Future Growth  
Natural Resources  
Agriculture  
Unique and Scenic Features  
Community Facilities  
Economic Base  
Transportation, and  
Energy

It is anticipated that the final plan will represent a combination of different patterns applicable to different counties and cities within the State, as selected by each County or City during the review process. The final plan will be presented to the Governor, who may choose to adopt it as State land use policy. The review and incorporation of the preferred land use pattern for each county and city should assure coordination of State and local land use policy. The only possibility for conflict would arise if a county or city were to select the trend line pattern as its future development pattern.

Other State Plan Elements in early stages of preparation, not yet available for review, are a State Housing Element and a State Human Resources Element. The current State Open Space Plan was completed in draft form by the State Department of Natural Resources in October, 1978.<sup>1</sup>

The State Plan can be useful to Baltimore County to the degree that it incorporates County recommended land use policy. If adopted, and if adopted reflecting County land use policy, the State Plan may help to direct major public investment such as mass transit funds to projects on which the County places a high priority.

In review of the draft State Land Use Element County agencies should assure that all major features of the proposed land use pattern for the County, including:

preservation and reinforcement of existing communities;

<sup>1</sup> Telephone Interview with Marie Halka, State Planning Agency, January 1979.

staging of New Development Areas and of the major highway and mass transit improvements that will make these areas work; and

rural and agricultural preservation;

are incorporated in the final Land Use Element.

County agencies will be requested to review the draft State Land Use Element sometime soon after March, 1979.

# PENNSYLVANIA

Maryland Line

CARROLL COUNTY



TOWN AND COMMUNITY CENTER



FRINGE DEVELOPMENT AREAS



EXISTING COMMUNITIES



NEW DEVELOPMENT AREAS



RURAL & AGRICULTURAL AREA

OWINGS MILLS  
Reservoir

Wards Creek

HOWARD COUNTY

GATHEMILE

BALTIMORE CITY

ANNE ARUNDEL COUNTY

DUNDALK

HARFORD COUNTY

WHITEMARSH

Rural Water no  
Coastal Zone

## GROWTH AREAS THROUGH 1990



0 5 1 2 4  
MILES

## II GROWTH AREAS

### A. TOWN AND COMMUNITY CENTERS

Town and Community Centers include areas that have been identified in the 1975 County Comprehensive Plan and in subsequent reviews of that plan as being suited for concentrated commercial and office development, and to serve as commercial, office and community centers for adjacent neighborhoods or communities. While most areas so designated are areas in which there are at present some commercial uses, two Town Centers, Whitemarsh and Owings Mills, represent proposed development.

In delineating these areas on the Growth Management Plan, areas presently delineated as Town Center Core Commercial Districts and Community Core Commercial Districts on the County's zoning maps were examined as a point of departure. These were reviewed against the 1975 Comprehensive Plan and the Growth Management inventory and analysis studies to determine the continuing validity of the designations.

A further expansion of selected Town and Commercial Centers was then delineated based upon the following factors:

Projected commercial acreage demand by Regional Planning District associated with the proposed future land use pattern under the Growth Management Plan;<sup>1</sup>

Planning criteria for regional and community shopping centers;<sup>2</sup>

Analysis of relative accessibility and suitability for residential intensification of Town and Community Centers;<sup>3</sup>

Vacant and developable lands; and

Existing land use and zoning patterns.

Recommended County goals for Town and Community Centers are:

To create a favorable climate for commercial and office development or redevelopment within areas designated as Town or Community Centers by adopting a positive government response to the market for such development within areas delineated as Town and Community Centers;

<sup>1</sup> Hammer, Siler, George Associates, Baltimore County Growth Management Technical Memorandum No. 24, Economic Base Assessment, June, 1978, p. 23.

<sup>2</sup> Urban Land Institute, Community Builder's Handbook, Washington, D.C. 1960, p. 257.

<sup>3</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Technical Memorandum No. 24-E, Community Assessment of Alternative Test Plans, June, 1978, p. 33.

To encourage high density residential development within Town and Community Centers identified as well-suited for residential intensification;

To encourage development within Town and Community Centers of those community service centers most efficiently and conveniently located there;

To encourage good design and provision of special amenities in the development or redevelopment of Town and Community Centers; and

To strengthen and augment the economic viability of both existing and proposed Town and Community Centers.

To achieve these goals, it is recommended that the County consider adoption of numerous incentives to private commercial, office and higher density residential development, within the boundaries of designated Town and Community Commercial Centers, including:

- Flexible lot coverage

- Zero lot lines

- Reduction of parking requirements for uses near mass transit stations within centers

- Mixed use PUDs

- Waiver of selected processing fees

- 90 day processing of development applications through record plat

- Limitation of site review criteria within centers to on-site improvement requirements, and design requirements

- Bonuses for provision of additional improvements and special design and amenities

The implementation means discussed above can be incorporated largely in an overlay zoning district. Some specific controls and bonuses can later be adopted for inclusion within underlying zoning districts, or in site review or subdivision ordinances as appropriate.

In addition to these land use control mechanisms, several additional County actions are recommended, as specifically applicable to Town and Community Commercial Centers.

The County should continue to consider the possibility of seeking Urban Renewal powers. Such powers would permit the County to condemn and acquire properties with special problems and potential for development for Commercial Center uses and to write-down land costs or take action to overcome problems and to market such properties for appropriate Commercial Center uses. Such powers would also permit the establishment of special taxing districts with tax increment financing of special improvements within centers so delineated, paid for by tax increases generated by land uses within these centers.

The County Growth overview agency should coordinate Growth Management policies with capital improvements programming by each community service agency to assure that those community service centers best suited for location within Town and Community Commercial Centers acquire appropriate lands within these centers. Such Community service centers as libraries, community and mental health

centers and centers for the elderly would be best suited for location within Town and Community Centers, particularly where located at or near a mass transit station or stop. Bonuses might be structured in the zoning overlay process in return for provision of sites by the developer within the center to community service agencies for specific community service centers required within the area serviced by the center.

#### B. EXISTING COMMUNITIES

Existing Communities include all areas of the County that are largely urbanized at present, excepting urbanized areas within Town and Community Centers.

These areas are defined on the basis of existing land use, with specific boundaries delineated using major natural or man-made barriers such as rivers or limited access highways or boundaries of existing zoning districts that correspond to the edges of existing development areas.

Recommended County Goals for Existing Communities are:

- To limit the pace of development in communities in which existing community service and public facilities are presently substantially inadequate;

- To improve community services and facilities in existing communities where these services and facilities are presently inadequate;

- To preserve and strengthen the character and identity of existing communities, and to assure that new development in existing communities takes a form that is compatible with the present character of these communities; and

- To encourage residential and other development or redevelopment where appropriate to existing community conditions.

To achieve these goals, it is recommended that the County adopt an overlay district applicable to these areas, requiring that any new residential development of more than four dwelling units and any major non-residential development be subject to a special Development Evaluation Review, taking into account:

- Negotiation of phasing within proposed developments to correspond to a planned schedule of improvements in the area;

- An analysis of the relationship of the proposed development to the surrounding community;

- An evaluation of additional demands projected to be placed upon existing utility and transportation facilities and community services in the area as against the present adequacy of these facilities and services.

### C. NEW DEVELOPMENT AREAS

New Development Areas include the two geographic areas of the County designated during the Growth Management Study as areas particularly suited as development centers, with higher overall densities than permitted in surrounding areas. The two urban New Development Areas, Whitemarsh and Owings Mills will require public sewerage and water and major transportation improvements, and might have acreage gross residential densities of 8-10 dwelling units per acre.

Development of the two urban New Development Areas is recommended to be staged in accordance with the timing of anticipated completion of utilities and major transportation improvements to these areas, with the beginning of development of each of these areas occurring generally as follows: Whitemarsh New Development Area, in the period 1980-1985; and Owings Mills New Development Area, in the period 1985-1990.

Recommended goals for New Development Areas relating to growth are:

To direct a substantial portion of new residential growth into areas in which major transportation improvements and utility extensions either exist or are planned, which are capable of serving major development areas;

To stage development within these New Development Areas in relation to the staging of major transportation and utilities improvements;

To balance incentives, designed to induce development to occur within New Development Areas, against controls, designed to assure a high standard of development and to require provision by the developer of amenities such as landscaping;

To prevent the loss of the urban resources, which these New Development Areas represent through being developed at a lower density than that for which they are suited by their relationship to existing and planned major transportation arteries, by environmental conditions and the character of surrounding development, and by other major public and private investments that has already occurred within or adjacent to the area.

To achieve these goals, it is recommended that the County undertake the following:

The New Development Areas, require preparation by the County Office of Planning and Zoning of detailed New Development Area Plans. While these New Development Area Plans should provide for some degree of flexibility in the locations of various types of land use within them, the plans should include locations and right-of-way width requirements for the minor arterial and collector road systems and of major community service centers and generalized locations of other uses.

Because of the special character of the New Development Areas, a minimum parcel of twenty acres should be required for any other than large lot residential development. Such development proposals must be designed as



Planned Unit Developments. Review and evaluation of a Planned Unit Development submission should take into account the degree to which that PUD would realize plan objectives for the New Development Area and the degree to which the uses and internal streets in the proposed PUD would mesh successfully with the planned land use pattern and circulation system throughout the New Development Area.

Development review in the Growth Area designating New Development Areas should relate the permission of higher density developments to completion of specific major improvements such as the Northwest Expressway and the Northwest rail Mass Transit Line to Owings Mills. Until utilities and major transportation improvements are provided to these areas and on parcels smaller than twenty acres, only single family detached large lot housing will be permitted there. This is intended as a holding action, that does not deprive property owners of use of their land in the interim period. The minimum parcel area requirement is necessary to permit the scale of development intended to occur within the New Development Areas. Owners of smaller parcels in these areas who wish to develop their land as part of a New Development Area should assemble or otherwise negotiate to incorporate their parcel with other adjacent parcels. The County should be prepared to assist in this assemblage process.

#### D. FRINGE DEVELOPMENT AREAS

Fringe development areas are those areas presently sewered, or planned to be sewered within ten years, that are not developed at present and are not included within the boundaries of any New Development Area or Town or Community Center. ✓

The boundaries of these areas are based upon the recommended extension of public sewerage set out in the 1975 County Water and Sewer Plan, as modified by findings of the Growth Management Technical Studies.

In these fringe areas, a relatively low priority has been assigned to provision of new community service and improvements in utilities and the road system.

Recommended County goals for Fringe Development Areas are:

To assure that the pace of development does not exceed the schedule of provision of community services in these areas;

To assure that the form of development is compatible with the character of existing development in these areas; and

To maintain relatively low densities in these areas in comparison to the Town and Community Centers and the proposed New Development Areas.

To achieve these goals, it is recommended that the County consider an overlay district applicable to these areas taking into account:

Negotiation of phasing within proposed developments to correspond to a planned schedule of improvements in the area;

An analysis of the relationship of the proposed development to the surrounding community and its density patterns; and

An evaluation of additional demands projected to be placed upon existing utility and transportation facilities and community services in the area as against the present adequacy of these facilities and services.

#### E. RURAL AND AGRICULTURAL AREAS

Rural and Agricultural Areas include all areas of the County not presently developed, sewered at present, or planned to be sewered with public sewerage under the Growth Management Plan that have soils with high agricultural productivity based upon criteria described in Chapter V of this Report, and related stream valleys.

Recommended County Goals for Rural and Agricultural Areas are:

To preserve farming as an employer and as a continuing economic activity in the County;

To protect the extensive surface and groundwater system in the area which directly affect both existing and potential future public water sources for the County in the form of the three reservoirs and the Cockeysville Marble aquifer; and

To limit development in these areas essentially to agriculture and agriculturally related uses.

To achieve these goals, it is recommended that the County consider an overlay district to the Zoning Ordinance applicable to these areas requiring that any development other than single farm residences on twenty acre parcels be subject to special Development Evaluation review taking into account:

An analysis of the relationship of the proposed development to the surrounding community,

Location on lands suitable for septic tank sewerage disposal treatment;

Location on soils with less than average yield for selected field crops;

Location on lands other than those underlain by the Cockeysville marble aquifer; and

Contiguity or close proximity of existing rural village development.

### III. GROWTH AND PRESERVATION STRATEGIES

The Growth Management Technical Memoranda documenting the background studies prepared during the research and analysis stages of the Growth Management Program identify an encyclopedic list of facts that are of concern to future growth of the County, and of means of responding to these specific concerns.

In this Land Use Element of the Growth Management Physical Development Plan, growth strategies are described to address those factors that significantly affect the use of the land as growth occurs, and that are not either subsets of other factors or best addressed on a site-by-site basis during development review.

The factors considered here are those factors that have such a significant scale of impact that they require a large scale rather than an incremental response on the part of the County. Several examples will serve to illustrate this distinction.

In the area of natural resource protection, woodlands and wildlife habitats are certainly of critical concern. Because of the very high correlation with other natural protection factors, however, they are recommended to be treated as functional subsets of stream valleys, wetlands, the intertidal bayfront, and the drainage areas of the reservoir.

Another natural resource protection issue, steep slopes, occurs extensively throughout the entire County and is suitably addressed incrementally in the development review process, rather than as a basis for determining use suitabilities at a large scale.

The growth factors that have been identified as affecting land use at a scale that requires a specific growth strategy are grouped for the purposes of the plan into five categories:

1. Development Staging;
2. Natural Resource Protection;
3. Special Development Opportunities;
4. Special Reinforcement Needs; and
5. Land Use Conflict Resolution.

This chapter enumerates the factors within each of these categories, the growth strategy to address each factor, and the growth areas within which each growth strategy is applicable.

The description of these growth strategies is followed by a description of data collection and management tasks necessary to permit effective implementation of these growth management strategies.

## GROWTH AND PRESERVATION STRATEGIES BY GROWTH AREA

Growth Strategies	Growth Areas				
	Town and Community Centers	Existing Communities	Fringe Development Areas	New Development Areas	Rural and Agricultural Areas
<b>Development Staging and Timing:</b>					
Accelerated Growth (unstaged)	X	—	—	—	—
Staged Accelerated Growth	—	—	—	X	—
Moderated Growth	—	X	X	—	X
<b>Natural Resource Protection:</b>					
Agricultural Preservation	—	—	—	X	X
Groundwater Protection	X	X	X	X	X
Protection of Stream Valleys, Flood-Prone Areas, Wetlands, and Reservoirs	X	X	X	X	X
Chesapeake Bay, Coastal Wetlands, and Intertidal Area Protection	X	X	X	X	X
Air Quality Protection	X	X	X	—	—
<b>Special Development Opportunities:</b>					
Highway Interchanges	X	X	X	X	—
Mass Transit Stations	X	X	X	X	—
<b>Special Reinforcement or Redevelopment:</b>					
Improvement of Community Services to Existing Development	X	X	X	—	—
Reinforcement or Redevelopment of Older Commercial Areas	X	X	—	—	—
Housing Rehabilitation	—	X	X	X	X
<b>Land Use Conflict Resolution:</b>					
Commerce and Residential Neighborhoods	—	X	X	—	—
Manufacturing and Residential Neighborhoods	—	X	X	—	X
Quarrying and Agriculture or Residential Neighborhoods	—	—	X	X	X

The following Chapter, Chapter IV of this Report, presents a brief recapitulation of the growth strategies recommended in each of the County's sixty-seven communities.

#### A. GROWTH STRATEGIES BY GROWTH AREA

The accompanying chart indicates the applicability of growth strategies to the five growth areas of the County described in the preceding chapter.

