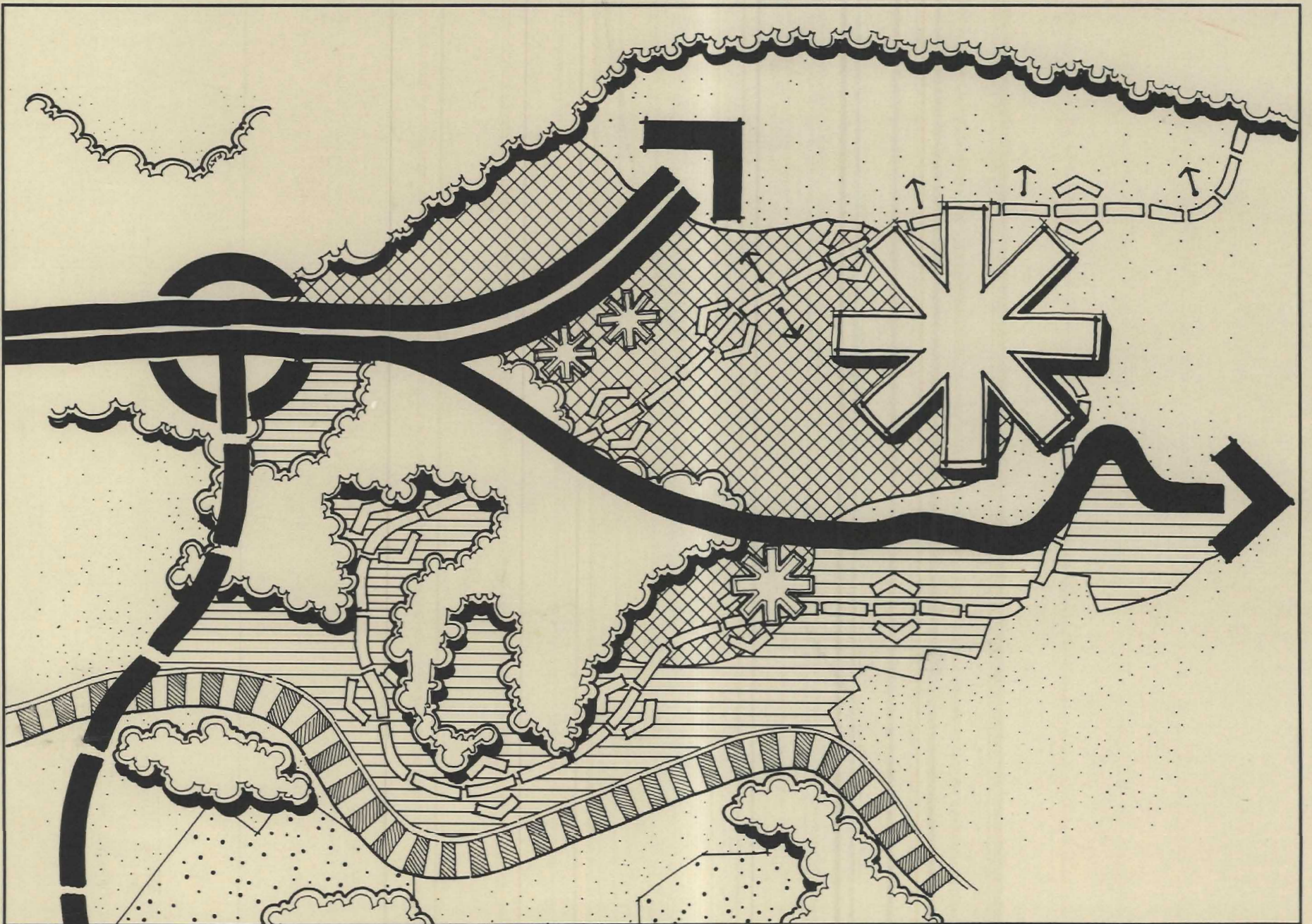


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# Master Plan

Baltimore County 1989–2000



As adopted February 5, 1990

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**A MESSAGE . . .  
FROM THE COUNTY EXECUTIVE  
AND THE  
COUNTY COUNCIL OF BALTIMORE COUNTY**

*Master Plan 1989-2000* is Baltimore County's overall plan for development through the turn of the century.

In a very real sense, the document before you represents the epitome of communication between a people and their government. It would be inaccurate to characterize it as the administration's plan, or the Planning Board's plan, or the County Council's plan, or even the plan of a particular community group. It truly is Baltimore County's plan, and it is one in which every citizen of this jurisdiction can take tremendous pride and ownership.

To develop a collective and comprehensive vision of our desired future, literally thousands of hours were spent actively listening to those who would be affected. The process was open to all interested individuals and organizations, and the result was an unprecedented level of community involvement. At every stage, citizens were treated as equal partners in identifying issues and framing the policy and action recommendations subsequently adopted. Through mechanisms such as citizen advisory groups, public hearings, and meetings with professional community planners, the voice of Baltimore County was heard.

And what that voice expressed was a mandate to balance responsible growth with a renewed sensitivity to community conservation, environmental protection, and the preservation of our rural heritage. That, and nothing less, is the goal of *Master Plan 1989-2000*.

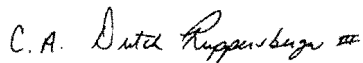
With the adoption of this document as prescribed by the Baltimore County Charter comes a sincere commitment by county government to the monitoring of its implementation. To this end, annual status reports and quadrennial updating are planned. We are committed to making this Master Plan a meaningful, workable guide which lends itself to accountability and well serves the vision of its citizens.

We appreciate the enormous effort that has gone into the preparation of this document by all involved.

Together, we are planning for a better Baltimore County.



Dennis F. Rasmussen  
County Executive



C.A. Dutch Ruppertsberger III  
Chairman, County Council  
Councilman, 3rd District



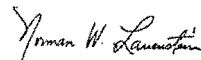
Ronald B. Hickernell  
Councilman, 1st District



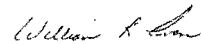
Melvin G. Mintz  
Councilman, 2nd District



Barbara F. Bachur  
Councilwoman, 4th District



Norman W. Lauenstein  
Councilman, 5th District



William R. Evans  
Councilman, 6th District



Dale T. Volz  
Councilman, 7th District

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# BALTIMORE COUNTY 1989-2000 MASTER PLAN

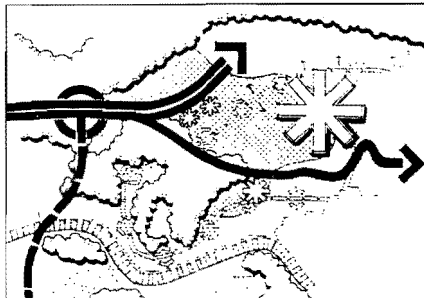
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# *Master Plan*



## *Introduction*

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### INTRODUCTION

Under the provisions of the Baltimore County Charter and Code, the County, through the Office of Planning and Zoning, is responsible for planning its future growth and development. This responsibility includes the preparation and/or update of a Master Plan every ten years, which "...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".

A review of the 1979 Master Plan shows that the stated goals and objectives and the general distribution of land uses adopted by Council and set out in Article 4A of the Baltimore County Zoning Regulations are still valid today.

In fact the Baltimore County Master Plan 1979-1990 was a remarkably sound, farsighted product in the range and quality of its proposals. Integrating other studies and policies from earlier in the 1970s, it set high aspirations for the County's future. The County should take pride in its planning successes, even with the flaws to be addressed through this new Master Plan. Other jurisdictions, years behind, look enviously at Baltimore County's Resource Conservation concept, at the flexibility of density-residential zoning and at the economic momentum of the Growth Centers. The County has held to its declared policy on limiting the costly effects of suburban sprawl with remarkable consistency through three successive comprehensive zoning cycles.

Some of the proposals in the 1979 Master Plan, however, have not yet been achieved or have not worked as well as anticipated.

For example, providing funding for roads, schools, and other high priority infrastructure investments continues to be a problem, and land acquisition obstacles hinder the County's ability to obtain open space parkland.

The basic services standards enacted in 1979, which did not include schools, are in need of revision. Older residential neighborhoods, which took a large share of new housing construction over the past decade, did not receive the required investment in services and facilities either to help absorb the impacts of new development or to address the backlog of inadequacies identified in the 1979 Plan.

Development and Zoning Regulations for the RC 4 (Watershed Protection) and RC 5 (Rural Residential) zones have not resulted in the appropriate development character originally envisaged. The rapid pace of development in these zones has placed an enormous burden on the County's roads and schools, on adjacent farming operations and on the rural landscape.

There was no update of the Plan to ensure implementation and the Growth Monitoring Program did not effectively "monitor" growth and direct capital program funding to areas most in need. Development and Zoning Regulations and Standards were not watched closely to make sure the original intent of the regulations was met by subsequent development. Nor were they revised to meet increasing technological standards and changing public values. The sheer effort of having policies and recommendations adopted as part of a Master Plan seems to have become an end in itself. It was as if "implementation" would automatically follow of its own volition once the Master Plan was adopted. In the RO zone, for example, it was assumed that compatibility was guaranteed, even though buildings permitted were ten times the size of nearby housing; development in RC 5 and RC 4 zones were assumed to be "rural" in character even though most regulations and standards except for sewer and water were identical to those in effect inside the URDL.

### The 1989 Master Plan

In his address to County Council on April 11, 1989, County Executive Rasmussen stated the Administration's vision for the County:

...Baltimore County has entered a new era ... that we no longer are, nor can we think of ourselves as, a tiny collection of rural villages surrounding the City of Baltimore. We have evolved into one of the nation's major metropolitan counties--a regional hub of economic activity and business opportunity.

This is reality. Baltimore County of 1989 is a regional, statewide, and a national force ... a leader in economic development, environmental protection, public safety, education, and senior programming.

But there is another reality as well. It is the reality of our diversity and collective traditions. It is our heritage of rolling hills, of small rural villages, of close-knit communities, and of caring for each other. Whatever direction we seek for the future, the best of the past--this other reality--must be protected. We must embrace those special characteristics that make us Baltimore County,

and this Administration is committed to their preservation.

Over the past months, County staff have collected basic background data and information with respect to existing conditions, identifiable trends, and growth and change projections from both a County and Regional perspective. The existing 1979 County Master Plan has been analyzed, as have the Zoning and Development Review processes. The eight Master Plan Advisory Groups and the Executive Steering Committee have contributed their experience and knowledge in identifying problems or issues at both local and County-wide scales. An historical perspective of growth and development as well as planning in the County has been prepared and a survey of fiscal controls and revenue enhancement techniques used in adjacent jurisdictions has been made. Additional studies and proposals for the conservation of residential communities, environmental protection and resource management, architectural and site design guidelines as well as a survey of Adequate Facilities legislation in the State of Maryland have also been prepared. Together, these working papers constitute an overview of the County which has helped identify the "Strategic Issues" addressed in this Plan.