##### 1. DEVELOPMENT STAGING AND TIMING

Development Staging and Timing includes three strategies:

- a. Accelerated Growth (unstaged)
- b. Staged Accelerated Growth; and
- c. Moderated Growth.

These staging and timing strategies are basic to the definition of the five growth areas.

Lands classified as Town and Community Centers are recommended for accelerated growth throughout the entire time period under consideration, that is, through 1990. Accelerated growth implies an increase in growth in these areas in response to changes in the development review process and in public investment patterns recommended as a part of the Master Plan.

Lands classified as Existing Communities, lands classified as Fringe Growth Areas, and lands classified as Rural and Agricultural Areas are recommended for moderated growth. Moderated growth implies a limitation of growth that would occur without changes in land use controls and public investment patterns recommended as a part of the Growth Management Program.

Lands classified as New Development Areas are recommended for staged accelerated growth. Staged accelerated growth implies a limitation of growth until completion of major public improvements designed to facilitate the development of these areas, after which completion, growth is accelerated.

##### a. Accelerated Growth (Unstaged) Strategy

Accelerated Growth at Town and Community Commercial Centers falls into two categories: acceleration of commercial and office development only, and acceleration of commercial and office development combined with higher intensity residential development. Growth Management background studies have identified those centers well-suited for "residential intensification" in addition to office and commerce, as including:

Towson Town Center  
Whitemarsh Town Center  
Dundalk Town Center  
Owings Mills Town Center  
Old Dundalk Community Center

Perry Hall Community Center  
Perring Plaza Community Center  
Eudowood Community Center  
Padonia Community Center  
Arbutus Business District

At present there are significant incentives to the private sector to develop and build away from Town and Community Centers on the less costly land at the urban/rural fringe and beyond. The pull of the fringe areas is particularly strong for the residential developer, but these pulls have their influence upon commercial and industrial developers as well.

Town centers and built-up areas often discourage further growth in many ways. For example, land values are typically higher in a town center area. The high land values can be recouped if high density development is built. However, the market may not support such consideration. Some built up areas are experiencing initial evidence of blight and the risks of market rejection of new construction in such an area are too great for many developers.

The Development Approval Process treats all development equally, but since the market and other factors force development at the urban/rural fringe, equal treatment favors fringe development. The County lacks several means (or tools) for dealing with growth in blighted, partially developed areas (e.g., lack of a residential authority, resulting in difficulty in obtaining CD Block Grants).

If the County seriously desires to encourage development at Town and Community Centers rather than trigger dispersal of commerce in the development fringe, it has several options which it can pursue. Strong growth centers, such as Towson may be resistant to further growth simply due to high land values. Density incentives, reduced fees and processing times are mechanisms by which total development costs can be lowered and further development encouraged.

Areas experiencing signs of blight normally require more than cost reduction incentives, because often a viable market no longer exists in the immediate area. For these areas, outright financial subsidies such as low interest loans on land acquisition and clearance/redevelopment techniques might be necessary.

County policy should also be directed at more strongly discouraging fringe growth. Disincentives at the fringe would strengthen the in-town incentives. Disincentives can include increased minimum lot sizes, increased fees for water and sewer lines, and public purchase of prime growth parcels to serve as a barrier to further spread.

b. Staged Accelerated Growth Strategy

Of the two urban New Development Areas, Whitemarsh is proposed for intensive development beginning in 1980 and Owings Mills is proposed for intensive development beginning in 1985.

The previous Chapter of this Report described the proposed detailed planning that should be completed by the County Office of Planning and Zoning for each of these areas before its development begins, and the special zoning provisions and requirements recommended in order to achieve the intensity and pattern of development sought in these areas.

A future major concern in New Development Areas and one that is basic to achieving their development in the intended form is to prevent their premature development at a lower density than intended.

This can best be achieved through zoning these areas, until the major improvements that will permit their staged development to occur, for very low density residential and agricultural use, except where a development can be demonstrated to correspond to the completed New Development Area Plan for the area, and the developer can demonstrate that the development can be completed before completion of the major public improvements for the area without adversely impacting traffic and community service systems in the surrounding area.

c. Moderated Growth Strategy

A moderation of growth is necessitated in two types of Growth Areas.

In the Existing Communities and Fringe Development Growth Areas, the pace at which the County can provide improvements in community services, transportation systems and public sewer and water requires a similar, though not as severe, moderation of the trend growth rate.

Moderation of growth could be achieved, essentially, by changes in the County's Zoning Ordinance, lowering permitted densities in areas not staged for higher intensity use, and of an overlay district development approval system as proposed by Dr. Robert Freilich in his Growth Management Technical Memorandum, Strategy for Plan Implementation and Revised Outline of Permanent Growth Management Legislation, January 5, 1979.

2. NATURAL RESOURCE PROTECTION

Major Natural Resource Protection Strategies include:

- a. Agricultural Preservation;
- b. Groundwater Preservation;
- c. Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs;
- d. Chesapeake Bay, Coastal Wetlands and Intertidal Area Protection;  
and
- e. Air Quality Protection.

The factors and conditions that these strategies are designed to address cross the boundaries of the five growth areas described in the preceding chapter.

Agricultural preservation is of concern through 1990 in the Rural and Agricultural Area; in the proposed urban New Development Areas, agricultural preservation is a part of the staging strategy until such time as essential public improvements are in place to permit higher intensity development of these areas to proceed.

Groundwater preservation is of special concern wherever outcrops of Cockeysville Marble occur, and these occur in all Growth areas.

Protection of one or more of the following: stream valleys, floodprone areas, wetlands and reservoirs, is of concern throughout the entire County as every portion of the County is a part of some drainage area, although approximately one third of the County does not drain directly to one of the Reservoirs.

Chesapeake Bay, coastal wetlands and intertidal area protection, although linked to the drainage system, as well as the groundwater system for the entire County, is directly affected by actions in immediate adjacent areas.

Air quality protection as a direct determinant of land use is an issue in the southeasternmost and southwesternmost portions of the County, and affects lands that lie in the Town and Community Centers, Existing Communities, and Fringe Development Growth Areas.

a. Agricultural Preservation Strategy

The Agricultural Preservation Strategy includes the following major components:

Short Range:

Large lot zoning (minimum fifty acres); and

Preferential tax assessment.

Long Range:

Establishment of a non-profit corporation to acquire or accept gifts of agricultural or open space land; and

Modification of capital gains and inheritance taxes to favor continuation of agricultural use when farms change hands.

Large lot zoning and a building permit allocation system are integral parts of the overlay district proposed by Dr. Robert Freilich to be considered for the purpose of growth management, in the County Zoning Ordinance.



First, it could preserve and protect agricultural land and resources. Second, it could limit development in the rural parts of the County to an amount capable of being assimilated without damage to the environment or to natural resources of the County, and without promoting sprawl and leapfrog development which trends indicate would occur without additional controls. The former would be accomplished through very large-lot zoning. The latter might be accomplished through a development allocation system. An allocation system, while it might be administratively cumbersome, could be the most effective way to limit development in these areas. It becomes acceptable because vast development areas are being opened up in the New Development Areas.<sup>1</sup>

An allocation system would give developers not yet ready to develop an opportunity to do so in the future. Without an annual allocation system, the total number of development units suggested in the Plan might occur in the first several years, thereby leaving others with no opportunity to develop later.<sup>2</sup>

The criteria for allocation are recommended to include:

Location on lands suitable for septic tank sewage disposal treatment;

Location on soils with less than average yield for selected field crops;

Location on lands other than those underlain by the Cockeysville marble aquifer; and

Contiguity or close proximity to existing rural village development.

In addition, it is recommended that consideration be given to amending the underlying zoning to specify that permitted uses throughout this area be limited to agricultural and agriculturally related uses unless special permission is granted based upon the criteria outlined above.

The Maryland State Legislature has passed legislation allowing the State to purchase the development rights of agricultural land; however, the legislation has not yet been funded. Implementation of development rights purchase program would require establishment of the special staff and funding to administer the program. Funding is the crucial issue since a full-scale program would be quite expensive. Federal and state funds may provide some of the necessary monies, but new local taxes would probably be necessary to ensure a stable funding source. For long range agricultural preservation, this measure must also be considered.

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<sup>1</sup> Robert H. Freilich and Associates, Strategy for Plan Implementation and Revised Outline of Permanent Growth Management Legislation, January, 1979, Commentary, p. 4.

<sup>2</sup> Ibid, p. 9.

b. Groundwater Resource Protection Strategy

While there are numerous geologic formations underlying Baltimore County that represent groundwater resources and that require protection in the development review process, one, the Cockeysville Marble, has a yield at a rate and of a quality that suggests that land areas underlain by this formation should be accorded special protection measures. The scarcity of water available to the County at present, difficulties associated with other potential future sources such as the Susquehanna, and the closeness to the land's surface and associated vulnerability of the Cockeysville aquifer reinforce this position.

The Cockeysville formation underlies portions of the Fringe Development Areas, portions of the Rural and Agricultural Growth Area, and small portions of the Owings Mills New Development Area.

Because of the vulnerability of Cockeysville Marble to pollution from on-site sewage disposal systems, it is recommended that if an overlay district is to be considered for the Rural and Agricultural Area, it should give priority to development proposals that occur on lands not underlain by this important groundwater resource.

Development review in the Fringe Development Area and for the Owings Mills New Development Area should require demonstration in development plans of measures to protect the Cockeysville aquifer where proposed development is underlain by it.

Other measures that should be incorporated by County review of all development occurring on lands underlain by this aquifer are:

Stringent erosion controls to protect natural filtration rates;

Prohibition of construction of more than 15% of any site in impervious cover; and

Prohibition of construction of solid waste disposal sites.

c. Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs

The northern two thirds of the County drains to one of the three reservoirs which supply water to the City of Baltimore and to Baltimore County and, through Deer Creek, to the Harford County Water Supply. Throughout this area, except where public sewer and public water are to be supplied a very low density and intensity of use should be permitted in order to limit pollution of the scarce public water supply.

Other protection measures within this area include special requirements in the development approval process, for retention of vegetation on sloped areas and preparation of detailed erosion control plans. In addition, while culverting of streams may be permitted within the more intensive development in other portions of the County, within the drainage basins of the reservoirs it is recommended that stream valley contours be retained as closely as is feasible to their natural form and in their natural vegetative cover. Compliance with this policy will have the effect of preventing any development in the floodprone portions of these drainage areas.

In the southern portion of the County outside of the drainage areas of the Prettyboy, Liberty and Loch Raven Reservoirs, it is recommended that the surface water system be protected by only somewhat less stringent controls in the development review and approval process. Requirements that are recommended to be incorporated in the review process applicable in the areas include prohibition of any development within the 100-year flood plain except for permeable surface uses such as gravel parking areas and compliance with an erosion control plan during development.

In addition to controls upon development as it affects this surface water system, it is recommended that the County proceed with the program, already underway in portions of the County, for acquisition of stream valleys for public open space.

In addition, to supplement this publicly funded stream valley acquisition program, citizens should be encouraged to establish a non-profit corporation to seek and accept gifts of development rights along stream valleys. The development right gift process can be tailored to the tax needs of individuals, with incremental gifts being given over a series of years.

#### d. Chesapeake Bay, Coastal Wetlands, and Intertidal Area Protection

Since State and Federal departments and agencies regulate activities in coastal waters and intertidal areas and some activities in shoreland areas that affect the Coastal Wetlands and intertidal areas, a major aspect of County efforts will be coordination with these agencies in Coastal Zone management efforts.

Primary County actions affecting these areas should include:

- Identification of specific areas where sewage treatment facilities should be planned and constructed, investigation of the feasibility of reducing sewage flows, examination of alternatives to central sewerage systems when studying areas containing failing septic systems, improvement of inspection and control of sewerage facility construction and operation and provision for stricter control of runoff and better management of sediment control programs;

- Assurance of adequacy of access to water, and resolution of conflicts between recreational and commercial boating concerns;

Reservation of port-related industrial sites for port-related industry;

Adoption of comprehensive zoning regulations for marinas;

Assignment of acquisition priority on open space with maximum shoreline frontage;

Consideration of retention of coastal agricultural land;

Establishment of buffer zones around wetlands and between water courses and coastal mineral extraction sites; and

Evaluation of all proposed major projects and zoning changes in terms of their relationship to Coastal Zone Management goals.

e. Air Quality Protection

Of the numerous aspects of air quality that are now and will through 1990 be of concern for Baltimore County, one, suspended particles, could be a major determinant of growth patterns in the County.

The concentrations of particulate matter are of concern to the entire Baltimore region. The highest concentrations of particulates are in the southeastern portion of the region in Baltimore City and Baltimore County. The major problem areas in the County are in the vicinity of Dundalk and Essex in the southeast and Lansdowne in the southwest.

Historically, suspended particulates have been a problem in the County. Much of the problem is attributed to fugitive dust from unpaved roadways, open quarries, construction, etc. Concentrations of particulates had begun to decline from the 1972-73 levels until the beginning of 1975 when intensive construction began and the increased levels of fugitive dust became apparent. The County has an abatement program for construction sites which requires watering of the site and of trucks and oiling of roads. In addition, there are inspections at construction sites by County air pollution control officials about three times per week.

The Dundalk-Sparrows Point portion of the County contains most of the industrial sites as well as a major power plant. The exact sources of pollution have not been identified, but studies are proposed to investigate in depth.

The critical aspect of the non-attainment status is that under the Clean Air Act Amendments of 1971, the EP "offset policy" for new or modified major sources of pollutants may be put into effect. Under this policy, new development may be permitted due to decreases from other sources. This may mean the shutting down of an existing facility, or other drastic reductions in pollutant emissions, in order to allow for the introduction of a new activity. This requirement holds because even though the new facility meets the stringent requirements for new source

performance standards by employing the best available control technology, the new facility will not be fully controlled, and therefore, there must be a reduction in pollution emissions from another source in the area. The mechanism for accomplishing this will most probably be a permit and review process, the details of which have to be worked out.

To solve this problem as it affects major development in the southeastern and southwestern portions of the County, the County should consider working with EPA and the State to establish development or redevelopment strategy incorporating one or more of the following incentives:

Emissions fees, which would involve a charge to sources according to the amount of emissions. This would serve as inducement to a source of lower emissions.

Emissions density zoning, which could classify land areas by the amount of pollutant that could be emitted; thus the source could purchase "air rights" to enough land to cover its emissions.

### 3. SPECIAL DEVELOPMENT OPPORTUNITIES

Major Special Development Opportunity Strategies are designed to address opportunities that occur at:

- a. Highway Interchanges; and
- b. Mass Transit Stations.

Major highway interchanges and mass transit stations exist or are planned on lands categorized in all types of growth areas except Rural and Agricultural Areas.

#### a. Special Development Strategy for Lands at Highway Interchanges

While all of the access points to the major limited access highways which traverse the County, linking the County and the region with other major urban areas, provide opportunities for high intensity development on the lands immediately nearby, lands near interchanges of two such highways, or of a limited access highway and one of the County's major radial arterials, are especially well-suited for such development and should be treated as a valuable County resource.

All remaining vacant lands within a half-mile radius of those interchanges should be considered for zoning that permits only manufacturing, office and related uses.

Protection of these lands by means of industrial zoning will not only put the County in a very positive competitive stance for attracting high quality industry, but will also serve as a buffer between the noise and other abrasive features of the highways, and residential and commercial areas.

b. Special Development Strategy for Lands as Mass Transit Stations

The recently published TSADAS study presented detailed recommendations for development of the lands adjacent to the stations on the Northwestern rail mass transit line in the County. Similar detailed studies should be prepared for the station sites along all of the County's proposed rail mass transit lines.