## The Strategic Issues

### I. Form and Structure of Future Development

Patterns of land use and development, transportation networks, systems of public utilities, and parkland, when superimposed on the natural landscape, constitute the basis of physical form. At the heart of the master planning process is a need to determine the form we wish the County to take - how we want it to be and to look - in the future. In the absence of a strong commitment to form in our planning process, the various forces at work in the County give us defacto form. Congestion, ugliness, anonymity, inefficiency are the results of the form we accept in the absence of a higher common understanding of what we really want the County to be like.

The choice of form boils down to two significant alternatives. One choice is to permit the concentric development that has marked the past in many urban areas. This form of growth has resulted in an unrelenting outward expansion into the fringes, abandoning successive interior developments. The other choice is to select a form which supports and sustains the existing urban fabric and protects the fringes from inefficient encroachment.

Baltimore County is strong and independent, politically and economically. However, neither this County nor any other in the Region can achieve its full potential if Baltimore City, the urban core of the Region, is ailing. Recognition of our common interests advances enlightened self-interest.

- Baltimore County is largely free from the kinds of physical and societal problems experienced by most urban centers. As the County inevitably becomes more urban, it cannot expect continuing immunity if problems persist within the City.
- This County's development policies are uniquely significant for helping or harming the City. Suburban sprawl, for example, would sap vitality not only from the older communities in the County but also from adjoining City neighborhoods.
- Regional transportation policies may have even more telling implications. Investing hundreds of millions of dollars in cross-county highways might or might not solve County and regional traffic circulation problems. The highways certainly would pose a grave threat to protecting the County's rural values against further sprawl. The City, however, is especially dependent on the radial highways for

commuting in both directions. Further dispersal, especially of employment, away from the radials weakens the potential for high capacity transit alternatives.

- The region must function as an interrelated whole, sharing the benefits of the physical surroundings, the cultural facilities, the transportation network, and the regional economy.
- Baltimore County is at a crossroad. The course chosen will reflect whether we take advantage of the opportunities before us and build upon the efforts that preceded us to conserve economic and environmental resources or whether we submit to the expedient, but potentially self-destructive pressure to accept the same fate that besets most other urban regions.

### II. Conserving and Managing the Built Environment

The population of Baltimore County will soon surpass the population of Baltimore City. In land use, transportation and social conditions, there are few if any differences on opposite sides of the common boundary. The County is increasingly urban. Ninety percent of our citizens live within the urban third of the County. The task facing the 1989 Master Plan is to establish policies, procedures, regulations and standards to make urban living in Baltimore County a rewarding and enhancing experience.

Identifying and managing the social, physical and economic impacts of urbanization calls for innovative planning and management. It means finding ways to conserve, revitalize and enhance our older residential communities. It means ensuring a broad range of housing choices in terms of price or annual cost, location, size and neighborhood.

It also means a rededication of our commitment to our growth areas and to improvements to our transportation networks. Commercial revitalization and economic development will play a key role in assisting the County to achieve these objectives.

Special attention must be given to the older communities in the County. They have experienced significant infill development in the past decade and will require repair and rehabilitation of roads, schools and other community utilities and facilities.

Not dealing with these improvements at the appropriate time leads eventually to community decline and despair, at which time the social and political costs of rehabilitation are usually prohibitive.

### III. Protecting and Managing the Natural Environment

The major strategic environmental issue for Baltimore County is the achievement and maintenance of a balance between protection of the natural resource base and the management of activities which potentially impact the resource base through utilization.

The County's resource base requires protection and management in both rural and urban areas. Protection and management strategies should be based on quantity and quality considerations and on an understanding of ecological processes, resource base carrying capacities, and the regenerative capacities of the renewable resources. Resources which require uncompromised protection should be distinguished from those resources which can be managed for continuous production.

A second major environmental issue in Baltimore County is the development of a strategy to enhance the viability of agriculture and to reduce the conflict between agriculture and development. Considerable development pressure has occurred in the RC 4 (Watershed Protection) zone, to the detriment of agriculture. The adverse impact of development on agriculture has occurred primarily because of the juxtapo-



sition of the two zones. Subdivisions of 20 to 40 or more lots have been developed in the midst of larger contiguous regions of agriculture and compatibility issues have arisen because of lifestyle differences between farmers and ex-urbanites.

#### IV. Implementing the Plan

The aspirations in this Master Plan for an even better Baltimore County are achievable if we have the will to organize and act effectively to control growth and change; improve design and development quality; ensure that community services and facilities are adequate; and to work within the framework of the region to make sure that our decisions and actions are also beneficial to neighboring jurisdictions.

In many ways, the County stands at a second crossroads. Not only must we deal with opportunities at the larger regional scale, we must also address the legitimate concerns of citizens with respect to the issues of affordable housing, community conservation, traffic congestion, economic development, resource management and environmental protection.

As a government, we must obtain and effectively manage the resources--the staff, the finances and the organizational structure--to satisfactorily address these issues. This will be particularly difficult in light of reductions in Federal and State funding, increases in environmental and developmental standards and requirements, raised public expectations and conflicts between legitimate goals and objectives competing for limited resources.

Implementing the 1989 Master Plan will require changes in the ways society uses government to pursue its common goals. Government is very different from business but government must strive for the focused, practical, creative ways of thinking that characterize effective businesses. Society must change certain fundamental expectations. Communities and businesses must accept civic responsibility, as many already do, rather than expecting government to solve all problems. Mutual respect for differing goals must lead more frequently to compromise and cooperation.

No matter how efficiently managed, the range of government's ability to act for the common good will continue to be

hampered. The amount of revenue to County government will never be adequate for addressing all of the needs, especially with the sharp reductions from Federal and State sources. Even if revenues were unlimited, however, society will still wish to pursue conflicting goals.

As important as better funding will be, managing growth involves more than just spending more public money. Government must make more effective use of existing tools available to it and be innovative in devising new ones.

Government must also be assertive in tapping a reasonable amount of the enormous economic energy in this County's private sector and be prepared to use it for the public benefit.

#### Format of the 1989 Master Plan

The approach taken in determining the format of the 1989 Master Plan was determined by the need to (a) make it technically sound, but comprehensible to the general reader; and (b) ensure that the document itself would be easy to implement. The inclusion of a substantial number of maps at various scales was aimed at bringing proposals together in graphic form so that citizens can understand possible changes affecting their neighborhood and community. Full scale copies of all maps will be available at the Baltimore County Office of Central Printing.

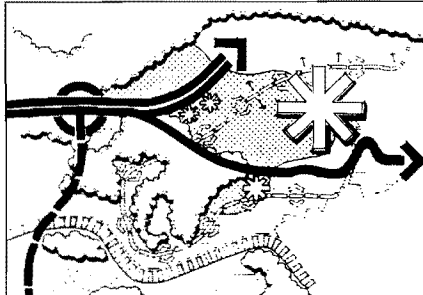
The implementation section of this document proposes revisions to regulations, standards and procedures to improve the quality of design and development in the County.

To strengthen the implementation potential of the Plan, a monitoring and updating schedule has been proposed whereby annual status reports would be produced and quadrennial updating of the Master Plan would be required in the year preceding the Comprehensive Zoning update.

In this way we can ensure that the Master Plan will become a 'living document', relevant and valid as a guide to development in the County and responsive to the concerns and wishes of our citizens.

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## *Master Plan*



## *Role of the Master Plan*

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# Role of the Master Plan

## Role of the Master Plan

The role of the Master Plan is of special concern to citizens as is evidenced by the comments expressed in the Master Plan Advisory Group meetings, at the County Executive's Wellness Audits, and at Development Plan Review and Planning Board meetings. There is a need to clarify the relationship between the Master Plan which sets the overall long range policy directions for growth and development and the Zoning Maps, the rezoning process, the zoning and development regulations, and the capital programs which determine the day to day development in the County.

### ISSUE:

There is a strong perception, particularly among community associations and individuals in areas heavily impacted by the effects of new development, that the County has lost sight of the overall goals and objectives adopted in the Master Plan.

The feeling is that current zoning and, in some areas, less than adequate development regulations have proved detrimental to the quality of life in the County. Attention has been focused on the Master Plan Update as a means of ensuring that the "qualitative" aspects of development are addressed.

Community concern has focused on the revitalization of older residential and commercial areas, traffic congestion, open space and recreation, protection of farm land, forest cover, water resources and air quality, historic and landscape preservation, and general architectural and site design quality. It is felt that these issues should all be given far greater attention when determining the future of the County than they have in the past.

There is also a widespread feeling that there should be legislation to ensure that development is in conformity with the intent of the Master Plan, even in areas where current zoning would permit some other use or intensity, without the County necessarily having to purchase the property in question.

It is essential, however, that a degree of certainty be mandated. Consequently, it is strongly suggested that the Master Plan serve as a guide to future zoning in this County. However, should a conflict arise between the Comprehensive Zoning Maps and the Master Plan, the Comprehensive Zoning Maps shall take precedence.

## The 1979 Master Plan

On November 19, 1979, by Resolution 71-79, the County Council adopted the "Baltimore County Master Plan 1979-1990".

The Resolution stipulated that the Master Plan would be used as a guide for future development, pending the adoption of an overall growth management program that would implement the policies of the "Master Plan". The program was to include the following:

- Revised Zoning Maps
- Zoning Rules and Regulations
- Subdivision Rules and Regulations
- Capital Improvement Program
- Community Plans, including but not limited to Owings Mills and White Marsh
- Any other such legislation, regulations, policies and programs as may be necessary

The Resolution also stated that until the overall Growth Management Program and implementation measures were adopted, all County Agencies, Departments and Officials shall consider the objectives, policies, and standards of the Master Plan in carrying out their duties.

The 1979 Master Plan as adopted did not include a Proposed Land Use Plan, although such a Plan had been adopted and recommended to



the Council by the County Planning Board. The Council Resolution, however, did state 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".

The Council also determined that "supplementary to and in conformity with" the Master Plan, County Agencies engage in an ongoing process of plan preparation for sewer and water, solid waste management, coastal zone and areas of critical State concern, special area plans, and plans devoted to capital improvements and other facilities. The Resolution went on to state explicitly that "all programs and construction projects initiated by the County be in concert with or further the goals and objectives of the Master Plan" and required that the Director of the Office of Planning and Zoning make an evaluation of each capital project for consideration by the County Executive and the Council.

Finally, the resolution specifically required the Planning Board to forward to Council recommendations on methods to ensure that all development actions to be made by public and private sectors in each of the "Growth Areas" were in conformance with the goals, objectives, and elements of the adopted Master Plan.

## The 1989 Master Plan

The 1989 Master Plan is issue and action oriented and relies heavily on graphic material. This is a deliberate attempt to link the Master Plan's vision to the issues that are of real concern to the various interest groups in the County--community associations, development and business organizations, environmental groups, etc. The actions to implement the policies are specific and, are graphically represented on a variety of maps so policy makers, administrators, and the public can "see" the action program proposed.