These plans must be supported by three types of actions by the County:

Aggressive efforts to assure that, at a minimum, priority rail mass transit lines are funded and constructed in the County;

Adoption of amended zoning patterns designed to limit the dispersal of development best suited for location near mass transit stations in the Fringe Development Area and to permit and encourage this development at and near mass transit station sites; and

Investment in public improvements near transit station sites, such as improved access that will serve as further inducements to higher intensity development.

4. SPECIAL REINFORCEMENT OR REDEVELOPMENT

Major Special Reinforcement or Redevelopment Strategies include:

- a. Improvement of Community Services to Existing Development;
- b. Reinforcement or Redevelopment of Older Commercial Areas; and
- c. Housing Rehabilitation.

The factors and conditions that these strategies are designed to address occur throughout all five of the types of Growth Areas identified in the preceding chapter, although particular conditions are more prevalent in certain types of areas.

The need for reinforcement or redevelopment of older commercial areas occurs in Town and Community Centers and Existing Community Growth Areas. Clear evidences of a need for improvement in community services to existing development occurs in Town and Community Centers, Existing Community Growth Areas, and Fringe Development Areas. Housing Rehabilitation Needs cross the boundaries of all of the Growth Area Types, except Town and Community Centers.

a. Improvement of Community Services to Existing Development

To achieve improvement of community service to existing development, several County actions are recommended.

First, it is recommended that a specific proportion of each County Capital Improvement budget be allocated for improvement of community

services in existing communities as against extension of community services to newly developing areas.

Second, it is proposed that the Office of Planning and Zoning, as a part of the Management Plan, review Department Plans and Capital Budget Recommendations to assure that these plans and recommendations conform to the policy of balancing improvements of services to existing development with extensions of services to new developments.

b. Reinforcement or Redevelopment of Older Commercial Areas

Reinforcement of older commercial areas can be accomplished in part simply by means of increased amounts of public investment in improvements to the immediate area, through an administrative process described in the immediately preceding section.

Private redevelopment may be somewhat more difficult to achieve, as it requires overcoming market resistance in these areas. Means of inducing private redevelopment in these areas are discussed under the accelerated Growth (Unstaged) Strategy, described above.

These areas can benefit from the kind of revitalization planning underway for Essex, by means of which specific marketing materials can be created for use in attracting private redevelopers.

An essential component to a redevelopment strategy for older commercial areas is cooperation between local merchants associations and government efforts, with substantial public investment in amenities.

This aspect of commercial revitalization is discussed further in Chapter V of this Report, FUTURE LAND USE RECOMMENDATIONS BY LAND USE TYPE, under Commerce.

c. Housing Rehabilitation

This strategy, as it applies to different types of areas in the County, is described at some length in the Growth Management Housing and Community Preservation Plan.

5. LAND USE CONFLICT RESOLUTION

Land-use conflict resolution strategies include strategies to address conflicts between:

- a. Commerce and Residential Neighborhoods;
- b. Manufacturing and Residential Neighborhoods; and
- c. Quarrying and Agriculture or Residential Neighborhoods.

Conflicts between commerce and residential neighborhoods and between manufacturing and residential neighborhoods have largely occurred in the past and are more likely to occur in the future in the Existing Communities and the Fringe Development Growth Areas.

These conflicts have occurred largely as a result of development occurring without sufficient planning and land-use controls affecting the relationship between these land-uses. In Town and Community Centers, the unified nature of the development has prevented such conflicts; in Rural and Agricultural Areas, little commercial or manufacturing development has occurred; in New Development Areas, the degree and detail of planning permits the potential for such conflicts to be foreseen and avoided.

Conflicts between quarrying and agriculture and residential use occur largely in Fringe Development Areas, New Development Areas and Rural and Agricultural Growth Areas, where active quarrying operations are underway and where there is a question as to the appropriate re-use of the quarries.

a. Land Use Conflict Resolution Strategy: Commercial and Residential Neighborhoods

The proposed strategy to achieve a resolution of the land use conflict between commerce and residential uses includes the following County actions:

Complete the evaluation of commercially zoned vacant land throughout the County which has been started during the Growth Management Program to determine which of these lands should be considered for down-zoning;

Begin a process of down-zoning strip commercial areas where it is evident that the supply far exceeds demand for free-standing commerce;

Undertake revitalization programs for older commercial areas, which may in some cases entail redevelopment of some commercial land as other uses; and

Consider adoption of requirements for marginal access streets, more stringent limitation of access, and landscaping and buffering requirements for all free-standing commerce.

b. Land-Use Conflict Resolution Strategy: Manufacturing and Residential Neighborhoods

Conflicts between manufacturing uses and residential neighborhoods take the form of:

Local perception of industrial encroachment on residential areas;

Local perception of increased truck traffic;

Closing of beaches and fishkills because of industrial pollution;

Local perception of other industrial pollution (air, noise).

The recommended strategy to resolve these conflicts includes:



In community renovation and revitalization efforts, encouragement of redevelopment of marginal residential and manufacturing uses for alternative uses;

Elimination of areas of mixed residential and manufacturing uses that are impacted by noise and air pollution from consideration for publicly assisted housing;

Working through the 208 Water Quality Protection Program and the Coastal Zone Management Program to find means to solve industrially-related water pollution problems; and

Working with EPA to develop economic incentives not only for improvement of air quality, but also for mitigation of noise and water pollution associated with industry, by such means as permits, marketing and emission fees.

c. Land-Use Conflict Resolution Strategy: Quarrying and Agriculture or Residential Neighborhoods

Quarrying is an important industry in Baltimore County, particularly quarrying of the clay, sand and gravel found underlying the Coastal Plain.

The two major land-use conflicts associated with quarrying include:

truck traffic on quarry access roads; and

re-use of quarries after completion of quarrying operations.

To resolve these conflicts it is recommended that the County:

consider quarry access in planning and programming major road improvements;

coordinate with State and Federal agencies assuring that quarry owners meet State and Federal requirements for restoring quarries after completion of quarry operations; and

consider adoption of a new zoning district specifically applicable to quarries that permits only quarrying and immediately supportive uses, so that a rezoning is required to permit other uses after the quarrying operations are complete, giving the County full opportunity to determine appropriate re-use at that time.

#### IV GROWTH AND PRESERVATION STRATEGY

##### RECOMMENDATIONS BY COMMUNITY

The following tables indicate the applicability of the Growth Strategies described in Chapter III to the sixty-seven proposed census designated places that the County Office of Planning and Zoning has delineated as conforming to the boundaries of the communities that compose the County.

It should be emphasized that the issues and strategies identified here are those of such a significant magnitude in the area for which they are noted as to be a major determinant of land use in the community in question through 1990. Several examples will serve to illustrate this distinction.

The communities of the coastal plain are underlain by the Patuxent and Patapsco formations, both local groundwater sources. While protection of these groundwater sources, through solving local septic tank system failure, and re-evaluating permission of additional heavy industrial pumping is recommended, these formations are not considered to be of sufficient value as aquifers, to warrant the kind of protection required by the Cockesville Marble formation, which is both more vulnerable to contamination and a more valuable potential future County water source than the other formations. This identification of major recommended growth strategies applicable by community therefore identifies outcrops of Cockesville Marble, but not of the other major water-bearing geologic formations in the County.

As another example of differing degrees of importance in determining future land use pattern, in terms of land use conflict resolution, there are numerous land use conflicts that are not considered to be of such a scale as to require major modifications to the County land use pattern. Such conflicts include those between watermen who fish the bay, and marina-owners and recreational power boats, and those between recreational users of the lands abutting the Prettyboy Reservoir, and the residents of nearby farmlands who are disturbed by the noise and picnic remains of the former. While all such conflicts may eventually require some public policy determination, several types of land use conflict have been identified here as major factors in determining the County's future land use pattern. Such conflicts have been identified here as including conflicts between manufacturing and residential areas, conflicts between commerce and residential areas and conflicts between quarrying and residential areas or farming.

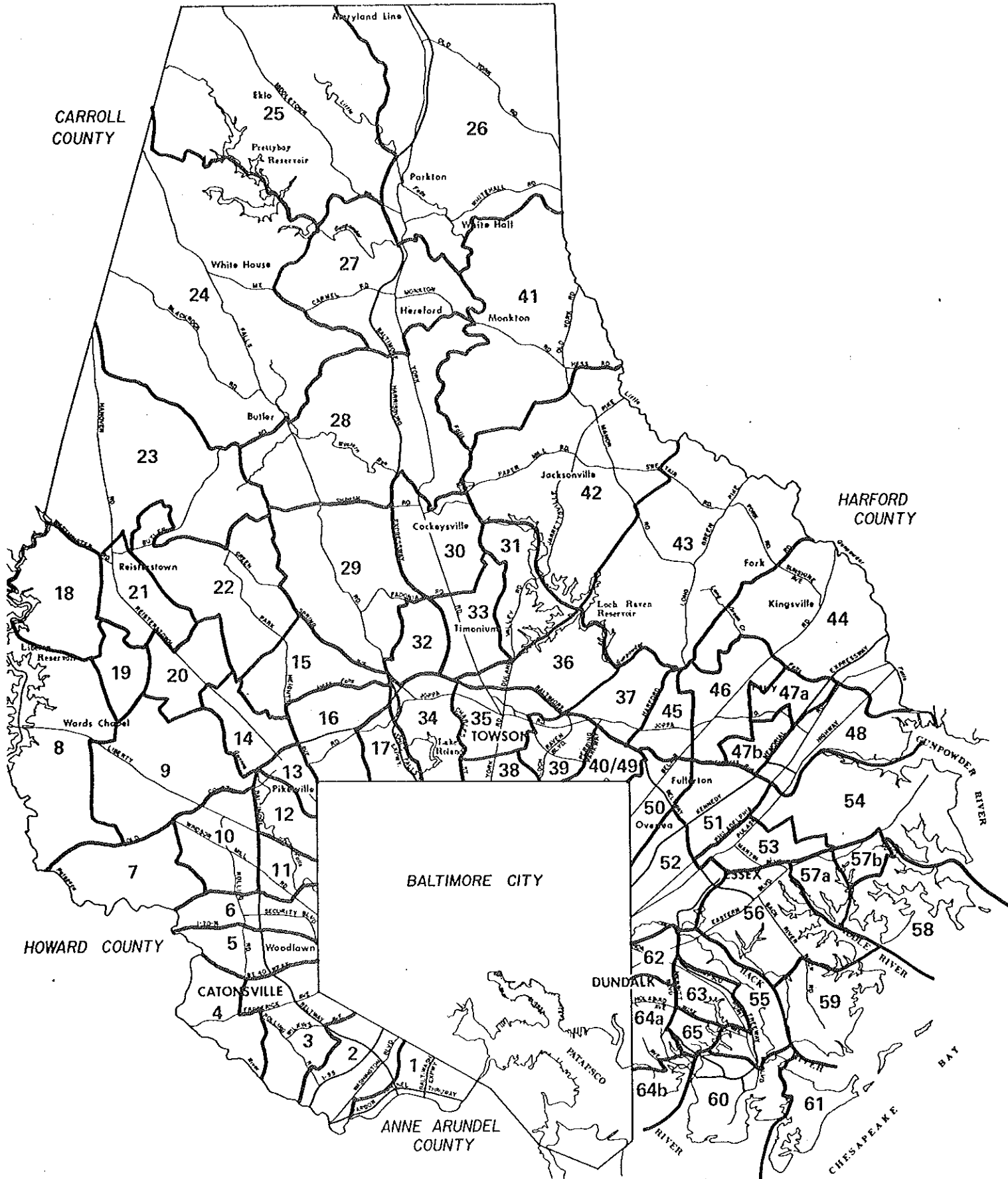
It should be noted that many issues, including those discussed above, that are not considered to be of such a scale as to be major determinants of future land use policy are analyzed and considered in the technical memoranda setting out the Background Studies for the Growth Management Program, and should be drawn upon in fine-tuning policy, as the County continues its Growth Management efforts. The map on the following page presents the boundaries of the County's communities for reference in reviewing the recommended Growth Strategies applicable by community.

BALTIMORE COUNTY COMMUNITIES: CENSUS DESIGNATED PLACES, 1980

- |                                  |                                  |
|----------------------------------|----------------------------------|
| 1. Lansdowne-Baltimore Highlands | 41. Monkton                      |
| 2. Arbutus-Halethorpe            | 42. Jacksonville                 |
| 3. Catonsville                   | 43. Fork-Glenarm                 |
| 4. Oella-Thistle                 | 44. Kingsville                   |
| 5. Westview                      | 45. Carney                       |
| 6. Security                      | 46. Perry Hall                   |
| 7. Granite                       | 47a. Germantown-Honeygo          |
| 8. Ward's Chapel-Hernwood        | 47b. Whitemarsh                  |
| 9. McDonogh-Randallstown         | 48. Lorely                       |
| 10. Milford-Hebbville            | 50. Fullerton-Overlea            |
| 11. Woodmoor-Woodlawn            | 51. Rossville                    |
| 12. Lochearn                     | 52. Rosedale-Golden Ring         |
| 13. Pikesville                   | 53. Aero-Victory                 |
| 14. Garrison                     | 54. Bird River-Chase             |
| 15. Greenspring                  | 55. North Point                  |
| 16. Stevenson-Dumbarton          | 56. Essex                        |
| 17. Rockland-Mt. Washington      | 57a. Middle River                |
| 18. Gore's Mill                  | 57b. Upper Bowleys Quarters      |
| 19. Sunnybrook                   | 58. Seneca Park-Bowleys Quarters |
| 20. Owings Mills                 | 59. Back River                   |
| 21. Reisterstown                 | 60. Edgemere                     |
| 22. Emory Grove-Worthington      | 61. Lodge Forest-Millers Island  |
| 23. Fowblesburg-Dover            | 62. Eastpoint-Colgate            |
| 24. Beckleysville-Arcadia        | 63. Bear Creek                   |
| 25. Middletown                   | 64a. Dundalk                     |
| 26. Maryland Line-Parkton        | 64b. Turners Station             |
| 27. Hereford                     | 65. Inverness                    |
| 28. Western Run-Sparks           |                                  |
| 29. Oregon Ridge                 |                                  |
| 30. Cockeysville                 |                                  |
| 31. Pot Spring                   |                                  |
| 32. May's Chapel-Seminary        |                                  |
| 33. Lutherville-Timonium         |                                  |
| 34. Ruxton                       |                                  |
| 35. Towson                       |                                  |
| 36. Hampton                      |                                  |
| 37. Cub Hill-Joppa Heights       |                                  |
| 38. Rodgers Forge-Stoneleigh     |                                  |
| 39. Loch Raven-Hillendale        |                                  |
| 40. / 49. Parkville              |                                  |



PENNSYLVANIA



CENSUS DESIGNATED PLACES

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
1. Lansdowne-Baltimore Highlands	-	-	until 1990	-	-	Patapsco & tributaries	-	Exceeds standards for particulates
2. Arbutus-Halethorpe	Reinforce Community Commercial Center	-	until 1990	-	-	Patapsco & tributaries	-	Exceeds standards for particulates
3. Catonsville	-	-	until 1990	-	-	Patapsco & tributaries	-	-
4. Oella-Thistle	Reinforce Community Commercial Center	-	until 1990	-	-	Patapsco & tributaries	-	-
5. Westview	Reinforce Town Center	-	until 1990	-	-	Patapsco & tributaries	-	-
6. Security	Reinforce Town Center Reinforce Community Commercial Center	-	until 1990	-	-	Patapsco & tributaries	-	-
7. Granite	-	-	until 1990	until 1990	-	Patapsco & tributaries	-	-