The Plan and accompanying maps reflect a three tiered approach to master planning--County, Sector, and Community. Each is a break down of the preceding level and successively more detailed. The County-wide plan focuses on overall issues, policies, and actions. The four Sectors each contain more specific plans and proposals. Within each sector, communities have been identified for which very detailed, "action oriented" plans will be developed.

Master Planning is a continuous process and will not end with the final adoption of this document. A great deal of work needs to be done and it will require the concerted efforts of all interested parties to ensure the vision of the County's future is attained. With the eight Master Plan Advisory Groups established by the Office of Planning and Zoning, a precedent of cooperative, 'open' planning has been initiated. These and other groups offered invaluable assistance in the preparation of the Plan, and it is hoped this process continues as Baltimore County moves towards the 21st Century.

### POLICY:

This Master Plan shall serve as a guide to Baltimore County Government as it implements plans for the development of this County. The propositions promulgated in this Master Plan constitute recommendations and guidelines concerning how this County should grow and develop as we approach the 21st Century.

In the event the within contained recommendations guidelines and Land Use Maps differ from a Comprehensive Zoning Map adopted by the County Council, the Comprehensive Zoning Map shall take precedence and shall prevail. However, if the zoning recommended by a councilmember during the Quadrennial Zoning process is inconsistent with the zoning on the Land Use Maps of the Master Plan, the councilmember must issue a statement at the time of vote citing the reason for lack of conformity.

The scope of this Master Plan extends to issues other than the Comprehensive Zoning Maps. As such, the Council recognizes that the Plan has an important role in ensuring that the growth of Baltimore County is managed in an orderly and rational manner. To this end, the majority of the actions in the Plan focus on improving the regulations and procedures that will control the quality of future development in Baltimore County. Some of these actions are County-wide in nature -- reform of the CRG Process, revisions to the Zoning Regulations regarding density transfers, institution of Design Standards, establishment of Forest Protection Measures, and strengthening of the Adequate Public Facilities legislation. Other actions relate to an integrated Growth Management Program to protect and enhance specific geographic areas such as Community Conservation Areas, Agricultural Preservation Areas, and Employment and Service Areas.

Much of the authority of the Master Plan will be realized when these and the other actions in the Plan are incorporated into the

County's regulatory structure. To ensure that this is done, a procedure to monitor and update the Master Plan in a timely fashion will be developed. Additionally, the role of this Master Plan should be studied before the 1992 Comprehensive Zoning Process and, if necessary, clarified through changes to the appropriate regulations and/or the Baltimore County Code.

### ACTIONS:

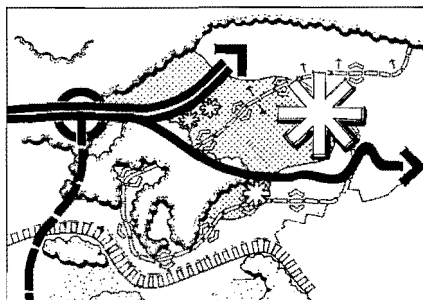
1. The Baltimore County Master Plan 1989-2000 which is comprised of both maps and written text should be adopted by the Planning Board and County Council to guide future development.
2. The actions and policies set out in the Plan will be implemented through the County-wide, Sector and Local Area Plans; the Comprehensive and Cycle Zoning processes; the Zoning and Development Regulations; the Capital Improvement Program; and other legislation, regulations, policies and programs as may be necessary.
3. The role of this Master Plan should be studied before the 1992 Comprehensive Zoning Map Process and, if necessary, clarified through changes to the appropriate regulations and/or the Baltimore County Code.
4. The Master Plan will be updated every four years, in the year preceding the Comprehensive Zoning Map Process.
5. The "Growth Monitoring Report" will be restructured and extended in scope to include an update on the implementation of the Master Plan and a comprehensive analysis of development in the County, with particular reference to proposed infrastructure requirements in community conservation and commercial revitalization areas. This report will be presented annually to both the Planning Board and County Council.
6. Proposed amendments to County Zoning and Development Regulations will be the subject of a detailed implementation program and timetable.
7. The County will set up an educational program to assist communities and individuals to participate more effectively in all aspects of the planning and development process.
8. Citizens "Advisory Groups" will be invited to continue working with County staff on all aspects of Master Plan development and implementation.





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# *Master Plan*



## *The Planning Context*

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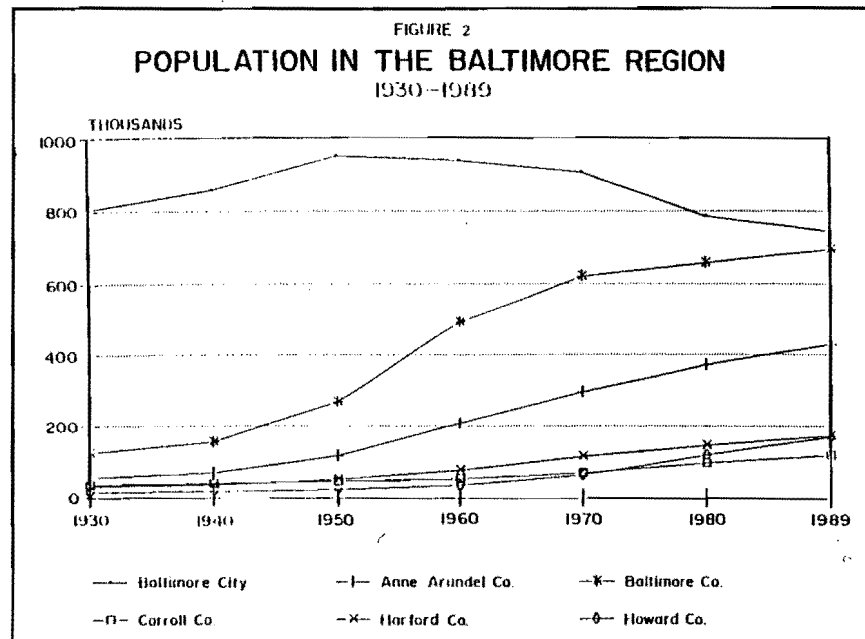
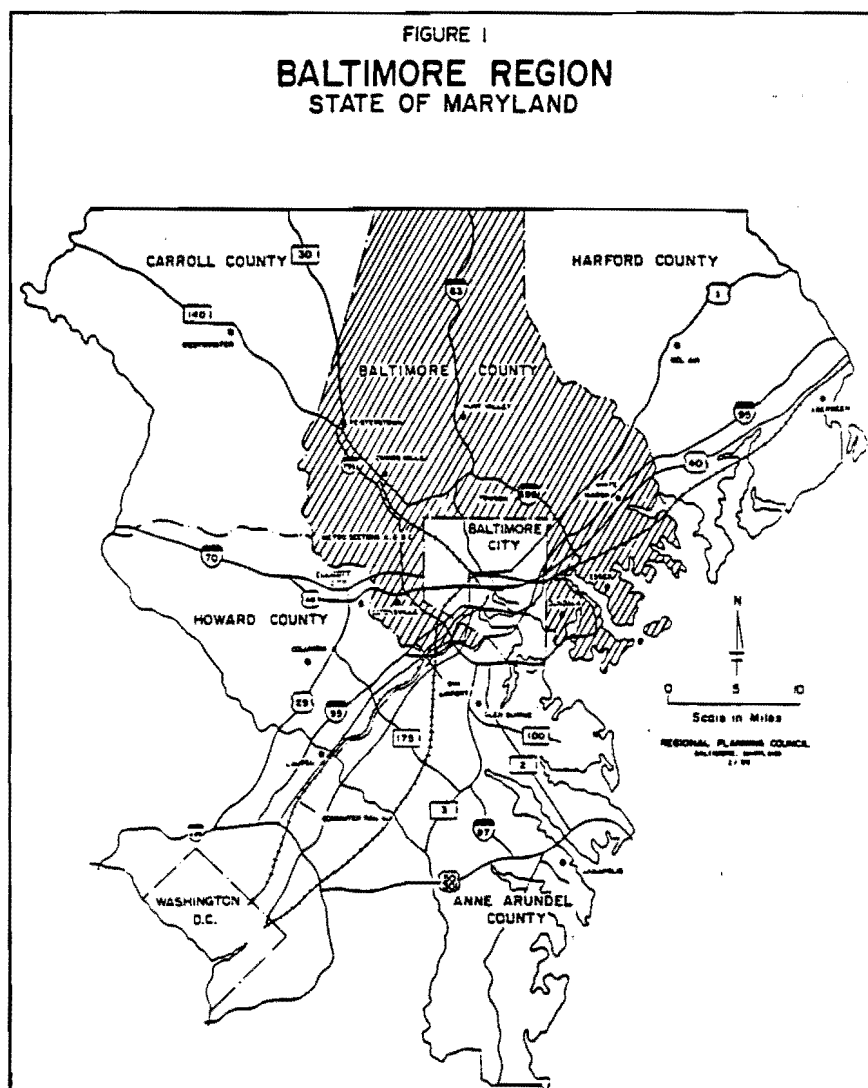


## PLANNING CONTEXT

Baltimore County, situated in the north central part of Maryland, is one of six jurisdictions comprising the Baltimore Region, which also includes Baltimore City, Howard, Carroll, Harford and Anne Arundel Counties. It occupies a unique and strategic position within the Region as shown in Figure 1. The County surrounds Baltimore City on three sides. It adjoins Anne Arundel County on the south, Howard County on the southwest, Carroll County on the west, Harford County on the east, the Chesapeake Bay on the southeast and York County, Pennsylvania on the north. It also lies in the strategic New York - Washington - Richmond transportation corridor. The County contains 610 square miles of land area, making it the largest jurisdiction in the region. The County has a wide variety of land forms, ranging from sandy, gently undulating plains along the Chesapeake Bay to rolling hills and broad valleys. It is less intensely urbanized than Baltimore City, and though it has a large rural northern area, as a whole it is less rural than either Harford or Carroll Counties.

Baltimore County is an outgrowth of Baltimore City. The County first began to develop when major industrial employers located outside the City and urban dwellers sought less crowded conditions, a higher standard of living and new jobs. Commercial and finally office development followed. Outward movement was facilitated by radial roads leading out of the City and the construction of major highways, particularly the Baltimore Beltway. The extension of public sewer and water from the City's plants also enabled Baltimore County's development.

These factors combined with the County's unique location within the Baltimore Region have helped shape Baltimore County as it is today.



## POPULATION

The Baltimore Region's population has increased steadily since the Great Depression. Yearly population increases have fluctuated partially based on the amount of migration from other areas and the level of development activity, but in general, the pattern of increases has been steady.

### Numbers of People

Baltimore County has consistently led the Region in population growth since as early as 1930. Between 1930 and 1940 the population of Baltimore County rose 25 percent compared to 9 percent for the region. From 1940 to 1950 the County's population skyrocketed, rising 73 percent, while Regional population growth increased 29 percent. This rapid growth continued from 1950 to 1960 with the County adding 222,000 persons.