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
695 & Harbor Tunnel Thruway; Baltimore-Washington Parkway & Harbor Tunnel Thruway	—	In developed areas	Potential decline of existing commercial areas	6% of housing in need of external repair 1977-1978	—	Truck traffic & industrial encroachment upon residential areas	—	1. Lansdowne-Baltimore Highlands
695 & 95; 695 & 1; 695 & Harbor Tunnel Thruway	—	In developed areas and historic Black settlement	Potential decline of existing commercial areas	—	—	Truck traffic & industrial encroachment upon residential areas	Active quarrying operation	2. Arbutus-Halethorpe
695 & 40	—	In developed areas and historic Black settlement	Potential decline of existing commercial areas	—	—	—	—	3. Catonsville
—	—	In developed areas and historic Black settlement	—	10% of housing in need of external repair 1977-1978	—	—	—	4. Oella-Thistle
695 & 40; 695 & 70	—	In developed areas	Potential decline of existing commercial areas	—	—	—	—	5. Westview
695 & 70	Security	—	—	—	—	—	—	6. Security
—	County Office of Planning & Zoning proposed extension from Security	—	—	9% of housing in need of external repair 1977-1978	—	—	—	7. Granite

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
8. Ward's Chapel- Hernwood	—	—	Until 1990	Until 1990	—	Liberty Reser- voir & tributar- ies to the Patapsco	—	—
9. McDonogh- Randallstown	Reinforce Community Commercial Center	—	Until 1990	—	—	Patapsco & tributaries	—	—
10. Milford- Hebbville	Reinforce Community Commercial Center	—	Until 1990	—	—	Patapsco & tributaries	—	—
11. Woodmoor- Woodlawn	Reinforce Community Commercial Center	—	Until 1990	—	—	Patapsco & tributaries	—	—
12. Lochearn	—	—	Until 1990	—	—	Patapsco & tributaries	—	—
13. Pikesville	Reinforce Community Commercial Center	—	Until 1990	—	—	Patapsco & tributaries	—	—
14. Garrison	—	After 1985, Owings Mills New Develop- ment Area	Until 1985 in New Develop- ment Area; un- til 1990 else- where	—	—	Patapsco & tributaries	—	—



# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	5% of housing in need of external repair 1977-1978	Local concern with extension of commercial zoning	-	Active quarrying operation	8. Ward's Chapel-Hernwood
-	-	-	-	-	Commercial encroachment on residential areas	-	-	9. McDonogh-Randallstown
695 & Liberty Road	-	-	-	-	Commercial encroachment on residential areas	-	-	10. Milford-Hebbville
695 & Liberty Road	-	-	Potential decline of existing commercial areas	-	-	-	-	11. Woodmoor-Woodlawn
695 & Liberty Road	Stations on Northwest rapid rail line	-	-	-	-	-	-	12. Lochearn
695 & Reisters-town Road	Stations on Northwest rapid rail line	-	Potential decline of existing commercial areas	-	-	-	-	13. Pikesville
695 & Reisters-town Road	-	-	-	-	Commercial encroachment on residential areas	-	-	14. Garrison

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
15. Greenspring	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gwynns Falls tributaries	-	-
16. Stevenson- Dumbarton	Reinforce Community Commercial Center	-	Until 1990	-	Outcrops of Cockeysville Marble	Gwynns Falls and tributaries	-	-
17. Rockland- Mt. Washington	-	-	Until 1990	-	-	Jones Falls and tributaries	-	-
18. Gore's Mill	-	-	-	Until 1990	-	Liberty Reser- voir and tributaries	-	-
19. Sunnybrook	-	After 1985, Owings Mills New Develop- ment Area	Until 1985	Until 1985	-	Gwynns Falls and tributaries	-	-
20. Owings Mills	New Town Center Reinforce Community Commercial Center	After 1985, Owings Mills New Develop- ment Area	Until 1985	Until 1985	-	Gwynns Falls and tributaries	-	-
21. Reisterstown	Reinforce Community Commercial Center	-	Until 1990	-	-	Gwynns Falls and tributaries	-	-

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	Commercial encroachment on residential areas	-	-	15. Greenspring
695 & Jones Falls Expressway	-	-	-	-	-	-	Active quarrying operation	16. Stevenson-Dumbarton
695 & Jones Falls Expressway	-	-	-	-	-	-	-	17. Rockland-Mt. Washington
-	-	-	-	-	-	-	-	18. Gore's Mill
-	-	-	-	8% of housing in need of external repair 1977-1978	-	-	Active quarrying operation	19. Sunnyside
-	Terminal station of the Northwest rapid rail line	-	-	-	Local concern with continuing road-frontage commercial development	-	-	20. Owings Mills
-	-	Improved services to historic Black settlement	-	-	-	-	-	21. Reisterstown

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
22. Emory Grove- Worthington	-	-	Until 1990	Until 1990	-	Gwynns Falls & Gunpowder & tributaries; Loch Raven Reservoir	-	-
23. Fowblesburg- Dover	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Liberty Reser- voir; Gun- powder & trib- utaries; Loch Raven Reservoir	-	-
24. Beckleysville- Arcadia	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & tributaries; Reservoir	-	-
25. Middletown	-	-	Until 1990	Until 1990	-	Gunpowder & tributaries; Reservoir	-	-
26. Maryland Line- Parkton	-	-	Until 1990	Until 1990	-	Deer Creek; Gunpowder & tributaries; Loch Raven Reservoir	-	-
27. Hereford	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & tributaries; Loch Raven Reservoir	-	-
28. Western Run- Sparks	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & tributaries; Loch Raven Reservoir	-	-

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	-	-	-	22. Emory Grove-Worthington
-	-	-	-	5% of existing housing in need of external repair	-	-	-	23. Fowblesburg-Dover
-	-	-	-	12% of existing housing in need of external repair	-	-	-	24. Beckleysville-Arcadia
-	-	-	-	14% of existing housing in need of external repair	-	-	-	25. Middletown
-	-	-	-	10% of existing housing in need of external repair	-	-	-	26. Maryland Line Parkton
-	-	-	-	10% of existing housing in need of external repair	-	-	-	27. Hereford
-	-	Improved services to historic Black settlement	-	8% of housing in need of external repair	-	-	-	28. Western Run-Sparks

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
29. Oregon Ridge	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & tributaries; Loch Raven Reservoir	-	-
30. Cockeysville	Reinforce Community Commercial Centers	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & tributaries; Loch Raven Reservoir	-	-
31. Pot Spring	-	-	Until 1990	-	Outcrops of Cockeysville Marble	Loch Raven Reservoir	-	-
32. May's Chapel- Seminary	-	-	Until 1990	-	-	Jones Falls & tributaries	-	-
33. Lutherville- Timonium	Reinforce Community Commercial Centers	-	Until 1990	-	Outcrops of Cockeysville Marble	Loch Raven Reservoir; Jones Falls & tribu- taries	-	-
34. Ruxton	-	-	Until 1990	-	Outcrops of Cockeysville Marble	Jones Falls & tributaries	-	-
35. Towson	Reinforce Towson Town Center & Community Commercial Center	-	Until 1990	-	Outcrops of Cockeysville Marble	Loch Raven Reservoir; Jones Falls & tribu- taries	-	-

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	-	-	-	29. Oregon Ridge
-	North Central light rail mass transit line	Improved services to historic Black settlement	-	-	-	-	Active quarrying operation	30. Cockeysville
-	-	-	-	-	-	-	-	31. Pot Spring
83 & 695	-	-	-	-	-	-	-	32. May's Chapel-Seminary
83 & 695	Stations on North Central light rail mass transit line	Improved services to historic Black settlement	-	-	Commercial encroachment on residential areas	-	-	33. Lutherville-Timonium
83 & 695	-	-	-	-	-	-	-	34. Ruxton
83 & 695	Stations on North Central light rail mass transit line	Improved services to historic Black settlement	-	-	-	-	-	35. Towson

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
36. Hampton	-	-	Until 1990	-	Outcrops of Cockeysville Marble	Loch Raven Reservoir; Gunpowder	-	-
37. Cub Hill- Joppa Heights	Reinforce Community Commercial Center	-	Until 1990	-	-	Gunpowder tributaries	-	-
38. Rodgers Forge- Stoneleigh	Reinforce Community Commercial Center	-	Until 1990	-	-	Patapsco Drain- age Basin	-	-
39. Loch Raven- Hillendale	Reinforce Community Commercial Center	-	Until 1990	-	-	Patapsco Drain- age Basin	-	-
40. Parkville	Reinforce Community Commercial Center	-	Until 1990	-	-	Patapsco Drain- age Basin	-	-
41. Monkton	-	-	Until 1990	Until 1990	-	Gunpowder & Little Gun- powder; Loch Raven Reservoir	-	-
42. Jacksonville	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & Little Gun- powder; Loch Raven Reservoir	-	-



# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	-	-	-	36. Hampton
695 & Harford Road & other 695 interchanges	-	-	Potential decline of existing commercial areas	-	-	-	Active quarrying operation	37. Cub Hill-Joppa Heights
-	-	-	-	-	Commercial encroachment on residential areas	-	-	38. Rodgers Forge-Stonelaigh
-	-	-	Potential decline on existing commercial areas	-	Commercial encroachment on residential areas	-	-	39. Loch Raven-Hillendale
695 & Harford Road; 695 & Belair Road	-	-	Potential decline of existing commercial areas	-	-	-	-	40/49. Parkville
-	-	-	-	-	-	-	-	41. Monkton
-	-	-	-	-	Commercial encroachment on residential areas	-	-	42. Jacksonville

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
43. Fork- Glenarm	-	-	Until 1990	Until 1990	Outcrops of Cockeysville Marble	Gunpowder & Little Gun- powder; Loch Raven Reservoir	-	-
44. Kingsville	-	-	Until 1990	Until 1990	-	Gunpowder & Little Gun- powder	-	-
45. Carney	Reinforce Community Commercial Center	-	Until 1990	-	-	Gunpowder & Little Gun- powder	-	-
46. Perry Hall	Reinforce Community Commercial Center	1980 White- marsh New Development Area	Until 1980	-	-	Whitemarsh Run; Gun- powder & Little Gunpowder	-	-
47a. Germantown- Honeygo	-	1980 White- marsh New Development Area	Until 1980	-	-	Gunpowder & Little Gun- powder	-	-
47b. Whitemarsh	Reinforce Community Commercial Center	1980 White- marsh New Development Area	Until 1980	-	-	Whitemarsh Run; Gun- powder & Little Gunpowder	-	-
48. Loreley	-	-	Until 1990	-	-	Gunpowder & Little Gun- powder	-	-

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	Commercial encroachment on residential areas	Industrial encroachment upon residential areas	-	43. Fork-Glenarm
-	-	Improved services to historic Black residential settlement	-	-	-	-	-	44. Kingsville
695 & Harford Road	-	-	-	-	-	-	Active quarrying operation	45. Carney
-	County Office of Planning & Zoning proposed rail mass transit line	-	-	-	-	-	Active quarrying operation	46. Perry Hall
-	-	-	-	-	-	-	-	47a. Germantown-Honeygo
95 & proposed Whitemarsh Boulevard	-	-	-	-	-	-	Active quarrying operation	47b. Whitemarsh
95 & proposed Whitemarsh Boulevard	-	Improved community services to historic Black residential settlement	-	10% of housing in need of repair 1977-1978	-	-	Active quarrying operation	48. Loreley

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
50. Fullerton	Reinforce Community Commercial Center	-	Until 1990	-	-	Tributaries of Patapsco	-	-
51. Rossville	New Whitemarsh Town Center	1980 White- marsh New Development Area	Until 1980	-	-	Gunpowder & Whitemarsh Run	-	Exceeds standards for particulates
52. Rosedale- Golden Ring	Reinforce Community Commercial Center	1980 White- marsh New Development Area	Until 1980	-	-	Back River & tributaries of Patapsco	-	Exceeds standards for particulates
53. Aero-Victory	Reinforce Community Commercial Center	-	Until 1990	-	-	Back River	-	Exceeds standards for particulates
54. Bird River- Chase	-	-	Until 1990	Until 1990	-	Gunpowder & Middle River	Intertidal Area & Bay	-
55. North Point	-	-	Until 1990	Until 1990	-	Back River	Intertidal Area	Exceeds standards for particulates
56. Essex	Reinforce Community Centers	-	Until 1990	-	-	Back River & Middle River	Intertidal Area	Exceeds standards for particulates

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
695 & Belair Road	County Office of Planning and Zoning proposed rail mass transit line	—	Potential decline of existing commercial area	—	Local concern with extension of commercial zoning	—	Active quarrying operation	50. Fullerton-Overlea
695 & 95; 95 & proposed White-marsh Boulevard	—	—	—	—	Local concern with continuing road frontage commercial zoning	—	Active quarrying operation	51. Rossville
695 & 95; 695 & 40	—	Local perceived need for improved services to existing development	—	—	Local concern with extension of commercial zoning	—	Active quarrying operation	52. Rosedale-Golden Ring
695 & 40	—	Local perceived need for improved services to existing development	—	17% of housing in need of external repair 1977-1978	—	—	Active quarrying operation	53. Aero-Victory
—	—	Pace of recent development perceived to have exceeded additional services	—	10% of housing in need of external repair 1977-1978	—	—	Active quarrying operation	54. Bird River-Chase
—	—	Local perceived need for improved services to existing development	—	5% of housing in need of external repair 1977-1978	—	Truck traffic & industrial encroachment on residential areas	Active quarrying operation	55. North Point
695 & 40; Patapsco Freeway & South-eastern Freeway	—	Improved services to historic Black settlement	Potential decline of existing commercial areas	8% of housing in need of external repair 1977-1978	—	Industrial encroachment on residential areas	—	56. Essex

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
57a. Middle River	-	-	Until 1990	-	-	Middle River	Intertidal Area	-
57b. Upper Bowley's Quarters	Reinforce Community Center	-	Until 1990	-	-	Middle River	Intertidal Area	-
58. Seneca Park- Bowley's Quarters	-	-	Until 1990	Until 1990	-	Middle River	Intertidal Area & Bay	-
59. Back River	-	-	Until 1990	Until 1990	-	Middle River & Back River	Intertidal Area & Bay	Exceeds standards for particulates
60. Edgemere	-	-	Until 1990	-	-	Patapsco River	Intertidal Area & Bay	Exceeds standards for particulates
61. Lodge Forest- Millers Island	Reinforce Community Commercial Center	-	Elsewhere, until 1990	-	-	Back River & Patapsco River	Intertidal Area & Bay	Exceeds standards for particulates
62. Eastpoint- Colgate	Reinforce Town Center	-	Elsewhere, until 1990	-	-	Back River	Intertidal Area	Exceeds standards for particulates

# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	-	-	-	Local concern with extension of commercial zoning	-	-	57a. Middle River
-	-	Improved services to historic Black settlement	-	-	-	-	-	57b. Upper Bowley's Quarters
-	-	-	-	-	-	-	-	58. Seneca Park-Bowley's Quarters
-	-	-	-	More than 20% of housing in need of external repair 1977-1978	-	-	-	59. Back River
-	-	Improved services to historic Black residential settlement	-	25% of housing in need of external repair 1977-1978	-	Industrial encroachment on residential areas	-	60. Edgemere
-	-	-	-	More than 40% of housing in need of external repair 1977-1978	-	Industrial encroachment on residential areas	-	61. Lodge Forest-Millers Island
Eastern Boulevard & Patapsco Freeway	-	-	-	-	-	Truck traffic & industrial encroachment on residential areas	-	62. Eastpoint-Colgate

# GROWTH STRATEGIES BY COMMUNITY

Communities	Development Staging and Timing			Natural Resource Protection				
	Accelerated Growth (Unstaged)	Staged Accelerated Growth	Moderated Growth	Agricultural Preservation	Groundwater Protection	Protection of Stream Valleys, Floodprone Areas, Wetlands and Reservoirs	Protection of Chesapeake Bay, Coastal Wetlands, and Intertidal Area	Air Quality Protection
63. Bear Creek	Community Commercial Center	—	Elsewhere, until 1990	—	—	Back River & Patapsco River	Intertidal Area	Exceeds standards for particulates
64a. Dundalk	Town Center & Community Commercial Centers	—	Elsewhere, until 1990	—	—	Patapsco River	Intertidal Area	Exceeds standards for particulates
64b. Turner's Station	—	—	Until 1990	—	—	Patapsco River	Intertidal Area	Exceeds standards for particulates
65. Inverness	—	—	Until 1990	—	—	Patapsco River	Intertidal Area	Exceeds standards for particulates



# GROWTH STRATEGIES BY COMMUNITY

Special Development Opportunities		Special Reinforcement or Redevelopment			Land Use Conflict Resolution			Communities
Highway Interchanges	Mass Transit Stations	Improvement of Community Services to Existing Development	Reinforcement or Redevelopment of Older Commercial Areas	Housing Rehabilitation	Commerce and Residential Neighborhoods	Manufacturing and Residential Neighborhoods	Quarrying and Agriculture or Residential Neighborhoods	
-	-	Local perceived need for improved services to developed areas	-	-	-	-	-	63. Bear Creek
-	Mass rail to the area, low priority in the regional system	Local perceived need for improved services to developed areas	-	-	-	Industrial encroachment on residential areas	-	64a. Dundalk
-	-	Improved services to historic Black settlement & local perceived need for improved services to existing development	-	29% of housing in need of external repair 1977-1978	-	Industrial encroachment on residential areas	-	64b. Turners Station
-	-	-	-	-	-	-	-	65. Inverness

## V. FUTURE LAND USE RECOMMENDATIONS BY LAND USE TYPE

Chapters II and III of this report categorize geographic sub-areas of the County by growth characteristics and recommend growth strategies for each of these areas designed to stage projected growth, to protect major natural resources, to realize special development opportunities, to meet special redevelopment needs, and to resolve major existing and potential land use conflicts.