During the 1960s growth continued, but at a slower speed. The County population grew 26 percent while the Region grew 15 percent. Even then, the County received 48 percent of the Region's total growth. In the 1970s population growth continued to slow down. Figure 2, Population, shows the growth of population in the Baltimore Region in more detail.

### 1989 Master Plan Population Projections

The 1979 Baltimore County Master Plan projected the County's population would be 714,400 by the year 1980. The current, 1988 population is approximately 683,000 and the latest Baltimore Regional Council of Governments projection estimates the County will not reach 714,400 much before the year 2010. In the event the latest projections are low, and development would continue from 1988-2000 at the rate experienced between 1984-88, then the population figure of  $\pm 714,000$  could be reached by the turn of the century.

A number of assumptions have gone into population projections for the County. National trends and implications indicate that fertility rates are below replacement levels for the population. However, the large numbers of women in their childbearing years is keeping the number of births high. This "baby echo" is expected to peak in 1988.

The Baltimore County share of the Regional and State populations are projected to slowly continue to decline into 2010. By 2010, it is expected that Baltimore County will comprise 28.4 percent of the Baltimore Region and 13.6 percent of the State's population. The percent change in growth for Baltimore County is expected to be .3 percent annually for 1990-2000, slightly below the .5 percent annual rate experienced from 1980-1990. After year 2000, it is expected to decline to .1 percent annually. The rates of change for all jurisdictions are expected to slow from rates experienced from 1970-1980. However, Baltimore County is expected to grow at a much slower rate than any other local jurisdiction or the State. Baltimore City continues to lose population but that decline will slow down.

#### Age

As the Region's population continues to increase, the characteristics of the population are also changing. Over time, characteristics such as average age, family size, income and race have shifted, changing the personality and needs of the population as a whole.

The so-called "greying of America" is not a new phenomena. This trend is expected to continue with the number of persons below age 65 declining and those above 65 increasing.

In 1980, 11 percent of the County's population was age 65 or older, as compared to 9 percent for the State. By 2010, it is projected that 17 percent of the County population will be aged 65 or older, as compared with 14 percent of the population in the State.

The elderly population is expected to continue to increase significantly, so by the year 2000 the elderly population will be 113,571, well over twice as large as it was in 1970. Also by year 2000, the County will contain the highest percentage of elderly persons in the Baltimore Region. The largest concentrations of elderly are typically found in older communities inside the Beltway.

A report from the U.S. Census Bureau indicates the age structure of the U.S. population will be dramatically different in the 21st Century. In 1989 the median age of the County's population was the highest in the Region: 31.7. The runner up with a median age of 30.3 was Baltimore City and the "youngest" was Harford County with 28.0. By 1990 the age differences will be even greater: 37.0 years in Baltimore County compared with 32.9 in Harford County and 31.1 in the City--which then will rank "youngest."

#### Race

Generally, racial characteristics in the County have changed moderately since the 1960s. Major changes in the racial characteristics of the Regional population were experienced primarily in Baltimore City.

In 1960, 22 percent of the region's population was non-white. The City's non-white population was 35 percent of its total population. In contrast, the County's non-white population made up only 4 percent of its total population. By 1985, 28 percent of the Region's population was non-white. The City's non-white populations percentage had almost doubled, increasing to 62 percent. The County's percentage had risen to 11 percent.

With its non-white population of 76,000, Baltimore County has by far the largest non-white population of any County in the Region.

This number is projected to rise slightly by 1990, to 12.8 percent of the population.

#### HOUSING

##### Household Growth

A household is one or more persons occupying a dwelling. This could be a single person, a family, a couple not linked by matrimony, or other group sharing a dwelling. The family structure in the United States has changed dramatically in the past 40 years resulting in declining average household size. More women are working outside the home, Americans are marrying later, and divorcing and separating at higher rates than ever before. For the whole Region in 1960, 63 percent of the households had 3 or more persons; by 1988 this percentage had dropped to 47.

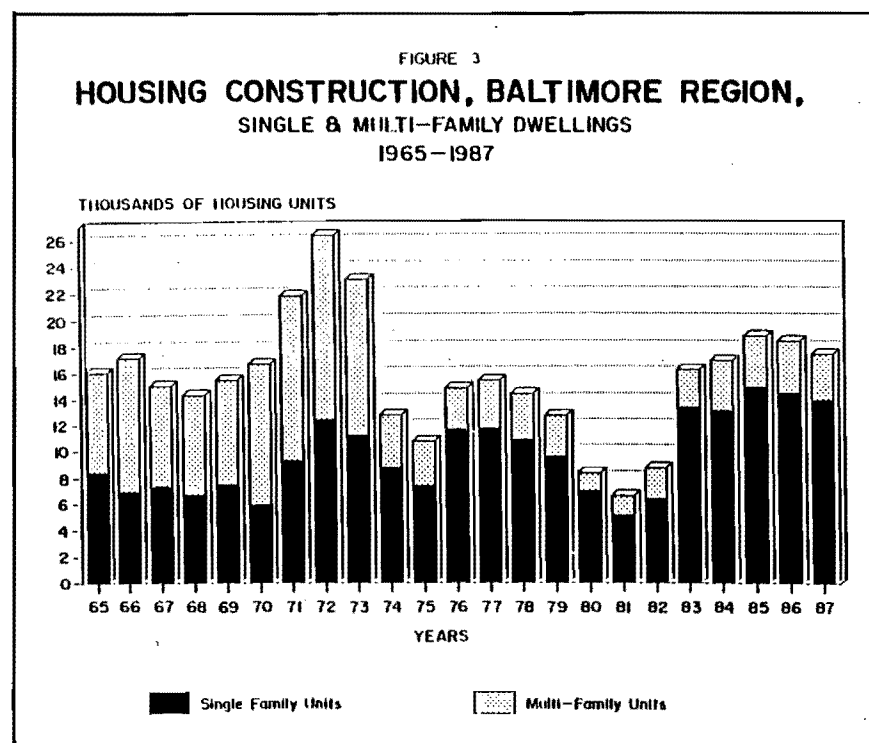
In 1960 there was 135,000 households in Baltimore County. The average number of persons per household was 3.6 compared with 3.4 in the Baltimore Region. By 1985 the number of households in the County had risen to 251,000, but the number of persons per household had dropped drastically to 2.6. This ranks along with Baltimore City as the lowest household size in the Region. The counties with the largest households were Carroll and Harford Counties, with 2.9.

The formation of households will continue to increase in the County at a rate exceeding population growth.

The Baltimore Regional Council of Governments estimates the number of households in the Baltimore Region will increase by 58,800 units or 7 percent between 1987 and 1992. In the Baltimore Region, Anne Arundel, Baltimore and Howard Counties are expected to account for seven out of every ten new households formed. Baltimore County alone will generate over one-fourth of the new households.

The analysis of activity suggests that all areas of the County will experience some household growth. The older areas of the County such as Ruxton, Towson, Lochearn, Overlea, Arbutus - Lansdowne, Middle River, Essex, Dundalk, Turner's Station and North Point will experience the smallest household growth. Strong growth is anticipated in Owings Mills and continued strong growth is forecast in the White Marsh area.





#### Housing Market

The regional housing market is dynamic. Growth is cyclical and follows national economic trends closely. As Figure 3 demonstrates, housing construction moves in "waves" with Baltimore County's pattern paralleling the Regional pattern.

In the early 1980s, the Nation experienced a major recession and Baltimore County construction rates reflect this period of slow economic growth, high interest rates and rapid inflation. The mid-1980s signified economic recovery as housing construction rates rose and have remained strong.

In recent years Baltimore County has been the Regional leader in housing construction. A building moratorium was lifted in Baltimore County in 1984 with the completion of a sewer line interceptor designed to carry wastewater from the Gwynns Falls watershed to central treatment facilities owned by Baltimore City. This new opportunity for development coupled with high levels of activity in White Marsh, helped boost Baltimore County's share of the Region's new residential construction.

Housing characteristics have changed over the past decades. Single family home construction was surpassed by apartment construction in the 1960s and mid-1970s. This construction trend has reversed back to single family housing, but with a shift toward attached or townhouse single family units. Townhouse construction assumed a larger role in the late '70s as land and development costs rose with increasing interest rates.

The County's current housing stock is still predominantly single family detached (48 percent) with 24 percent single family attached, 23 percent multi-family, and the remaining 5 percent being mobile homes and two to four unit structures.

The types of units constructed in Baltimore County since 1980 has differed from the units constructed within the Baltimore Region. The proportion of single family detached units has decreased in the County, while the proportion of single family attached and multi-family units has increased. Since 1980, Baltimore County has constructed 41.3 percent single family detached, 33.7 percent single family attached and 24.8 percent

multi-family. The Regional mix for the same time period was 52.2, 27.3 and 20.5 percent, respectively.

While new construction more easily catches the eye, the existing housing stock in the County is aging. Many of the dwellings in the communities located inside I-695 were built in the 1950s or earlier. A large number of rental unit projects in the eastern portion of the County were built prior to 1940.

Homeownership in Baltimore County declined in terms of percentage of occupied units from 68 percent in 1970 to 62 percent in 1980. Current estimates indicate that this proportion remains unchanged. Baltimore County rates are below Anne Arundel, Carroll, Harford and Howard Counties.

#### Sale Prices

There is a wide disparity between the value of the existing housing stock and the value of new construction. The Central Maryland Multiple Listing Service reported the value of existing housing sold in 1988 as \$118,890. (Some new homes are included in this figure if they were Multiple Listed.) With the ten percent increase applied to account for options, new housing in the County averages \$179,326, 50.8 percent higher than the average price of existing stock.

Legg Mason reports that over 64 percent of the sales occurred in just six election districts which represent the most established suburban areas. These areas included Catonsville, Woodlawn, Randallstown, Cockeysville, Lutherville, Timonium, Towson, Perry Hall, White Marsh, Essex and Middle River. Of all the residential sales, 96.1 percent occurred in the suburban fringe or suburban or urban areas of the County.

Price differences between new housing and the existing housing stock in certain areas can be attributed to rising land prices, which have increased at a higher rate than new home prices themselves, and the type and mix of new units constructed. In Northern Baltimore County, units being constructed are larger and more luxurious than the bulk of the existing stock, so the price differential between new and existing housing is exacerbated. This is also apparent in the Catonsville Area, where a few "move-up" single-family detached subdivisions bring up the overall average compared to the existing stock which consists of large numbers of moderately priced attached and detached units. Conversely, in the eastern portion of the County, new construction consists mainly of moderately priced townhouses, not greatly dissimilar from the existing stock, so the price discrepancy between new and existing is not as great.

#### EMPLOYMENT

The components of the economy of the Baltimore Region have changed significantly since the 1970s in line with the rest of the nation. Baltimore County's economic components have followed Regional trends.