This Chapter presents land use recommendations by land use type, examining the particular County-wide issues and opportunities associated with each major land use, and the projected land area that will be required by the major land use type in Baltimore County through 1990.

Land uses considered in this Chapter include:

- A. Residential Use
- B. Commerce
- C. Industry
- D. Agriculture

Issues concerning other major land uses such as Open Space, Institutional and Publicly-owned lands are discussed, and associated recommendations presented in the Growth Management Open Space and Recreation Plan and the Growth Management Community Services Plan, respectively.

### A. RESIDENTIAL USES

The Growth Management Housing and Community Preservation Plan sets out a detailed projection of the housing types, by number that are forecast, in the private market for Baltimore County through 1995.

### B. COMMERCE

Population and income growth will generate demand for significant additions to the County's inventory of commercial space. Changing patterns of residential development will necessitate new establishments in convenient locations. New development will increase the variety of merchandise available to the consumer. However, the improvements in the inventory will not be without costs. Existing commercial centers and establishments will experience declining sales volumes; some stores will close or relocate to new centers. County policies should be designed to minimize the negative effects of new development.

Five additional regional centers are likely to be developed under normal market conditions by 1995\*. These large centers with two or four department store tenants will have the greatest impacts on existing centers. The tremendous market advantages of clustered establishments with climate control and easy parking are difficult to match in older commercial districts and centers. While each mall projected for development by 1995\* could be supported by new population and income growth alone, it will inevitably have some deleterious effects on the older competition.

\*NOTE: These projections extend beyond the plan period, which ends in 1990. For the period 1990-1995, they are included for reference in the plan monitoring.

Ten community centers with an average size of 250,000 square feet are forecast for development by 1995\*. These centers typically serve smaller areas with a junior department store or a variety store and personal service establishments. They will generally be developed in areas of new residential growth and should have minimal impact on existing areas, though an occasional store relocation to the center may impact existing areas.

Sixty-two neighborhood centers are forecast for development by 1995\* to serve the needs of residents within a small radius of the center. The typical neighborhood center is built around a supermarket as the principal tenant. They serve to minimize necessary transportation time by providing convenience goods outlets near the home. Neighborhood center development should have little effect on existing establishments.

The projected development in centers and on isolated sites will require 1,816 acres of commercially zoned land by 1995\*. County zoning policies can direct that development to sites most compatible with overall public policy goals and objectives. However, zoning controls alone will not be sufficient to insure the compatibility of new development and existing establishments. Comprehensive revitalization programs are essential for the long-range viability of the County's older commercial areas. Restriction of competition will not serve the best interests of County consumers.

Zoning controls can be very effective in limiting the proliferation of strip commercial development and preventing major conflicts between commercial development and other land uses. Requirements for provision of sufficient parking space and convenient access routes can minimize traffic impacts on neighboring properties. Reservation of land at intersections of major arteries for commercial use eliminates the flow of commercial traffic through residential areas. Buffers such as earthen berms or tree lines lessen the visual and noise impacts on neighboring properties; landscaping is an integral portion of commercial development zoning controls. These zoning regulations among others alleviate many of the impacts due to the physical configuration of a new center. Zoning is less successful as a tool to limit competition to older major commercial centers from new major commercial centers.

Zoning which prohibits regional center development in areas partially served by existing establishments and centers can have several effects. Lack of competitive pressure discourages improvements to store appearance or merchandise quality. Such investments are often very costly and are therefore avoided by some entrepreneurs until competition makes the improvements necessary. Many existing areas are lacking in the amenities and customer facilities which would make them competitive. Studies already undertaken in several older commercial areas reveal inadequate parking facilities and transportation access, poor merchandise quality and selection, drab or shabby exteriors, and impediments to pedestrian circulation. Zoning against new regional shopping center commercial developments will not alleviate the failure of certain older districts to meet consumer demands.

\*NOTE: These projections extend beyond the plan period, which ends in 1990. For the period 1990-1995, they are included for reference in the plan monitoring.

These unmet demands will generate developer interest in alternative projects if regional centers are forbidden. Baltimore County has already experienced a proliferation of discount department stores and lower-quality centers due in part to pent-up demands in certain parts of the County. Strip commercial establishments have expanded to line most of the County's arteries, bringing about extensive traffic control difficulties. Planning officials have less influence over the establishment of individual stores and less opportunity to insure that environmental quality standards are met. Widespread development of small strip commercial centers could be expected to accelerate if zoning controls were imposed against major shopping centers and not against strip or road frontage commerce. Similarly, development of centers might occur in neighboring jurisdictions just beyond Baltimore County zoning and taxation powers.

A more fruitful approach to control of future commercial development would be to combine zoning controls with strong revitalization programs for the older commercial districts including Towson, Pikesville and Essex. Revitalization should include physical improvements such as road and sidewalk repairs, storefront rehabilitation, landscaping, creation of pedestrian malls and open space, elimination of garish signs, and creation of off-street parking facilities. When combined with enhanced marketing techniques, these public investments can vastly improve the competitive position of an older shopping district. Similar upgrading of existing centers can alleviate much of the negative impact from a new center.

Experience has demonstrated that while some progress can be made toward revitalization by a merchants association, most private groups lack the necessary financial and staff resources for a successful effort. The most successful revitalization programs have been initiated by local merchants and then supported by joint public-private contributions. Baltimore County should undertake detailed studies of older commercial areas which have been identified as vulnerable to competition from new development. Comprehensive, detailed plans should be drawn up for each district in cooperation with local merchants and property owners. County financial and staff support may be required during the early phases of redevelopment. An effective campaign to upgrade existing facilities could satisfy some of the increasing market demands and eliminate the need for selected new shopping centers.

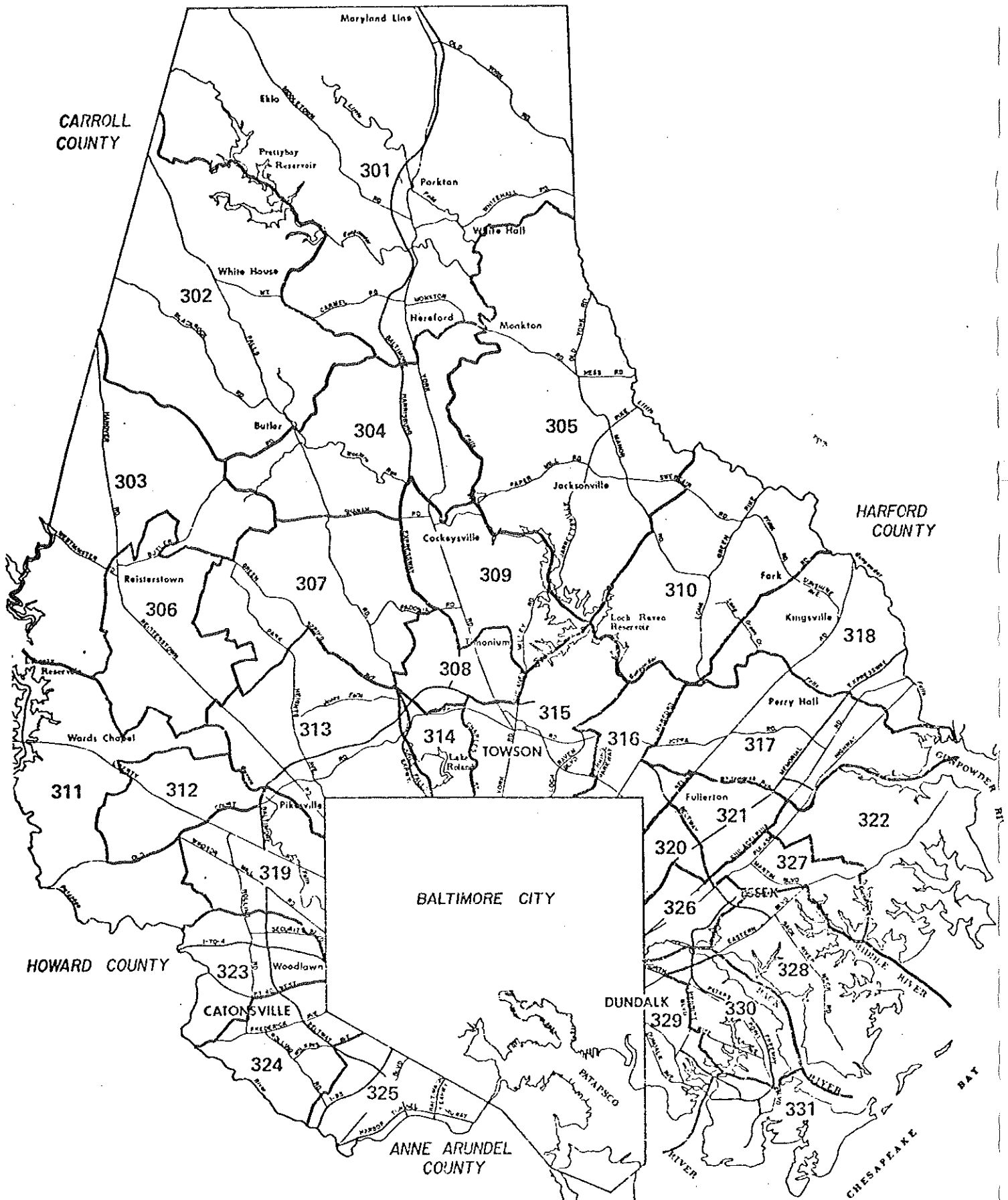
The table on the following page indicates projected commercial land demand in the County by Regional Planning District.

ALLOCATION OF COMMERCIAL LAND DEMAND BY RPD, BALTIMORE COUNTY, 1977-1985

Acres

RPD	Regional	Community	Neighborhood	Other	Total
301				3	3
302				3	3
303				3	3
304				6	6
305			6	6	12
306		21	6	27	54
307				3	3
308			12	12	24
309	74		12	54	140
310				3	3
311			6	9	15
312			12	17	29
313			12	20	32
314				3	3
315			6	11	17
316		21	12	25	58
317	74	21	24	80	199
318				3	3
319			12	18	30
320				3	3
321		21	6	27	54
322			6	6	12
323			6	6	12
324				3	3
325				3	3
326				3	3
327			12	16	28
328			6	10	16
329				3	3
330				3	3
331				3	3
Total	148	84	156	392	780

# PENNSYLVANIA



ALLOCATION OF COMMERCIAL LAND DEMAND BY RPD, BALTIMORE COUNTY, 1977-1995\*

Acres

RPD	Regional	Community	Neighborhood	Other	Total
301			6	6	12
302				3	3
303			6	8	14
304			12	18	30
305				3	3
306	65		24	65	154
307			6	8	14
308			6	8	14
309			12	16	28
310				3	3
311		18	12	36	66
312		18	18	39	75
313		18	18	40	76
314				3	3
315	65		12	45	122
316				3	3
317		39	30	72	141
318				3	3
319	66		12	48	126
320				3	3
321			12	20	32
322		18	6	23	47
323			12	15	27
324				3	3
325				3	3
326				3	3
327				3	3
328			6	10	16
329				3	3
330				3	3
331				3	3
Total	196	111	210	519	1,036

\*NOTE: These projections extend beyond the plan period, which ends in 1990. For the period 1990-1995, they are included for reference in plan monitoring.

### C. INDUSTRY

Industrial development is critical to the future of Baltimore County. Attraction of new industry and expansion of existing industry makes significant contributions to the employment opportunities and income of current and future residents. The County's future seems bright; strong job growth is projected. A large reserve of prime land exists to accommodate industrial growth. Several highly competitive industrial parks have been developed in recent years. The strong demand for industrial land will absorb much of the land in existing parks, thus stimulating development of additional areas as industrial parks and sites. A comprehensive policy is necessary to guide county response to the demand.

The locational patterns of industrial development affect the desirability of neighboring areas for housing and commercial use. While industry is critical to the area's economic stability, its needs and impact are not totally compatible with truck traffic, visual aesthetics, noise and other environmental factors. Detailed planning and land use controls can help ensure that industrial development occurs at appropriate locations where adverse effects can be minimized.

To 1995, Baltimore County industry will require 1,314 acres to satisfy demand\*. This estimate of future demand from the manufacturing, wholesale and trucking industries is based on employment growth projections presented in Technical Memorandum No. 1, "Demographic and Economic Analysis and Projections". Demand will be greater to 1985. Average annual demand is projected to be 75 acres per year until 1985 and 64 acres per year from 1985 to 1995.\*

Manufacturers' needs will account for 21.5 percent of total demand at an average density of 20 employees per acre. The greatest demand will come from light industry including the printing, electrical equipment and instruments manufacturing industries.

Wholesalers will require 465 acres by 1995\* with an average density 10 employees per acre. Baltimore County's road system provides many good locations for wholesaling operations serving metropolitan Baltimore markets. Likewise, many County locations are excellent for the trucking industry. Trucking operations typically require large tracts for storage and handling. At an assumed density of five employees per acre, 575 acres will be developed for trucking firms in 1995.\*

All of these sectors--manufacturing, wholesaling and trucking -- have particular needs in industrial land. Most important are access to superior transportation systems and availability of utilities. Well-situated industrial parks offer many advantages to manufacturing and wholesalers. All utilities are provided, necessary governmental permits have been solicited and immediate occupancy is possible. Recent industrial activity has demonstrated the strong market appeal of industrial parks. Their competitive advantage is expected to increase over time; the bulk of industrial land to be absorbed in the next 18 years will be in planned industrial parks. Land in existing parks will be supplemented by

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\*NOTE: These projections extend beyond the plan period, which ends in 1990. For the period 1990-1995, they are included for reference in plan monitoring.



development of additional industrial parks, the location of which will be determined by County policies on utilities and land use.

Demand for prime industrial land focuses on large tracts with highway access. The ideal location from the park developer's perspective is near a major highway interchange in order to minimize user time in transit and to avoid the use of residential area streets. Public policy considerations include the proximity to existing infrastructure and the site's environmental sensitivity. Deliberate provisions to protect industrial land from intrusion by other uses is a critical element in the County's land use policy.

Currently, 9,398 acres of vacant land have been zoned for industrial use -- nearly seven times the amount that will be required to 1995. This reserve is a tremendous asset in the County's economic development efforts. There are three key reasons to maintain a large reserve of industrial land;

- 1) Need for a variety of sites. Variety is the key to the adequacy of reserve. Different industries have varying requirements as to location, size and amenities. Sites are not always interchangeable, so a large reserve facilitates a match between industry and land to meet its needs. Baltimore County is a logical location for serving several markets, not all of which can be served from one location. Access to particular materials such as gravel or semi-finished goods is a determining factor in some locational decisions. As with the selection of any property, personal preferences influence the location of many firms. Proximity to a golf course is not always a negligible decision factor.

- 2) Future demand after 1995. Obviously, demand for industrial land will continue far beyond 1995. Prime industrial land is too often lost to less efficient uses because of failure to preserve the land from alternative development. Once homes have been built, it is generally impossible to recover that land for industrial use. The opportunity is lost for decades.

- 3) Avoidance of future land use conflicts. Only careful long-range planning can ensure minimal conflicts between land uses. New development areas can be planned so as to provide adequate space for industry in locations buffered from conflicting uses. Residential development would then occur with full knowledge of the future locations of industry.

Given these reasons for preserving a large reserve of land for industrial purposes, it is appropriate to evaluate the amount and quality of the current inventory. County officials have the opportunity to review the individual areas previously zoned for industrial use, as to overall suitability.

It is recommended that the County:

Encourage location of industry within organized industrial parks. While there will always be a portion of industrial land demand which can only be satisfied by isolated freestanding sites, many industries can be accommodated within planned industrial parks. Potential for development consistent with community standards is greatest in the planned industrial park. The costs of providing buffers are shared between tenants. Traffic can be better managed with controlled access. Clustered firms can make joint use of industrial support services.

Preserve land at major highway intersections for industrial use. While railroad access is still important to many industries, truck transport of materials and goods has become the predominant transportation mode. Convenient access to major highways is essential to many firms. Close proximity to intersections minimizes the need to use residential streets for industrial traffic. Industrial land use considerations should be incorporated in utility and transportation planning processes.

Preserve land with good port access for industries which utilize water transport. Port-oriented land is a limited asset which should not be squandered on less efficient uses than for port-oriented industry.

Rezone properties in environmentally-sensitive areas. Baltimore County has the advantage of a healthy reserve of industrial land. A detailed evaluation should be conducted to determine the environmental suitability of each potential site. Any sites in areas draining into public water supply reservoirs should be rezoned for alternative use if danger exists that the water supply will be harmed.

Conduct a detailed evaluation of all industrially-zoned areas. Each area should be evaluated with respect to soil characteristics, transportation access, neighboring land uses, availability of utilities and air quality. The Industrial Development Commission should emphasize those sites best-suited for development on the basis of both public and private criteria.

Alleviate constraints of air quality requirements. Air quality standards may prove to be an obstacle to further industrial development in the southwest and southeast portions of the County. Every effort should be made to alleviate the problem.

Prepare a comprehensive economic development strategy.

The table on the following page indicates projected industrial land demand in the County by Regional Planning District.

ALLOCATION OF RECOGNIZED INDUSTRIAL LAND DEMAND BY RPD, BALTIMORE COUNTY,\*  
1976-1995

RPD	Available Acreage	1976- 1980	1980- 1985	1985- 1990	1990- 1995	Total Over Period
304	351	—	30	45	67	142
309	124	70	54	—	—	124
313	154	20	35	50	49	154
317	395	—	50	70	85	205
319	166	70	55	41	—	166
326	129	30	45	45	9	129
327	405	87	77	65	60	289
329	171	20	35	25	25	105
Total	1,895	297	381	341	295	1,314

Source: Hammer, Siler, George Associates

\*These locations are approximate; by means of changes in zoning of vacant lands, changes in access to major roads and other public-actions, portions of this demand could be attracted to RPD'S other than those indicated in this allocation. It should also be noted that a more aggressive County economic development program could attract more industrial use to the County than is projected here.

#### D. AGRICULTURE

Since most cities in the United States were originally developed on highly accessible sites along major transportation arteries near the center of prime agricultural lands, and since subsequent urban development has largely occurred as extensions out from these original centers, urbanization in the United States has occurred and continues to occur on prime agricultural lands. This pattern has occurred in the Baltimore Region in Baltimore County, as in the other Counties whose boundaries coincide with those of the City at the Region's center.

Between 1960 and 1970, the total land area of the United States in urban use increased from 27.2 million acres to 34.2 million acres; nearly half of this new urban land came out of the agricultural land inventory.<sup>1</sup> In-migration to SMSA's has meant that much of the loss occurred within metropolitan areas.

While land used as cropland throughout the country has declined steadily in recent years, crop production increased by 50% between 1960 and 1970 and food production has more than kept pace with population growth.

The Northeastern United States (Maine, New Hampshire, Vermont, Massachusetts, New York, Connecticut, Rhode Island, Pennsylvania, New Jersey, Delaware, and Maryland) differ from the remainder of the country in that in this region only, both farm acres and total agricultural production have declined. This trend is accelerating.<sup>2</sup>

With population increases in the already dense region, suburban and rural land values have risen sharply, and, with higher labor costs, feed prices and transportation costs relative to other regions, farmers in the Northeast have been under increasing pressure to sell their farms.

This pattern has been apparent throughout the State of Maryland, and has occurred at a faster rate in Baltimore County.

In the period 1958-1974, land in agricultural use throughout the State of Maryland decreased 24.7% while land in agricultural use in Baltimore County decreased 30.9%.<sup>3</sup>

During the Growth Management Program, the following County agricultural policy positions were defined:

The farmlands of Baltimore County are a valuable natural asset requiring County action to preserve them;

<sup>1</sup> Miner, Dallas P. "Agricultural Lands Preservation, A Growing Trend in Open Space Planning" Ed Scott, R.W., Brower, D.J. and Miner, D.D. Management and Control of Growth, Volume III, (Washington, D.C.: The Urban Land Institute, 1975) p. 53.

<sup>2</sup> Ibid, p. 54

<sup>3</sup> U.S. Department of Commerce, Bureau of the Census, 1974 Census of Agriculture, Preliminary Report, Baltimore County, Maryland, December, 1975.

It is appropriate to adopt as a policy the preservation of scarce and disappearing agricultural land in the County so as to retain a long-range option to return to closer markets for various agricultural products, in the face of rising transportation costs;

The dual role of farming as open space and employment makes the use an unusually valuable industry which warrants County actions to preserve it; and

To preserve agriculture as an industry in the region, it will be necessary to provide incentives to economic (sic) farmers to remain in the area.

In order to preserve its agriculture, the County needs improved systems of monitoring trends in agricultural uses, limiting conversion of agricultural lands to suburban or urban uses, and encouraging farmers to retain their lands in agricultural use.

Recommendations concerning agriculture are of three kinds:

Agricultural Management;

Agricultural Data Collection and Analysis; and

Agricultural Preservation.

#### Agricultural Management and Conservation Practices

An increased emphasis should be placed in the County upon conservation practices designed to preserve the fertility and productivity of the land as well as to monitor environmental impacts of farming and to limit adverse impacts of farming activities.

Specific County actions to promote conservation in farm management practices and to encourage farming practices in harmony with other County policies, goals, and objectives include:

Requirement of an approved Farm Management Plan prepared by the Baltimore County Soil Conservation District for all farms of 10 acres or more located within watersheds of municipal water supply watersheds and on outcrops of the Cockeysville Marble.

Recommendation of approved Farm Management Plans prepared by the Baltimore County Soil Conservation District for all farms of 10 acres or more in all areas of the County.

County investigation of impacts of pesticide, herbicide, and fertilizer use on the quality of surface and groundwater resources to determine the need for appropriate regulations.

## Agricultural Data Collection and Analysis

During the course of the Growth Management Program, the Growth Management Consultants have prepared exhibit maps at a scale of 1:48,000 for use by the County in continuing land use policy evaluation and for illustrative use in preliminary reviews of development applications.

Two exhibits have been prepared at the 1:48,000 scale, the scale of the reproducible base map prepared for the County by the Consultants as essential for County reference in reviewing County land use policy and agricultural preservation policy. These exhibits illustrate the location of high productivity soils in the County and the location of existing farming activities in the County.

The Exhibit illustrating High Productivity Soils shows three levels of high yield for selected field crops (corn grain, wheat, soybeans, and alfalfa). This analysis is discussed in some detail in Baltimore County Growth Management Technical Memorandum No. 7, Natural Environment Analysis, pp. 208-213. The data was prepared by the consultants in consultation with the Baltimore County Soil Conservation District. Since all the soils in the Piedmont Region, of which Baltimore County is a part, compare very well in productivity with soils throughout the County, a better than average yielding soil within the Piedmont region is considered to be an important resource.

The Exhibit illustrating Existing Agricultural Uses in the County was developed by the Growth Management staff, working with the staff of the Baltimore County Soil Conservation District and the Maryland Cooperative Extension Service, Baltimore County Agricultural Science Extension Agent, and mapped at the County Exhibit Scale for use by the County in agricultural and land use policy evaluation of proposed projects and activities. Since this information had not been mapped previously, it required compiling of data from records of Conservation District program participants, and from the Farm Bureau and cross-checking with the agricultural practices analysis of the County 208 Water Quality Management Study. A mapping of agricultural uses in the County was not available in the County before the Growth Management Program. This data should be reviewed at regular intervals with the County Soil Conservation District and the County Extension Agent in order to monitor, much more closely than the State Agriculture Census can permit, patterns of agricultural use in the County and the relationship of the various types of farming uses to proposed development and zoning amendments.

An effort is underway by the County Office of Planning and Zoning at present to code the data set out in the Growth Management Exhibits showing agricultural soils and agricultural uses to a computer mapped land use data system for the County composed of a grid of approximately 164,000 cells, each cell covering a 4.6 acre land area.

Completion of this system, which will allow printing of maps correlating agricultural soils and agricultural uses with other land use information including zoning and planned public sewer extensions, is recommended. The computer maps will be able to be printed at the scale as the Growth Management Exhibit Maps for distribution to County agencies and other concerned groups.

Continued refinement of the data incorporated in this system is also recommended.

Agricultural preservation strategies are discussed in Chapter III of this report.

[illegible]



## APPENDIX

### CONSERVATION AND PROTECTION OF NATURAL RESOURCES

#### AGRICULTURE

##### Policies

The 1975 County Master Plan notes that "agriculture is one of the County's basic industries and an essential part of the economic base, since many are agriculture-related."<sup>1</sup>

"The County has many acres of prime or productive agricultural soils which are not yet compromised by urban intrusions and which still contain relatively large family farms. The agricultural soils of Baltimore County are as productive as any soils in this country..."

"In order to preserve the vital resources of productive farm land, Baltimore County should establish agricultural districts under both the Comprehensive Plan and zoning classifications. These districts should be established on the basis of soil productivity, extent of urbanization, degree of public commitment to expenditures for future urbanization and other considerations. In addition, the County should encourage taxation policies, under both the Federal Inheritance Tax and local real estate taxes, which will encourage rather than discourage farming. The County should discourage public capital investments in highways, utilities, and other community facilities which of themselves lead to urbanization."<sup>2</sup>

These policies are recommended to continue, essentially as stated in the 1975 Master Plan. Extensive additional data over and above that set out in the Plan has been compiled and analyzed during the Growth Management Program concerning soil productivities, existing agricultural uses in the County, trends in farm size, and in numbers of farms and acreage in farming use, however, which should provide a stronger basis for the County's instituting considerably more stringent agricultural preservation measures. This data is described in the Growth Management Land Use Plan.

##### Objectives

To carry out the agricultural preservation policy stated in the 1975 Master Plan, the Plan recommended the following:

<sup>1</sup> Baltimore County Comprehensive Plan, 1975, p. 6.

<sup>2</sup> Ibid, p. 16.

"An agricultural zoning classification should be adopted to foster and protect agriculture; only agriculture and related uses would be permitted. A sliding scale would determine the allowable number of dwellings per tract of land, such dwellings to be placed on lots of a 1-acre minimum size. The boundaries of this zone would be based on the occurrence of prime or productive agricultural soils and on existing land uses;"<sup>1</sup>

A statewide agricultural land preservation bill was proposed in the 1975 Plan, and has not been enacted. The County should assure that its farms can benefit from the provisions of this legislation.

The agricultural preservation zoning district adopted after completion of the Master Plan resulted in considerably less protection of agricultural land than had been envisioned by the County Office of Planning and Zoning. Statewide agricultural land preservation has in fact, been adopted, but funding to provide for acquisition of agricultural land or development rights has not to date been authorized. Land assessment corresponding more directly to present land use has not yet been instituted.

On the basis of studies prepared under the Growth Management Program, it is recommended that each one of these three essential agricultural preservation activities be carried considerably further.

The County's proposed agricultural preservation objective corresponds to the regional objective that "residential units created in the rural service area through the subdivision process should not exceed 2% of the region's total residential growth by 1980."<sup>2</sup>

## WATER SOURCES

### Policies

The Master Plan sets out the following policies concerning water sources:

"Baltimore County should maintain the presently high quality of the public water supply by limiting land use in those areas which are critical to the protection of the water quality of the three major impoundments. Development in these watersheds is the greatest of threats to water quality in the impoundments and their tributaries. To this end, the County should restrict and carefully evaluate the extension of public utilities, roads and other facilities which themselves cause, or encourage uses which cause, a deterioration of water quality. The County should maintain at least a minimum level of vegetative cover and limit the amount of impervious cover allowed in the watersheds."

"In addition to protecting watershed areas, Baltimore County should also conserve groundwater reserve areas which are highly susceptible to both pollution and depletion. These are the Coastal Plain areas and areas underlain

<sup>1</sup> Ibid, p. 26.

<sup>2</sup> Baltimore Regional Planning Council, General Development Plan, Land Use, 1977, pp. 2-20.