Services are the largest employment category for the Baltimore Region and Baltimore County, followed by Trade and Government. See Table 1. Baltimore County employment at the end of 1987 was 30.5 percent of the Regional employment, with County employment accounting for 24 to 36 percent of the Regional employment in each employment category. Baltimore County's twenty-four largest employers account for 50,200 positions or 13.9 percent of the total County employment. See Table 2. A review of this list of major employers indicates that the local economy has a diverse base including several manufacturing operations, large providers

TABLE 1. CURRENT EMPLOYMENT 1987 (THOUSAND OF EMPLOYEES)

Category	Baltimore County Amount	Baltimore County Portion	Baltimore MSA Amount	Baltimore MSA Portion	County As Portion of MSA
Infrastructure	34.7	9.6%	137.6	11.6%	25.2%
Manufacturing	47.1	13.1%	131.7	11.1%	35.8%
Trade	98.5	27.3%	272.8	23.1%	36.1%
Services	114.6	31.8%	375.4	31.7%	30.5%
Government	65.6	18.2%	265.4	22.4%	24.7%
<b>TOTAL</b>	<b>360.5</b>	<b>100.0%</b>	<b>1,182.9</b>	<b>100.0%</b>	<b>30.5%</b>

Source: Regional Planning Council; compiled and tabulated by Legg Mason Realty Group, Inc.

of business services, medical institutions and large retailers. In addition to these, there are two state universities which are also major employers, Towson State University and University of Maryland, Baltimore County (UMBC).

#### Employment Rates and Trends

Baltimore County's employment rate during the 1970s grew at a rate almost twice as fast as the rate of growth experienced in the Baltimore Region. The three fastest growing sectors, Services, Government and Trade, grew at rates twice that of the region.

During the 1980s, total Baltimore County employment grew by 5.8 percent, a rate slightly below Regional employment. The Services, Trade and Infrastructure sectors all experienced growth with 21.1, 14.7 and 7.8 percent increases, respectively. The Manufacturing and Government sectors declined in the 1980s, -16.8 and -13.3 percent, respectively.

The Baltimore Region experienced a 7.9 percent increase from 1980-87. The Regional employment trends during this time were very similar to Baltimore County.

A comparison of the growth rates for Baltimore County and the Baltimore Region indicate a shift in Regional employment patterns. Baltimore County's slower growth rates than in the Region in the 1980s would indicate a shift in employment growth to other parts of the Baltimore Region.

#### Employment Centers

It has been estimated that 34 percent of the total County employment is located in the Towson - Hunt Valley corridor. The Randallstown - Security and Middle River - Essex - Dundalk areas each represent 18 percent of total employment. Approximately 8.4 to 10 percent of the total employment is contained in Catonsville - Lansdowne, Owings Mills - Pikesville and White Marsh - Overlea. The rural portions of the County account for less than 4 percent of total employment.

Projections of employment growth through 1995 indicate that the Towson - Hunt Valley corridor will experience the largest gains.

TABLE 2. BALTIMORE COUNTY LARGEST EMPLOYERS

Name	Location	# of Employees	Business Lines
Bethlehem Steel Corp.	Sparrows Pt.	9,050	Ship Construction Conversion
Martin Marietta Aero Naval Systems	Middle River	4,335	Aerospace Contractors
AAI Corp.	Hunt Valley	3,500	Defense Contractor
Westinghouse Elec. Corp.	Hunt Valley	3,090	Electronic Equip.
Ft. Howard Cup Corp.	Owings Mills	2,500	Mfg. Disp. Cup Prod.
Greater Balto. Med. Ctr.	Towson	2,071	Health Care
McCormick & Company	Hunt Valley	2,050	Mfg. of Spices, Seas.
Franklin Sq. Hosp. Ctr.	Perry Hall	2,000	Health Care
St. Joseph Hospital	Towson	2,000	Health Care
Blue Cross/Blue Shield	Towson	1,789	Health Insurance
Noxell Corp.	Hunt Valley	1,700	Mfg. Health Prod.
AT&T Technologies	Cockeysville	1,600	Communication Services
Fair Lanes, Inc.	Catonsville	1,500	Bowling
Food-A-Rama	Randallstown	1,500	Food Stores
Bendix Corp. Comm. Div.	Towson	1,450	Communications Equip.
Genstar Stone Prod. Co.	Hunt Valley	1,400	Stone, Gravel, Sand
Balto Co. Gen. Hosp.	Randallstown	1,200	Health Care
O'Connor, Piper & Flynn	Timonium	1,200	Residential Realtor
Meridian Health Care Ctr.	Towson	1,181	Health Care

Source: Legg Mason Realty Group, Inc.

The Owings Mills - Pikesville area is anticipated to be the second largest gainer. Through 1995 the remainder of the County is expected to experience either slight gains or minimal declines. All areas of the County are expected to experience minimal employment growth from 1995 to 2000.

#### Labor Force

In 1985 it was estimated that the County has 2100 fewer workers than it had jobs. This disparity was most pronounced in the Towson - Hunt Valley corridor which had 54,400 fewer workers than jobs. This situation was reversed in the Middle River - Essex - Dundalk and White Marsh - Overlea areas which had 21,000 to 22,000 more workers than employment positions.

According to 1980 Census Journey to Work data, approximately 63.2 percent of the persons who work in Baltimore County reside in Baltimore County and approximately 21.8 percent of those who work in Baltimore County reside in Baltimore City. The balance of the employees come from the other Baltimore metropolitan area counties.

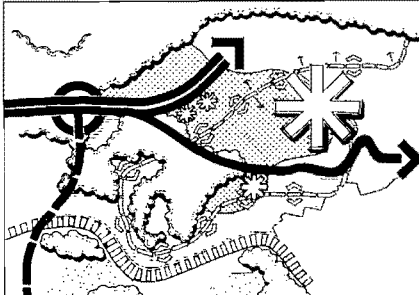
Approximately 45 percent of Baltimore County workers work in Baltimore City and 44 percent work in Baltimore County. The balance of the Baltimore County workers are employed in Anne Arundel County (3.3 percent), Howard County (2.3 percent), outside the region (3.6 percent), and Harford and Carroll Counties (.8 and .9 percent each).





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# *Master Plan*



## *Structuring the County*

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### FORM AND STRUCTURE OF FUTURE DEVELOPMENT

In the most fundamental analysis of the purposes for master planning, the form of future development emerges as its very essence. Implementation, as well as affordable housing, environmental protection, transportation, land use plans, new growth, revitalization, redevelopment, cannot be intelligently debated until the form or structure of what we want for the future of the County is established.

Since a master plan has been a feature of our governmental processes, we, as Baltimore County, have approached our ten-year obligation to prepare a master plan without making a total commitment to form. A notable exception was the Growth Management Plan of 1976, which answered the question, "What do we want Baltimore County in its totality to look and be like in the future?". Although the Plan was never adopted, formally, its concepts were incorporated in part in the 1979 Master Plan.

The problem with making a commitment to the form in the master planning process is that it requires making hard choices. It is often easier to operate under an ambiguous master plan that can simultaneously be all things to all people--a list of platitudes about the County's future. This is not giving form through master planning.

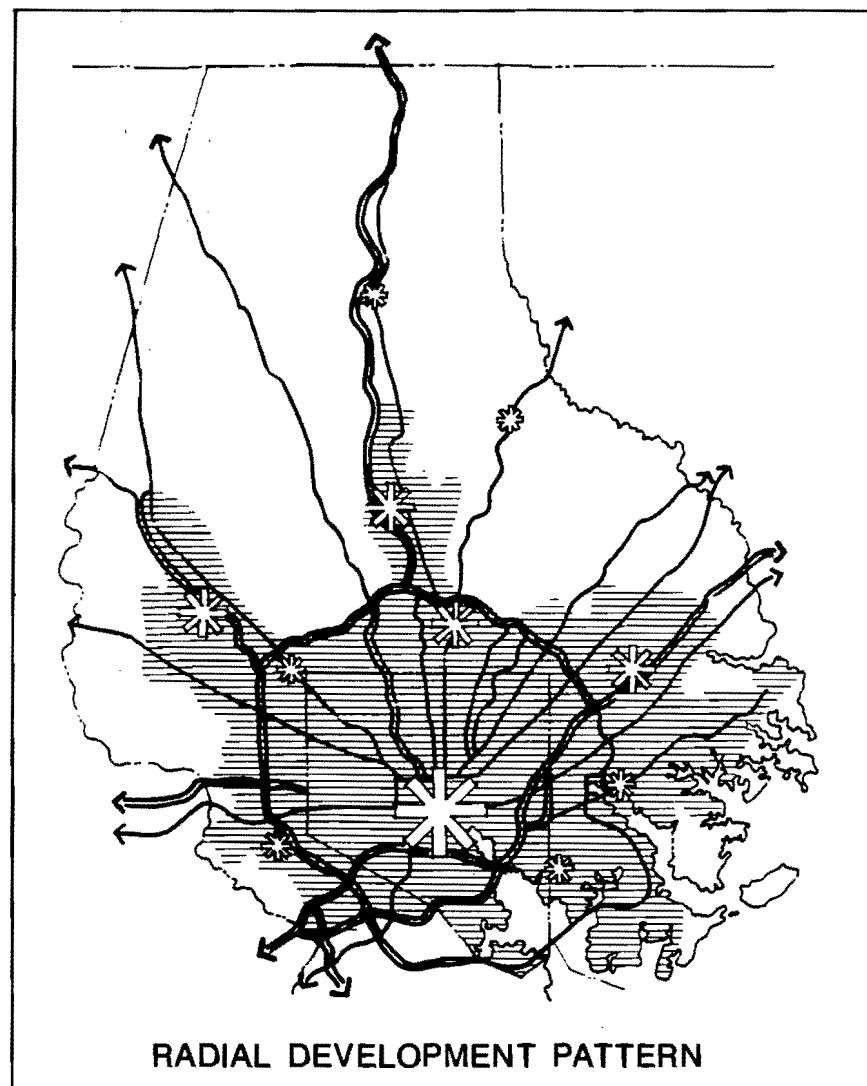
Ironically, in the absence of a strong commitment to form in our planning process, the various forces at work in the County give us defacto form. Congestion, ugliness, anonymity, inefficiency are the results of the form we accept in the absence of a higher common understanding of what we really want the County to be like. We are frustrated at not being able to marshal our resources towards effective means of achieving our ends.

### Historic Background

Up until the 1950s, Baltimore County was a collection of villages bound by a local commissioner-type government with a political boundary that seemed limitless. These villages surrounded an urban core upon which they were totally dependent. The urban core had achieved viability through annexation and growth that is analogous to what has happened in Baltimore County since 1950, except that the County annexed development opportunities with the Beltway instead of boundary adjustments.

The pattern of the urban core development was formed, as were major urban centers throughout the Nineteenth and Twentieth Centuries, as the classic radial "star" central city. Transportation systems, especially railroads reinforced this pattern with the tips of the radial developments protruding beyond the boundaries of the City. The tips formed the villages in the County that ringed the City. Through annexation the City would assimilate these protrusions and then proceed to develop infill between the radial legs. By the last annexation in 1918, the process was recognized as being limited (both politically and geographically), but the star legs continued to develop outward into the County giving rise to the last set of villages or extensions of the urban core developments (Towson, Essex, Dundalk, Parkville, Pikesville, Catonsville, etc.). These "villages" experienced the tremendous suburban growth phenomenon of the post-war boom and became entities unto themselves.