Cockeysville Marble. The County should continue to evaluate the environmental impact of development activities, particularly septic tanks and wells, and of public and private projects such as sanitary landfills and mineral extractive operations in terms of their effect on both the quality and quantity of the groundwater resources. The County should also maintain continuous records, by monitoring or other suitable means, of the quantitative and qualitative status of the groundwater resource."<sup>1</sup>

Since completion of the Master Plan in 1975, additional studies have been published presenting further data and recommendations concerning public water supply. The State Water Resources Administration has prepared basin plans for major drainage areas in Baltimore County under requirements of Section 303(e) of the Federal Water Pollution Control Act of 1972, and a Draft Water Quality Management Plan for the Region was completed in 1977. The reservoirs and Cockeysville Marble aquifer have been identified as recommended Critical Areas by the County Office of Planning and Zoning under the Critical Areas legislation of 1974.<sup>2</sup>

### Objectives

In order to realize the water sources policies delineated in the Master Plan and in subsequent plans including the 208 Water Quality Management Plan, it is recommended that the County implement the following:

Expanded Watershed Protection Controls, particularly in the Deer Creek and Little Gunpowder Falls drainages;

Limitation of development in areas of severely low well yield where public water service is not planned;

Strict regulation of development on steeply sloping lands to assure that permitted development does not result in increases in erosion and stream sedimentation;

Strict regulation of development in floodprone areas;

Strict enforcement of sediment control regulations, particularly on lands adjacent to tributaries of municipal water supplies. Increased monitoring of on-site construction activities should be undertaken;

Adoption of stormwater management policies intended to maximize on-site infiltration of overland flow;

Strict enforcement of individual sewage disposal system regulations and increased monitoring of existing systems and systems under construction;

Permits required for all point sources;

<sup>1</sup> Baltimore County Comprehensive Plan, 1975, p. 16.

<sup>2</sup> Baltimore County Office of Planning and Zoning, Designation of Areas of Critical State Concern within Baltimore County, Draft, 1977, p.43.

Regulation of dumping and littering;

Increased environmental sanitation to reduce urban runoff from impervious surfaces and developed areas;

Improved maintenance of unpaved County and private roads;

Regulation of the storage and handling of toxic and hazardous materials;

Monitoring and evaluation of dredging and aquatic weed removal activities for water quality impacts;

Promotion and/or requirement of Soil Conservation Service Farm Plans for all farms, particularly in municipal water supply watersheds;

Monitoring and regulation of sanitary landfill operations;

Advocation of permanent water conservation measures, such as a model plumbing code;

Restructuring the metered water rate schedule to favor water conservation;

Investigation of augmenting the surface water supply with groundwater supplies;

Recognition of the water-bearing capacity of other rock units in the County in addition to Cockeysville Marble, such as the Patapsco Formation and areas of wells having yields greater than 17 gpm as mapped by the Maryland Geological Survey (Nutter and Otton, 1969);

Promotion of groundwater recharge through stormwater management policies emphasizing on-site recharge;

Utilization of the recharge capacity of highly permeable soils, especially in areas of high groundwater yields, by requiring their recognition in the subdivision review process;

Strict enforcement of erosion control regulations in areas of high groundwater yield, to protect natural infiltration rates;

Strict enforcement of individual sewage disposal system regulations in areas of groundwater recharge, particularly where soils are highly permeable;

Prohibition of construction of solid waste disposal sites on outcrops of important groundwater resources;

Prohibition of construction of large expanses of impervious cover on outcrops of important groundwater resources; and

Adoption of special review procedures for assessing groundwater impacts on all proposed land uses in areas of high groundwater yield.<sup>1</sup>

## WETLANDS

### Policies

The Master Plan states the following concerning wetlands:

"Wetlands are a natural resource which have only recently been recognized as important for their extremely high potential for food production. They are breeding grounds or nurseries for most of the food derived from the ocean and provide food and habitat for numerous wildlife species. Wetlands also play an important part in flood prevention by catching the silt which flows in various streams, thus reducing the amount of silt drainage into estuary areas. In order to preserve the nearly 3,000 acres of wetlands currently existing in Baltimore County, the County should encourage the State of Maryland to deny applications for wetland permits which would result in the destruction, either total or partial, of wetland areas. The County also should review all public construction, especially highways, in light of their possible adverse effects on wetlands and enact or adopt all land use plans and regulations necessary to maintain the integrity of wetland areas."<sup>2</sup>

During the Growth Management Program, data was collected and mapped concerning tidal and non-tidal wetlands in the County, their ownership and degree of development. Wetlands have been identified as recommended Critical Areas by the County Office of Planning and Zoning under the Critical Areas legislation of 1974.<sup>3</sup>

Vulnerability of wetlands in Baltimore County to land development and upstream activities suggests the need for definitive policies prescribing allowable uses in wetlands and required management strategies in areas draining into wetland systems. Given that the County recognizes the value of tidal wetlands, policies should be considered which recognize all functions performed by marsh systems, focusing on land use activities likely to impact any aspect of that functioning. Existing policies outlined in the Designation of Areas of Critical State Concern within Baltimore County should be strengthened to include restrictions on land use in wetlands and stringent management of land use activities upstream.

<sup>1</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Program, Technical Memorandum No. 7, Natural Environments Analysis, October, 1977, pp. 166-167, 203-204.

<sup>2</sup> Baltimore County Comprehensive Plan, 1975, p. 17.

<sup>3</sup> Baltimore County Office of Planning and Zoning, Designation of Areas of Critical State Concern Within Baltimore County, draft, 1977, p. 24.

## Objectives

In order to realize recommended policies concerning wetlands, the County should:

Recognize all wetlands, tidal and non-tidal, as areas of critical concern;

Prohibit all developed land uses in wetlands, either by right or by special exception;

Encourage low intensity recreational, educational/research, and open space uses, returning wetlands in undisturbed conditions;

Discourage the use of wetlands for rights-of-way for public and private utilities, sewer, and water supply lines;

Strictly enforce erosion control regulations in areas adjacent to and directly impacting wetlands;

Encourage on-site recharge in developed areas adjacent to and directly impacting wetlands; and

Require on-site treatment of urban and agricultural runoff in areas adjacent to and directly impacting wetlands.<sup>1</sup>

## CHESAPEAKE BAY AND ESTUARIES

### Policies

The Master Plan states that "the coastal estuarine areas of Baltimore County function as an important natural resource. They are basic to the vitality of the entire Chesapeake Bay and are a potentially important recreational and open space resource. These valuable natural areas are very susceptible to spoiling by uncontrolled urban growth. Therefore, incompatible development should be prohibited within them so that they may continue to provide a habitat for the propagation of wildlife and be a source of human enjoyment."<sup>2</sup>

The Upper Chesapeake Bay was designated as a critical area recommended for conservation and preservation in the draft Designation of Areas of Critical State Concern Within Baltimore County. This designation included the Bay and its estuaries and tidal wetlands.<sup>3</sup>

In December, 1977, the revised Coastal Zone Management Program of the State Department of Natural Resources was published, presenting a more detailed analysis of conditions of concern along the bay and its estuaries and recommended policies addressing each of these concerns.

<sup>1</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Program, Technical Memorandum No. 7, Natural Environments Analysis, October, 1977, pp. 166-167, 203-204.

<sup>2</sup> Baltimore County Master Plan, 1975, p. 17.

<sup>3</sup> Baltimore County Office of Planning and Zoning, Designation of Areas of Critical State Concern Within Baltimore County, Draft, 1977, p. 19.

The Bay's coastal zone was categorized as coastal waters, intertidal areas, and shoreland areas and policies were delineated for each of these areas.

State and Federal departments and agencies regulate activities in coastal waters and intertidal areas and some activities in shoreland areas. While local government is recommended to coordinate its policies with those of State and Federal departments and agencies in all those areas, local controls are of most direct concern in shoreland areas, and in the portions of the coastal plain that lie inland, because of the lesser degree of State and Federal regulation in these areas.

### Objectives

In Baltimore County, the Coastal Zone is defined as consisting of the coastal plain, including the tidal rivers and the entire watersheds up to head of the tide.<sup>1</sup>

To realize recommended policies concerning the Coastal Zone within Baltimore County, the County should:

Continue efforts undertaken under the Baltimore Metropolitan Coastal Area Study to integrate policies of Growth Management Program, Comprehensive Planning, 208 Water Quality Planning and Coastal Zone Management Planning; *Current Plan*

Provide recommendations through the Coastal Zone Advisory Committee to the Regional Planning Council on coastal policy and related intergovernmental issues;

Identify specific areas where sewage treatment facilities should be planned and constructed, investigate the feasibility of reducing sewage flows, examine alternatives to central sewerage systems when studying areas containing failing septic systems, improve inspection and control of sewerage facility construction and operation and provide for stricter control of runoff and better management of sediment control programs;

Assure adequacy of access to water, and resolve conflicts between recreation and commercial boating concerns;

Reserve port-related industrial sites for port-related industry;

Consider adoption of comprehensive zoning regulations for marinas;

Place acquisition priority on open space with maximum shoreline frontage;

Consider retention of coastal agricultural land;

Establish buffer zones around wetlands and between water courses and coastal mineral extraction sites; and

<sup>1</sup> Maryland Department of Natural Resources, Energy and Coastal Zone Administration, Maryland Coastal Zone Management Program, December, 1977, p. 268.

Evaluate all proposed major projects and zoning changes in terms of their relationship to Coastal Zone Management goals.<sup>1</sup>

## STREAM VALLEYS

### Policies

"Stream valleys, consisting of floodplains and adjacent steep slopes of more than 20%," says the Master Plan, "serve as easements to accommodate the overflow from the streams and provide for excess water, reducing downstream and upstream flooding. The floodplain portions of stream valleys are deposition areas for a significant amount of the sediment load in flood water, preventing the sedimentation of downstream surface ponds or other bodies of water. Stream valley parks also serve as important wildlife habitats, allow for continuous walks and paths along the streams, and may link homes with schools, shopping and other destinations. For these reasons, the natural functions of stream valleys should not be impaired in any way by either public or private projects. Baltimore County should make strong recommendations along these lines to the State in regard to all applications which require a State permit to fill or otherwise change the area contained within the 100-year floodplain. The County itself should establish a stream valley or flood protection zoning classification to protect the integrity of these areas and should continue to implement stream-valley parks in suitable areas."<sup>2</sup>

Two concerns are presented here, one relating to hazards associated with floodplains and the other concerning stream valleys as an open space resource. Protection for the 100-year floodplain has not yet been fully incorporated in zoning and subdivision controls. The stream valley park acquisition program continues.

### Objectives

To realize stream valley preservation, the County should continue its stream valley park acquisition program and enact stronger controls for floodplains, and steep slopes through zoning, subdivision and development impact statement requirements.

Future increased flooding hazard and associated environmental impacts can be mitigated through strengthening of existing floodplain regulations and adoption of stormwater management policies emphasizing on-site recharge of overland flow. County policies, rules and regulations should be considered which:

Prohibit structures and impervious surfaces from 100-year floodplains;

Regulate development to ensure that the aggregate of uses will not cause storm damage and flooding patterns to exceed the capacity of natural floodways or to subject other areas to increased potential for damages by flooding or to pollute natural streams;

<sup>1</sup> Ibid, pp. 263-275.

<sup>2</sup> Baltimore County Comprehensive Plan, 1975, p. 17.



Prohibit alteration of natural stream channel geometry;

Require that total volume and peak discharge rate of stormwater runoff during and after construction be limited to that characteristic of the site in its pre-development condition (based upon a 10-year 24-hour storm of 5 inches of precipitation);

Encourage the use of non-structural stormwater controls for infiltration of stormwater; and

Encourage stabilization of streambanks where severe channel erosion has been documented.<sup>1</sup>

Within the general category, stream valleys, the County Office of Planning and Zoning identified two specific types of critical area: natural and recreational trout streams and significant river gorges.<sup>2</sup> Both of these types of stream valleys should be preserved by the means outlined above. Objectives identified in relation to wetlands and water sources are also applicable to these areas. In addition, public ownership, by the State of Maryland Department of Natural Resources is recommended by the County Office of Planning and Zoning for critical river gorges.<sup>3</sup>

## AIR QUALITY

### Policies

The Master Plan notes that "the quality of the air is one of the most important natural resources and the one most vulnerable to pollution. In order to protect this vital resource, the County should control emissions from both stationary and mobile uses. One way to accomplish this is by reducing the total miles traveled by automobiles through improving the mass transit systems; revising parking requirements to manage the supply of parking; introducing new incentives to use carpools and mass transit; and providing a system of bikeways and paths to permit bicycle and pedestrian circulation. The County should also make use of zoning regulations and land use policies to control the development of indirect sources of pollution which encourage vehicle activity, such as highways, parking facilities and office buildings. Emissions from stationary sources should continue to be regulated in order to prevent deterioration of the air quality."<sup>4</sup>

Since completion of the 1975 Master Plan, new clean air legislation has been enacted. In the course of carrying out the Growth Management studies, it was

<sup>1</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Technical Memorandum No. 7, Natural Environments Analysis, October 1977, p. 158.

<sup>2</sup> Baltimore County Office of Planning and Zoning, Designation of Areas of Critical State Concern Within Baltimore County, Draft, 1977, pp. 8, 39.

<sup>3</sup> Ibid., p. 41.

<sup>4</sup> Baltimore County Comprehensive Plan, 1975 p. 18.

determined that the requirements on the Clean Air Act Amendments of 1977 and the resultant State Implementation Plan (SIP) for the Baltimore Intrastate Air Quality Control Region, may be one of the leading factors to shape County growth in the near future.

The Act sets forth requirements for attaining the National Ambient Air Quality Standards by 1982 in most cases, and by 1987 at the latest under certain circumstances. Also, the Act requires that existing clean air areas not be allowed to deteriorate. The State has the primary responsibility for preparing a plan and implementing it. The effects of the requirements for controlling new development and the amount of vehicular pollution in the "nonattainment" areas, could be profound. There is also a potential growth control tool to be implemented through the requirement for prevention of significant deterioration (PSD).<sup>1</sup>

### Objectives

In order to realize air quality improvement, the County should:

Participate actively in the preparation of a State Implementation Plan for the Baltimore Intrastate Air Quality Control Region;

Anticipate a policy for development which is consistent with the offset policy for non-attainment areas;

Adopt additional local ordinances such as fugitive dust controls;

Exercise care that new development does not create hot spots of carbon monoxide concentrations; and

Continue efforts to reduce pollution.<sup>2</sup>

The Land Use Chapter of the Growth Management Physical Development Plan identifies areas of the County where Primary and Secondary NAAQS standards are not met at present and where additional development may be severely limited.

### MINERAL RESOURCES

#### Policies

As stated in the Master Plan, "Baltimore County contains a number of economically valuable mineral resources, such as sand and gravel deposits and the serpentine and Cockeysville marble formations, which provide the aggregates basic to the construction industry. While such geologic formations are extensive in nature, only specific locations are suitable for actual extraction, from a practical standpoint. These locations in particular must be preserved, especially since the cost of transporting such materials from outside the County or region is extremely high. They should be protected from urban encroachment

<sup>1</sup> Voorhees, A.M., Baltimore County Growth Management Program, Technical Memorandum 24b, Air Quality, Noise and Energy, June, 1978, p.1.

<sup>2</sup> Baltimore County Growth Management Program Technical Report 3, Policy Options to Trend Growth, March, 1978, pp. 117-118.

through the planning process, and the land use element of the Comprehensive Plan should reflect areas of commercially important mineral resources."<sup>1</sup>

During the Growth Management Program, it was determined that markedly different conditions are applicable to mineral resources of the Piedmont Plateau and to mineral resources of the Coastal Plain. Little remains today of the mining industry in the Piedmont Plateau and few new mines are expected due to the cost of setting up new operations. In addition, serpentine quarries may face problems in the future due to asbestos in fugitive dust escaping from extraction operations. In the Coastal Plain, by contrast, extensive extraction of clay, sand and gravel continue. It was determined, however, that it is very difficult to locate potential resources without specific field investigations, except in areas contiguous to existing or past operations.<sup>2</sup>

### Objectives

To realize a mineral resource development policy for the resources of the Coastal Plain, the County should assure that zoning permitting quarrying is mapped to correspond to potential mineral resource areas being mapped by the Maryland Geological Survey.