The classic "star" development outward from the urban core, followed by infill between the spokes, led to the development patterns we see in major U.S. urban centers. This pattern is renowned for leading our urban centers into the phenomenon of urban sprawl.



Baltimore City followed this classic process until 1918 consuming Baltimore County's developments and keeping the County from experiencing any major urban growth pressure until the present City boundary was fixed.

This situation of satellite villages surrounding the City persisted throughout the first half of this century. The extension of the star that protruded into the County fed the urban core, and Baltimore experienced phenomenal economic vitality, infilling the interstitial spaces between the radials (since it had the resources and the powerful local government to do so). So too did it embark down the path of sprawl that was to claim its price later in the century.

Baltimore County quietly and perhaps unwillingly participated in this one-way relationship, surviving as a rural outback to the city. Developments continued to extend well out into the County along the various radii with limited interconnections.

Then came the great American suburban land rush that followed the Second World War. Growth outward along the radials accelerated at an unprecedented pace. A literal bloom of subdivisions along the outer radii and surrounding the "star tips" filled out most of the land area demarked by the Urban-Rural Demarcation Line today.

By the late 1950s the phenomenal growth had brought on pressures to provide an inter-radial transportation link that was satisfied with the Federal interstate system beltway program. That linkage was completed in the early 1960s affording Baltimore County at last with the opportunity for cohesiveness as a political entity. This, coupled with the earlier establishment of

Baltimore County as a Charter government, propelled the County in less than a decade into a bonafide political jurisdiction. Now the County could attend to its own affairs and secure its own destiny apart from the urban core.

What was Baltimore County's gain (in political terms) was Baltimore City's loss (in economic terms). The sudden linkage of the County's disparate parts, coupled with the great suburban migration, severely impacted the City. By 1968 the City was in decline.

For the County, the growth of the sixties turned into retrenchment in the early seventies. The entire Baltimore region suffered a blow. Population growth leveled off, the urban tips of the old "star" deteriorated, economic growth was flat and many of the wonderful institutions of an urban center suddenly seemed tired.

By the 1980s, sobered by the aftermath of the suburban sprawl, the City began to emerge. The region is experiencing a revival, fed by the vitality of the urban core. We must recognize the connection of the urban core to the region and nurture it.

This historical context is important. It now enables us to see what opportunities we have before planning for our future. Baltimore County's development patterns are a result of complex interactions of transportation, geography, and land uses within a matrix of variables of politics, planning, regulations, zoning and economics.

### **Baltimore County Today: The Positives**

First and foremost is the remarkable diversity of environments offered by the existing form of Baltimore County development. The proximity of large relatively open spaces between the spokes of developed areas gives remarkable access to all of the County's citizens. Within minutes one can move from an intensely urban environment to an area that is nearly wilderness. This singular fact is what makes the Baltimore region so remarkable.

Second and nearly as important is the infrastructure of high quality radial transportation linkages to the urban core. This radial accessibility is the envy of other major urban regions. Furthermore, the County has made commitments to improve this network with the light rail system that could extend along every major radial corridor in the County.

Third is the fresh water resources that are in place within the County giving the region the comfort and assurance of a clean and adequate water supply well into the 21st Century. These fresh water resources also serve as vast open space preserves.

Fourth are the agricultural preservation programs and protective zoning implemented in the County that have served to keep this industry viable. Like the fresh water futuristic planning of the early Twentieth Century that we enjoy today, agricultural resources protection planning today will be appreciated in the future when the inevitable energy shortages will compel regions to be more self-sufficient.

Fifth is the Growth Areas into which we have invested significant capital sums to accept our future growth rationally, efficiently and effectively. Squandering this commitment will not only lose us our investments, but double the cost if we try to accommodate growth elsewhere.

Sixth is the in-place infrastructure and capital investment we have in the old "star" tips and other earlier developed areas.

Even though these areas have suffered a decline in being overrun by the outward expansion of development, they offer the best opportunities for redevelopment of the linkage back to the urban core.

### **Baltimore County Today: The Minuses**

Conversely, one must recognize certain defects or deficiencies in the form of development of the County. The plan for future form must strive to ameliorate these conditions.

The most pervasive defect is the residue of suburban sprawl, strip commercial corridors that are deteriorating, inefficient and ineffective. The mentality that led to this phenomenon was the perception of limitless land resources. As our available developable land inventory is being consumed, these strip areas must be reconsidered for better use.

A second related phenomenon is the extraordinary amount of developable land that has been consumed by the suburban dream of single-family detached housing. This pattern of land development can not be sustained in the proportions of the past. The sheer consumption of land, let alone the cost of providing services, precludes this future option.

Another defect in our pattern of development is the suburban collector street system that has led to the problem of overloading our major road network. Linkage between developments is essential to give greater access and relief of overstressed primary road systems.

Yet another problem in our existing form is the imbalance between the location of employment opportunities and the location of adequate and appropriate housing stock. This imbalance stresses our transportation systems and creates distortions in land use demands.

One of the biggest problems has been the abandonment of the old urbanized areas in favor of new fringe developments. Continued fringe development erodes any strides being made to sustain these older developed areas.

Obviously, issues such as municipal sewer and water system deficiencies affect the development patterns. So too do deficiencies in the transportation systems and all of the other public services of health, education, libraries, police and fire.

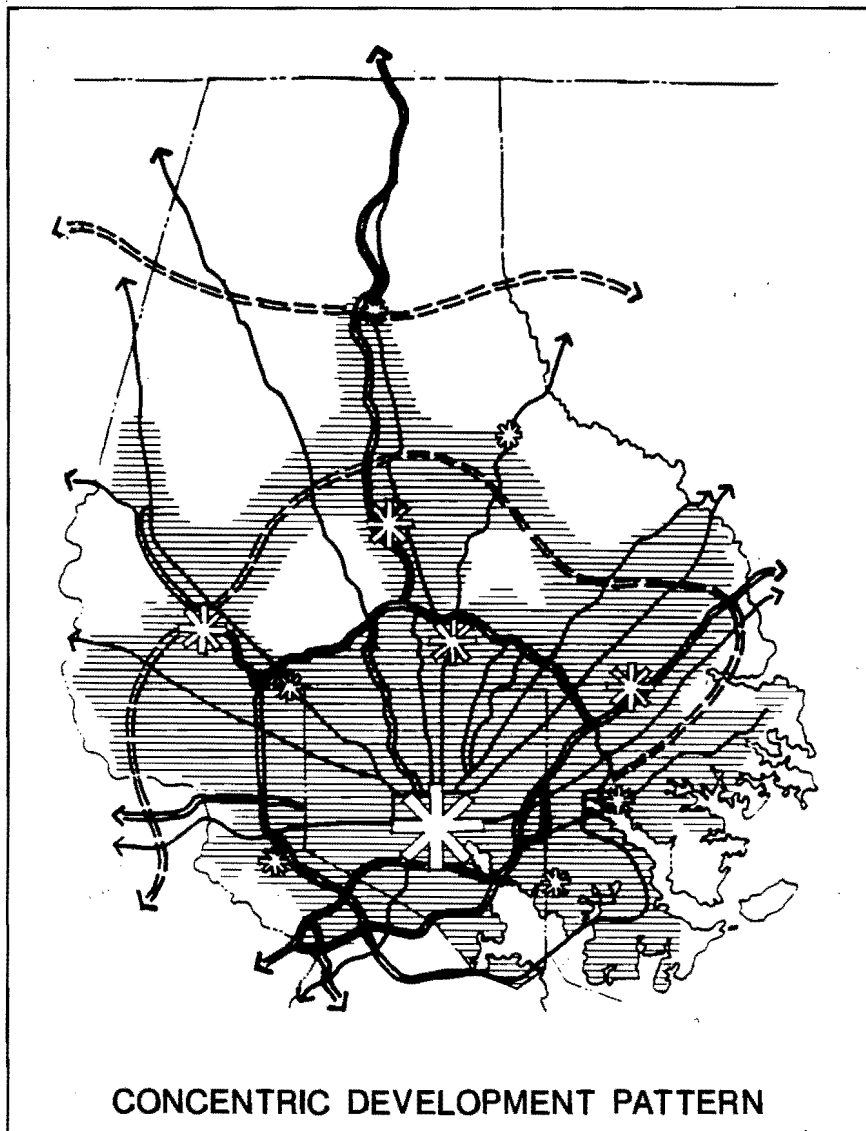
Each of these pluses and minuses must be integrated into the master plan form we choose to pursue. Given a commitment to a form, each aspect can be logically integrated, solutions identified, and courses of action charted.

### **The Choice of Form**

The choice of form boils down to two significant alternatives. One choice is to permit the concentric development that has marked the past in many urban areas. This form of growth has resulted in unrelenting outward expansion into the fringes, abandoning successive interior developments. The other choice is to select the form which supports and sustains the urban core and the existing built environment and protects the fringes from inefficient encroachment.

The concentric alternate is really not planning, for, as history has shown, that is what will happen if we do not plan. Concentric outward growth exhibits many defects. Extensions of





service to the fringe areas is expensive and difficult as system upgrades must traverse developed areas. Concentric outward growth also encourages inefficiency in that the developing fringe does not encourage high intensity land utilization.

In the concentric development patterns, the fringe development areas are in direct competition with inner development rings. This leads to the illusion that there is economic growth, where, in fact, the same economic base is just being relocated. The deterioration and inefficiency of the growth form discourages the infusion of real, new economic growth. The concentric pattern has a tendency to blanket the land area with an anonymous uniformity since there are few constraints to encourage diversity or distinctiveness. The infrastructure support systems are provided on a reactionary basis trying to reach the demands created on the outer fringe, but have to do so inefficiently and over top of the already developed portions of the region.

Baltimore County is in a unique position to do something different. As is often said, we are at a crossroad. The course chosen will reflect whether we take advantage of the unique

opportunities before us and build upon the wonderful efforts that precede us to conserve resources and achieve efficiency or whether we submit to the expedient, but potentially self-destructive pressure to accept the same fate that besets most other urban regions.

The only real course of action we can take in the master planning process is to select a form for development and growth and commit ourselves to its realization. The best option is to reinforce the historical "star" radial development pattern that still exists in Baltimore County.

The "star" form implies a commitment to the growth areas, to systems of rapid transit along our radial axes, to redevelopment, and to conservation and revitalization of our older developed residential and commercial areas. It also necessitates an inter-relationship with the Region and the City of Baltimore that heretofore has been absent in Baltimore County's adopted planning policies.

It also reinforces our ability to protect and conserve our unique natural resources, especially where they extend between the radial growth axes and are most vulnerable to development pressure.

To achieve the reinforced "star" pattern, we must build on the historic linkages with the City and the opportunities the linkage offers, resist counterproductive trends and share some of the problems that affect the core and ultimately us. Each of these steps can be taken without undermining the respective political autonomy for the mutual benefit of the region.

The historical linkages are most obvious in the radial transportation arteries that fan out from the city's urban core/Central Business District. Housing, retail centers, labor force, employment opportunities, cultural institutions and infrastructure systems are the most common linkages that are facilitated by the radial transportation system. Such items as sports teams, the symphony, art galleries and museum, landmarks, the Chesapeake Bay, our common heritage and culture serve to reinforce those linkages.

The opportunities these linkages offer can, in many respects, serve to ease problems that each of the respective jurisdictions suffers. Each jurisdiction offers its own assets for the benefit of the others including types of housing stock, special labor force needs, employment opportunities and recreation and leisure facilities.

Resisting counterproductive trends in our development and growth patterns is perhaps the most difficult challenge of a regional approach. Proposals for new growth areas, cross-county transportation, fringe development and uncontrolled rural area development must be critically evaluated for their impact on the structure of the County and the region.

The form of our growth and development future must be a conscious decision by an informed public. We need to know what the options are and appreciate the ultimate result of our actions.

## LAND USE AND DEVELOPMENT

Land use patterns determine and are determined by the County's structure. The proposed Land Use Maps that are to guide the zoning must ensure that there is enough of the various types of land uses properly distributed to meet the County's projected residential, commercial, industrial, and office needs.

Population projections from the Baltimore Regional Council of Governments and an evaluation of vacant land and approved projects not yet built indicate no immediate need to make significant land use changes at this time. A study of land use demand by type and location is presently under preparation by the consulting firm of Legg Mason. That study, together with results of the 1990 Census, will provide updated information in time for the 1992 Comprehensive Zoning Map Process should any land use changes be required.

### Residential Land Uses

Currently 26 percent of the County is zoned for urban residential use. The majority of this land falls in a medium density (DR 3.5 and DR 5.5) zoning classification. According to Legg Mason, the areas that have experienced the most residential development over the past decade are the Growth Areas of Owings Mills and White Marsh. The areas with the least change in new housing construction are the mostly developed urban areas and the economically stressed eastern side. The largest proportional changes have occurred in the north and northeast fringes of the County, where scattered residential growth has happened at a fairly fast pace.

A recent assessment of land availability indicates that nearly 30 percent of the land zoned for residential use is undeveloped. It has been estimated that 5500 lots/units remain available in currently active major subdivisions. Legg Mason estimates that this represents a two year supply of for sale housing at current sales rates.

Information from the Subdivision Monitoring System indicates that there were in excess of 20,000 residential units approved through CRG--the preliminary plan review process--in addition to a significant number of units recorded, but for which building permits have not been issued.

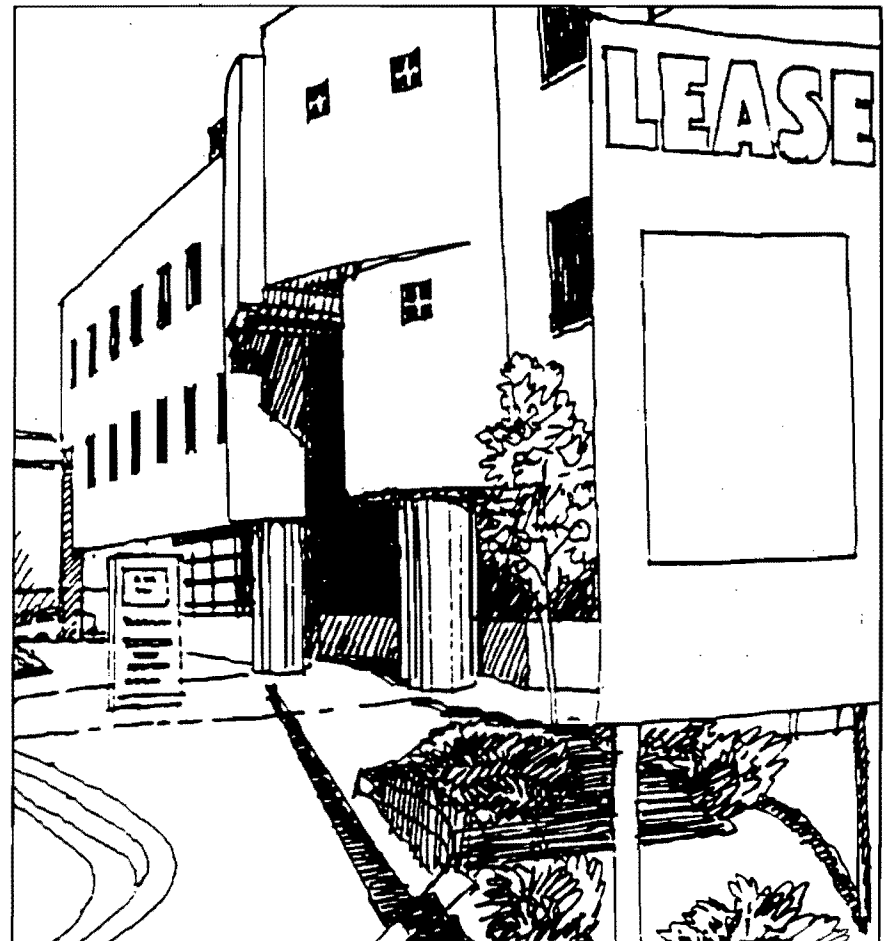
Over and above this, there are significant acreages of residentially zoned land not yet committed for development. These include the northeast portion of the White Marsh Growth Area and the northern Patapsco area.

Based on the Baltimore Regional Council of Government's population and household size projections, it's apparent that there is sufficient land for residential development until at least the end of this century.

### Industrial Land Uses

In a memorandum dated April 1989 from Baltimore County Economic Development Commission, the Director analyzed the potential for industrial development in the County by Sector. This analysis will be incorporated into the section dealing with Sector Plans. For a County-wide perspective, the following points were made:

It is our feeling that in general, there is sufficient industrially zoned land in Baltimore County to satisfy anticipated demand well into the next decade. Our areas of concern are more related to the uses to which the land is put, rather than to the supply of land itself. For instance, we have all



discussed the fact that some very attractive parcels of land, zoned for industrial use, have been developed with office towers. We do not discourage builders of office towers and never will. However, if the County wishes to maintain its strong industrial base, it must provide land on which to build industrial facilities. We do not now have a problem. Our mix of office and industrial uses is well balanced. However, Master Planning is future planning, and this is a problem that we may have to address in the future.

Secondly, we simply do not have a supply of good, useable ML and MH zoned land in parcels from 5 to 25 acres that are available to an end user for purchase. Most of the attractive parcels are in the hands of developers who have uses in mind or at least future plans for the sites. I don't see a solution to this problem. It is a function of the market. Perhaps, a short term answer will come in our use of some of the surplus properties that have been made available to us by the State.

Although there is sufficient industrially zoned land in Baltimore County, taken as a whole, to satisfy existing and short term demand, the location of available land does not meet market demand in every sector of the County. The anticipated demand for industrially zoned land in the Central and Western Sectors is greater than the supply. The supply of land in the Eastern Sector exceeds the expected demand. Future planning policy decisions need to address this issue.

### Commercial Land Uses

The 1988 Comprehensive Zoning Map process indicated that 7934 acres of land or 2 percent of the County is zoned for commercial use. An additional 299 acres of commercial were added to the inventory of commercial land during the 1988 rezoning process.

The vacant land inventory prepared from an original consultant's study in 1988 with further adjustments to account for the

## Land Use and Development

1988 rezoning indicates that approximately 1080 acres of the commercially zoned acres are available for development.

At the County's present average rate of consumption of 150-170 acres of commercially zoned land each year, the supply of available commercial land will be used in 6-8 years.

The issue with commercial zoning in the County is however, more complex than that of numbers. It has been a consistent policy since the mid 1970s to try to curtail the expansion of "strip" commercial zoning along major highways, and to direct the demand into the older business centers. This keeps new additional commercial uses from draining the vitality of existing areas and redirects private economic resources back into the older establishments and fosters productive redevelopment and revitalization.

Certainly the policy limiting strip development should continue. The effort to revitalize too, must be strengthened. In light of the County's emphasis on the building of viable communities especially in the new development areas, there also may well be a need for neighborhood shopping centers, associated with services and recreational uses, mass transit, and possibly housing for the elderly. These centers should be strategically located so as to reduce the need for lengthy car trips.

### Office Land Uses

An inventory of County land zoned for office development (from residential office use to office parks) indicates that 2400 acres of land or 0.6 percent of the County is zoned for office development. Of these 2400 acres, 430 were added during the 1988 rezoning process. In addition to the office zones, office use is permitted in manufacturing zones as well so that the potential for office development can not be limited to looking at the supply of land zoned just for office development.

The number of acres of land determined to be available for development are 1185 acres. It is estimated that at the present development rate of approximately 50 acres of land per year, the

County supply of office land will be sufficient for the life of the 1989 Master Plan.

Although several new office zones were approved since the last master plan, much office development is still attracted to land zoned for manufacturing use. The reason for this appears to be less costly land and less restrictive site development regulations.

The County's supply of office space has been increasing throughout the decade and the growing office market placed the County on an equal footing with Baltimore City. Overall vacancy rates have remained between 11 and 13 percent. These rates are competitive with other jurisdictions in the region and well below the national average of 20 percent.