## SCENIC AND RECREATIONAL RESOURCES

### Policies

As stated in the Master Plan, "Baltimore County should create a system of activity areas close to where people live, where the natural features offer opportunities to relate to natural life processes and accommodate a wide variety of recreation activities, including a system of trails and bikeways which could serve as an important adjunct of the overall County transportation system. The County also should provide a neighborhood facilities for education and recreation and local open space network in residential areas. Baltimore County should acquire public access points and activity areas on the Chesapeake Bay and impoundment areas along stream valleys for multiple use, including water supply and water oriented recreational activities."<sup>3</sup>

### Objectives

The primary objective of the County recreational policy is to create a system of active recreational areas close to where people live, forming a significant part of the urban environment in urbanizing areas. Such networks will contribute to the control of urban sprawl, provide green buffers and belts to separate adverse mixes of land use, and enhance the effective use of the individual spaces through the systematic linking of them by pathways.

<sup>1</sup> Baltimore County Comprehensive Plan, 1975, p. 18.

<sup>2</sup> WMRT, Baltimore County Growth Management Program, Technical Memorandum No. 7, Natural Environments Analysis, October, 1977, p. 69.

<sup>3</sup> Baltimore County Comprehensive Plan, 1975, p. 18.

The policies and objectives concerning scenic and recreational resources remain essentially constant, while mapping of resources carried out during the program indicate requirements of existing and planned development for additional recreation facilities and natural resources of particular scenic value.

Policies concerning Parks and Recreation as community services are discussed in detail in the Growth Management Open Space and Recreation Plan.

## WILDLIFE

### Policies

Although the 1975 Comprehensive Plan did not set out specific policies concerning wildlife, the Draft Designation of Areas of Critical State Concern Within Baltimore County prepared by the County Office of Planning and Zoning in 1977 identified the Bog Turtle as an endangered species. This study recommended that the Soil Conservation District indicate when land use activities will disrupt an identified habitat and that attempts be made to have the developer alter his plans or have the colony moved before habitat destruction.<sup>1</sup>

During the Growth Management Program inventory phase, the Natural Environments Analysis identified further concerns associated with wildlife habitats in Baltimore County.

Recognition and preservation of important wildlife habitats were identified as being of critical importance to preserving the diversity and abundance of existing and natural wildlife populations in developing areas. Resource space providing suitable food supplies and breeding sites must be protected to ensure continued presence of wildlife and the many frequently unquantified amenities associated with it. In Baltimore County where there is a vast diversity of bird, mammal, finfish, and shellfish population so close to a heavily developed metropolitan area, recognition of prime wildlife areas was found to be of critical concern. Estuarine areas of the Upper Chesapeake Bay and adjacent inland areas of the Upper Chesapeake Bay are located within the Atlantic Flyway, offering food and shelter to thousands of migratory birds. Undeveloped areas adjacent to many streams of the Piedmont provide resources to diverse mammal, amphibian, and bird populations. Trout streams in the County are recognized as the best natural trout waters in the State. Anadromous fish documentations have been made in all the County's estuarine systems and in many of the inland fresh water streams. It was found that only a few natural oyster and clam bottoms remain in County waters of the Chesapeake Bay.<sup>2</sup>

### Objectives

The Natural Environments Analysis of the Growth Management Program recommends that to achieve wildlife preservation, the County:

<sup>1</sup> Baltimore County Office of Planning and Zoning, Designation of Areas of Critical State Concern Within Baltimore County, 1977, p. 28.

<sup>2</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Program Technical Memorandum No. 7, Natural Environments Analysis, October, 1977, p 234.

- Recognize areas of prime wildlife habitat throughout the County;
- Protect the quality of existing streams and estuaries;
- Prevent the dredging, filling, or polluting of tidal and non-tidal wetlands;
- Limit clearing of vegetation by encouraging actions which:
- retain as much existing vegetation as possible
  - prevent fragmentation of preserved vegetation
  - maintain wildlife corridors between major wooded areas.<sup>1</sup>

## FOREST COVER

### Policies

While forest cover was not addressed specifically in the 1975 Comprehensive Plan, it was identified during the course of the Growth Management Natural Environment Analysis as requiring special County protection. Specifically, it was recommended that the amount, location and use of existing forest resources should be considered in making planning decisions and should be an integral part of the development review process.<sup>2</sup>

One wooded area, Lee Woods was designated by the County Office of Planning and Zoning as a natural environment area of special public concern in the Draft Designation of Areas of Critical State Concern Within Baltimore County.<sup>3</sup>

### Objectives

In order to recognize and preserve the values and amenities associated with forested lands in the County, the Growth Management background studies recommend:

Serious consideration of a detailed study of the means by which the County's forests could be improved and managed economically to produce a variety of forest products and assure a long-term future for forest land. Such a study should include an investigation of the feasibility of establishing a cooperative forest management program involving the participation of many owners of forest land and which would possibly be administered by a corporation established especially for that purpose;

<sup>1</sup> Ibid, p. 240.

<sup>2</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Program Technical Report No. 7, Natural Environments Analysis, October, 1977, p. 228.

<sup>3</sup> Baltimore County Office of Planning and Zoning, Draft Designation of Areas of Critical Concern Within Baltimore County, August 1977, p. 55.

Designation of an open space and conservation areas network, both forested and unforested, using soil capability, slope, surface water, and existing vegetation data as criteria;

Requirement of an on-site conservation and management plan for all development proposals which include open space and conservation areas;

Retention of forest cover in its present form where occurring adjacent to watercourses on slopes in excess of 8%; and

Preservation of unique plant communities.<sup>1</sup>

## NOISE

### Policies and Objectives

While Noise was not specifically addressed as a concern in the 1975 Comprehensive Plan, federal and state legislation have brought the issue increasingly to the attention of local governments.

The U.S. Environmental Protection Agency (EPA) has taken an active interest in reducing community noise levels and in assisting local governments to establish noise abatement procedures.

The State Bureau of Air Quality and Noise Control (BAQNC) has received funding from EPA and is assisting various jurisdictions in developing noise control programs. It is planned that a staff position be assigned for 40 percent of the time to assist Baltimore County in a noise program.

While initially the objective will be aimed at enforcement, the higher goal is to develop and implement a positive noise abatement program. This could result in definitive noise impact districts through the zoning process. Reviews of noise impacts could then be conducted in the Adequate Facilities review process, if that is adopted.

In any case, plans for mitigating measures for localizing noise impacts should be required in the review of any major development proposed.<sup>2</sup>

<sup>1</sup> Wallace, McHarg, Roberts and Todd, Growth Management Program Technical Memorandum No. 7, Natural Environments Analysis, p. 233.

<sup>2</sup> A.M. Voorhees and Associates, Inc. Baltimore County Growth Management Program Technical Memorandum No. 24B, Air Quality Noise, and Energy Assessment, p. 17.

## CONSERVATION AND PROTECTION OF URBAN RESOURCES

### PATTERN OF URBAN GROWTH

#### Policies

"Policies should be designed to make it easy for people to get together socially."

"Development policies also should help give identity to separate residential areas by establishing limits to neighborhoods, communities and towns, in the form...of open space or arterial highways."<sup>1</sup>

The land use controls presently in effect in the County, and particularly existing zoning controls, do not adequately serve to implement the policies set out above. The relatively small lots permitted in the existing conservation zoning districts do not serve as an effective control upon scatteration and leapfrogging of residential development, which disperse households away from centers and obliterate community boundaries.

#### Objectives

To realize the policies of defining and maintaining centers and edges to communities in the pattern of growth, the County should:

Adopt more stringent agricultural and other natural resource preservation zoning; and

Establish incentives for development in New Development Areas and near Town and Community Centers where growth can be effectively accommodated.<sup>2</sup>

These management mechanisms are discussed in the Physical Development Plan and the Management Plan.

### NEW AREAS

#### Policies

"The overall design approach to the development of 'new areas' is to encourage the maximum densities that the market will support. In line with this approach, the highest densities should be close to the central facilities. This will permit the largest number of people to move on foot. The neighborhood, the smallest social service unit, particularly should be oriented to the highest possible degree of pedestrian and bicycle circulation. Very high residential densities should be grouped with other service-unit levels -- community and town centers. The result of this approach to the 'new areas', with their

<sup>1</sup> Baltimore County Comprehensive Plan, 1975, p. 28.

<sup>2</sup> Zuchelli, Hunter Associates, Growth Management Technical Memorandum 24G, Management Tools Assessment of Alternative Test Plans, June, 1978, pp. 10-21.

comparatively low overall densities and pedestrian organization, will be a pattern of scattered centers, each local center nested within the area of the next higher service unit."<sup>1</sup>

The accompanying table summarizes the major land uses in neighborhoods, communities, and towns and the acreage associated with those uses, as proposed in the 1975 Comprehensive Plan.

This policy is difficult to implement under present County land use controls, and particularly with the lot size and densities permitted in the conservation zoning districts.

### Objectives

In order to realize a development pattern structured in the manner outlined on the accompanying table, the County should:

Limit densities in rural conservation areas;

Improve the coordination of subdivision review with locational planning goals for community facilities and the collector and minor arterial road systems so that appropriate sites and rights-of-way are set aside during the development review process for Neighborhood and Community Centers as well as Town Centers;

Coordinate zoning density patterns and density bonus patterns to achieve concentration of residential development near sites identified as well-suited for Neighborhood, Community, and Town Centers;

Further limit and down-zone community zoned areas that encourage extensive dispersal of future commercial development and high density residential development outside planned centers, based upon a detailed analysis of the location and quantity of vacant commercially zoned land in the County;

Place a priority upon construction of a series of supporting circumferential collectors to achieve community structure objectives;

Undertake design studies to achieve the goals of:

defining a pattern for new development in areas lacking community identity; and

making new development emphasize rather than detract from the existing pattern in areas with strong village, neighborhood or community identities.<sup>2</sup>

<sup>1</sup> Baltimore County, Comprehensive Plan, 1975, p. 28.

<sup>2</sup> Wallace, McHarg, Roberts and Todd, Baltimore County Growth Management Technical Memorandum No. 15, Community Assessment, May, 1978, pp. 5-8, 16.



Recommendations for implementation of these policies and objectives are set out in the Physical Development Plan and the Management Plan.

#### AREAS WITH EXISTING DEVELOPMENT

##### Policies

(1) "The existing pattern of urban uses in the developed areas is haphazard and wasteful" says the 1975 Master Plan, "based as it is on the speculative judgment of private developers.... One of the major concerns regarding partly developed areas is the full utilization of land which is already served by public facilities.... By 1985, there can be a total of 47,395.2 acres of land sewered and available for development..."

(2) "The County should require commercial facilities be located, as far as possible, so as to encourage pedestrian circulation and promote the neighborhood community and town hierarchy of streets and roads. New commercial centers at more advantageous locations in relation to new highways and mass transit facilities than older centers should not be constructed if they will take over the functions and thereby destroy the economic viability of the established centers..."

(3) "In both fully and partly developed areas the provision of public facilities should conform to standards established by adequate public facilities legislation..."

(4) "New housing in developed or partially developed areas should be compatible with both type and intensity of existing residential use..."

(5) "In addition, major rebuilding, such as that presently occurring in central Towson, should be required to conform to the County's detailed area plans..."

(6) "In order to preserve the integrity of existing neighborhoods, road patterns should be routed, whenever possible, so that motorways carrying high traffic volumes will not split neighborhoods..."

7) "The accomplishment of these substantial goals requires that close contact be maintained between County agencies and local community groups. Some of the ways in which these agencies and groups have cooperated in the framing of the Comprehensive Plan should become a formal part of the County's overall political structure. By this means, the public and local organizations could continue to work together to monitor the progressive development of older areas and the provision of new community facilities."<sup>1</sup>

The 1975 land development policies have not yet been translated into zoning and subdivision ordinances, and are difficult to implement under present controls.

In addition, several of these policies are recommended to be modified somewhat on the basis of the findings of the Growth Management studies.

<sup>1</sup> Baltimore County Comprehensive Plan, 1975, pp. 34-35.

The first of these policies, suggesting utilization of land already served by public facilities, should be tempered by two considerations:

first, the requirement of many developed areas for additional open space in order to preserve their present character; this requirement suggests that it may be appropriate to decrease densities on some of these vacant lands and to acquire others for publicly-owned open space; and

second, the unsuitability of some remaining lands for many types of development; many undeveloped parcels have not been developed because of special site problems or environmental concerns; incentives for development of such sites could be counterproductive for both the sites and the surrounding neighborhoods and communities.

Based upon these considerations, a detailed evaluation should be undertaken of all major vacant sites to determine their suitability for development, and the types of incentives that would be required in order to induce development there.

The second policy requiring some modification as a result of Growth Management studies, concerns limitation of additional major commercial development where such development could erode the economic viability of existing centers. While it is considered important to limit commercial zoning to areas best suited in terms of accessibility, and relationship to surrounding uses and to place some limitation upon the quantity of land within the County zoned for commercial use, it should be emphasized that inordinate restriction of competition will not serve the best interests of County consumers, as lack of competitive pressure discourages improvements to store appearance and merchandise quality.

Based upon a complete inventory of commercially zoned vacant land throughout the County, a detailed study should be undertaken of how much of this commercially zoned vacant land should remain commercially zoned and at what locations. The land use chapter of the Growth Management Physical Development Plan discusses specific areas of the County in which it has become apparent during the Growth Management studies that a down-zoning of presently commercially zoned areas should be considered.

The third policy requiring some modification as a result of the Growth Management analysis refers to adequate public facilities standards and controls. While it is appropriate for the County to adopt adequate facilities controls at this time, it is equally important that better information be obtained concerning adequacy of many existing facilities in the County. A major example of facilities for which insufficient information is available at present is the collector and local road system. While a road rating study is underway at present in the County this study will only consider approximately 40 of the County's numerous collector and local roads.

### Objectives

To realize policies for existing development (including rural as well as urban development), the County should:

Undertake a detailed study of the suitability of remaining vacant parcels of five acres or more that are already served by public facilities for development, and of incentives required to achieve development of those parcels suited to development;

Complete the evaluation of commercially zoned vacant land throughout the County which has been started during the Growth Management Program to determine which of these lands should be considered for down-zoning;

Adopt land use controls designed to assure the adequacy of community services to serve new development; such controls would include in addition to specific adequate public facilities requirements, requirement for preparation of development impact statements, addressing the effect of the development upon the environment and upon community services in the immediate area of the development and the surrounding community;

Continue detailed inventories of the sufficiency of the County's existing community services, transportation system and utilities to permit refinement of capital improvement programming by local area of the County of adequate public facilities requirements, and of requirements for preparation of development impact statements;

Continue preparation of detailed area plans for specific areas of the County; and

Simplify and improve the administration and management of the development review process as outlined in the Management Plan.

Recommendations for the implementation of these policies and objectives are set out in the Physical Development Plan and the Management Plan.

#### HAZARDOUS SUBSTANCES AND WASTES

The subject of hazardous substances and waste has been recognized nationally as a critical environmental concern. The spread of such substances and waste has jeopardized the health of citizens and the resources of this area and nation. Therefore, the circulation, deposit, discharge, and/or disposal of hazardous substances and waste in Baltimore County on the land, in the air, and in the waters of Baltimore County is prohibited, and any incident thereof shall be considered a violation of this plan. If, as a result of any superior law, it is found not possible to prohibit the circulation, deposit, discharge, and/or disposal of hazardous substances and waste in the County, then such activity shall be minimized to the extent possible under law. The purpose herein is to preserve the natural resources and health, safety and welfare of the citizens of Baltimore County and to mandate protection of the environment and the elimination, prevention and limitation of danger to them arising from hazardous substances and waste.



BALTIMORE COUNTY, MARYLAND

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