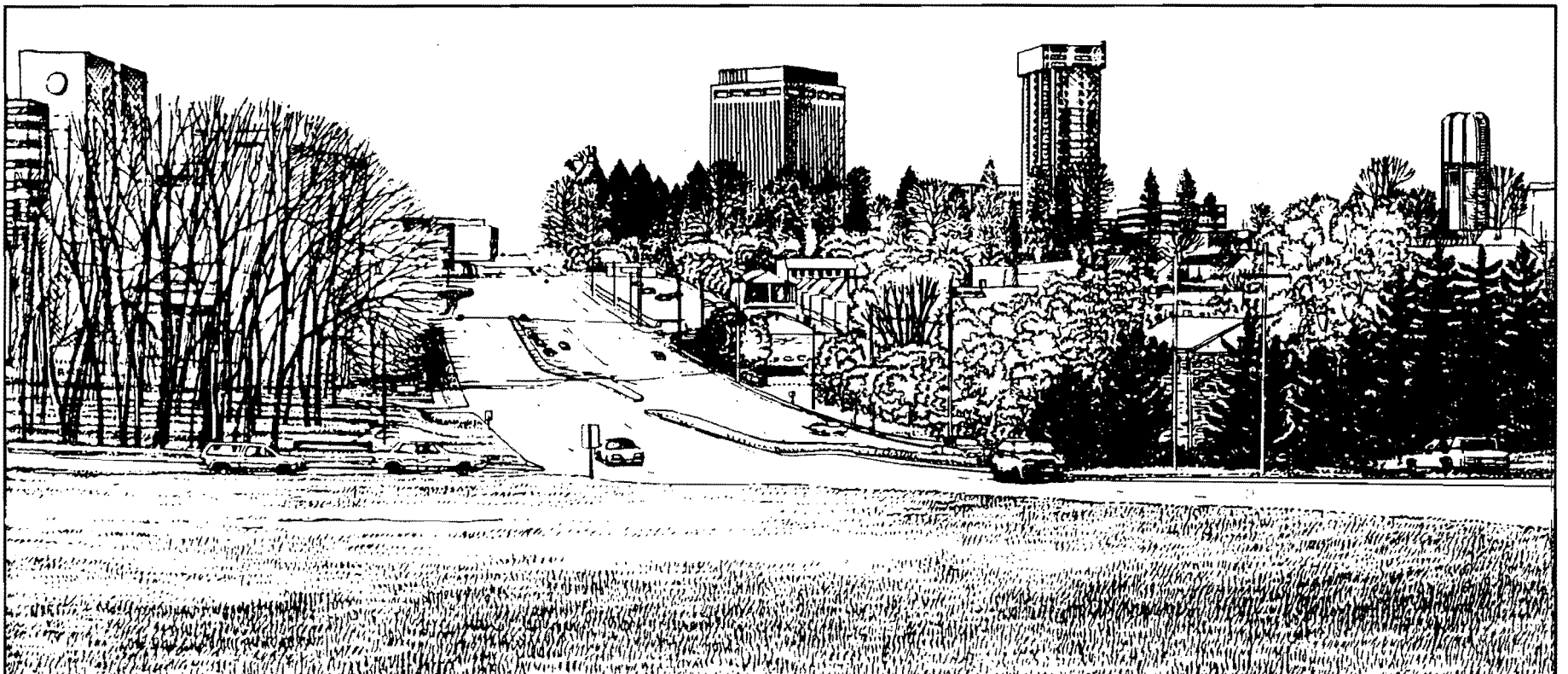
The rates of office development and the types of buildings constructed vary within areas of the County. The Towson - Hunt Valley corridor has experienced the most intense development and the buildings located there are generally mid-rise structures. Distribution/warehouse uses are generally precluded because of high land costs.

Development on the County's Western side has been comprised of primarily low to mid-rise buildings. Owings Mills is the exception where recent construction has been Class A high-rise, high quality space.

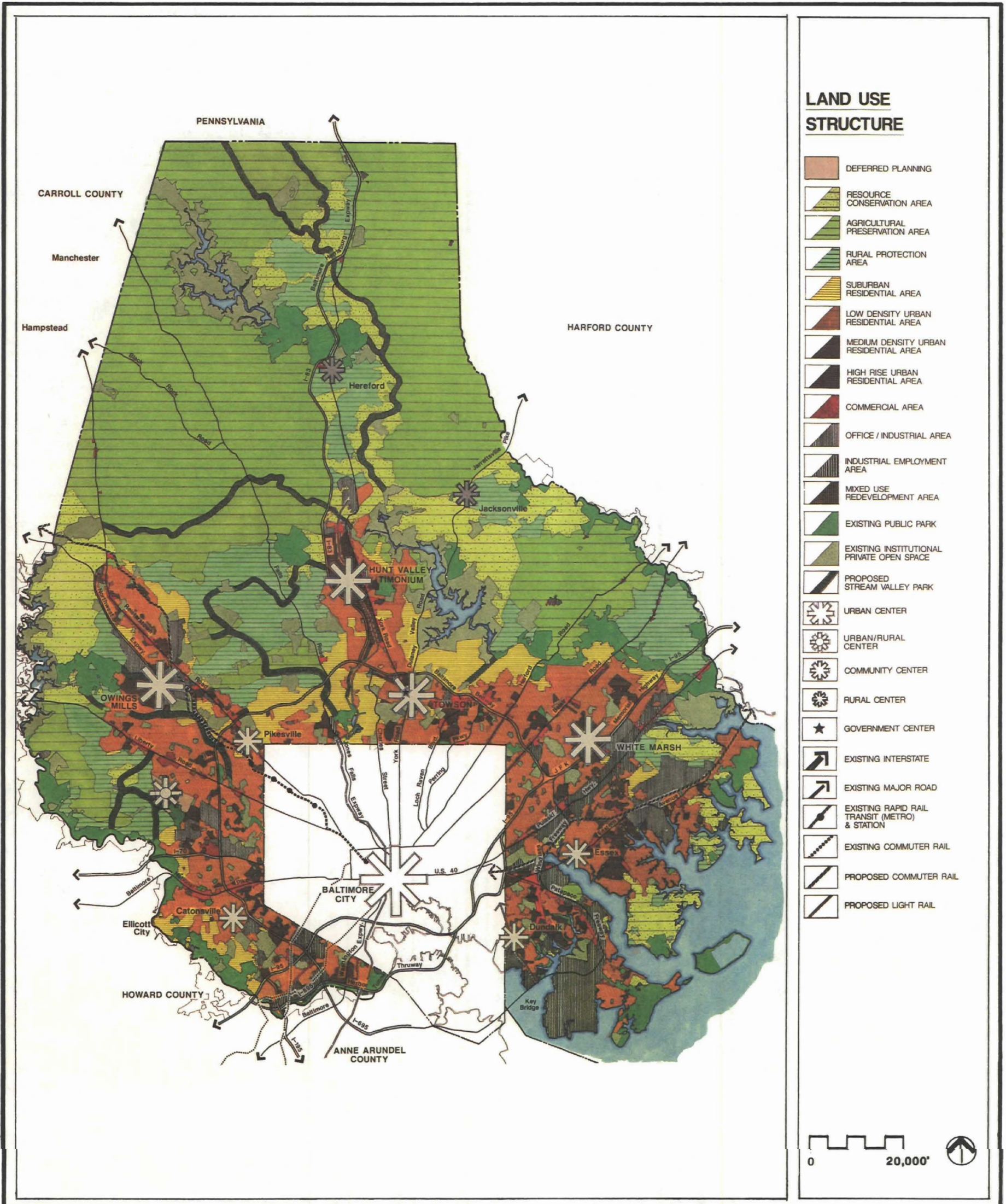
Development in the Eastern side has been dominated by low rise buildings. Uses in this area are generally related to research and development and office/warehouse.

### POLICY:

An evaluation of current (1988) zoning, proposed or approved development projects not yet built or occupied, and the County's vacant land inventory clearly indicated, on a County-wide scale, there is sufficient appropriately zoned and serviced land to meet the County's needs until at least the mid-1990s.







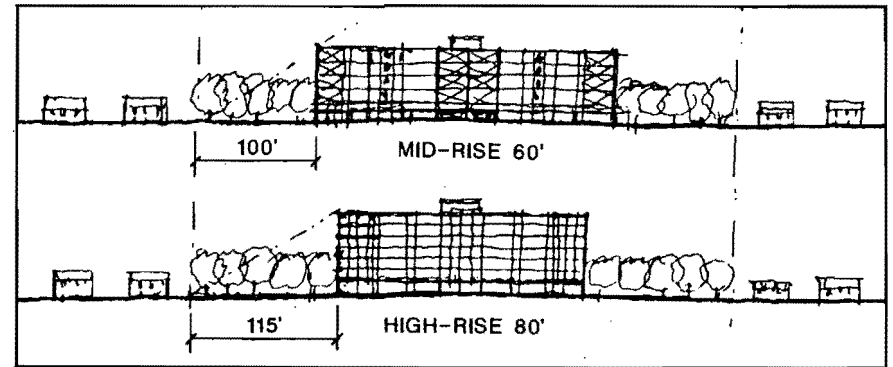


In order to determine the longer range perspective for County growth and change to the year 2000 and beyond, it will be necessary to update projections and land use policies prior to the 1992 Comprehensive Zoning Process based upon:

- The Regional Context
- Information provided by the 1990 Census
- The results from the Legg Mason Economic Forecasts study
- An understanding and evaluation of other development proposals and policies adopted as part of the Master Plan update. In particular, the land use implications of retaining the Urban-Rural Demarcation Line in its current general location must be further evaluated. This policy will have significant growth implications for areas with a high potential for redevelopment, if the County is to continue to grow. Special attention must be given to potential redevelopment in Towson, in the older centers such as Pikesville, Essex and Dundalk and in the Timonium - Hunt Valley Industrial corridor, where the proposed light rail system will offer major opportunities for mixed-use development.

### ACTIONS:

1. Prepare a revised "Land Use Policy Statement" for approval by the Planning Board and Council prior to the Comprehensive Zoning Cycle in 1992. This document will be based upon a detailed Economic Forecast Study commissioned by the County, currently under preparation by the firm of Legg Mason and on information provided by analysis of the 1990 Census.
2. Immediately following the 1992 Comprehensive Zoning Cycle, the Office of Planning and Zoning will initiate an update of the Master Plan which will look at the future of the County from 1995-2005. This update will be submitted for approval prior to the 1996 Comprehensive Zoning Cycle.



3. An examination of County zoning and development regulations and revitalization policies with respect to commercial development will be undertaken in conjunction with Economic Development Commission, the Development Corporations, Community Associations and the Development/Business Community.
4. The County will consider the preparation of an overall economic development plan of action for the next five years.
5. A study of the potential for the redevelopment of the Timonium - Hunt Valley corridor will be commissioned, with special emphasis on mixed-use development and the light rail system.
6. A study of the future for Agricultural land in Baltimore County will be made in conjunction with the farming community, the State farm agencies and bureaus, and citizens living in or representing rural parts of the County. Particular emphasis will be paid to the relationship between agriculture and residential development, on the various agricultural easement programs, and on the possibility of the transfer of Development Rights as a means of easing the financial burden often experienced in the agricultural community.

## INFRASTRUCTURE

Infrastructure is a collective term for sewer, water, transportation and solid waste disposal systems. As the definition implies, these systems are the basis of the land use and development patterns found throughout the County. The placement and capacity of the County's infrastructure, especially sewer and transportation, defines the County's structure, sets the upper limits of growth and can also be used to control the pace, scale, and location of future development.

## TRANSPORTATION

One of the key segments of the Baltimore County Master Plan is the Transportation element. The goal is to provide adequate transportation infrastructure to satisfy the needs of the Baltimore County residents in their pursuit of work and leisure activities, foster responsible land use decisions, provide for the economic growth strategies of the County, and fulfill Baltimore County's commitment to the regional planning process.

Baltimore County's transportation network is composed of 2,650 miles of freeways, arterial highways, collector roads and local streets, plus Mass Transit consisting of fixed route bus service, express bus routes and a heavy rail rapid transit line. Baltimore County's "Main Street," the Baltimore Beltway, is designed to carry large volumes of high speed traffic. Other arterial highways such as US 40, Belair Road, Liberty Road, Reisterstown Road, and Harford Road, intersect the Beltway and provide radial access to the County. These arterials provide the spokes of the "Beltway" wheel and allow for through trips into Baltimore City. Collector roads provide the link between the arterial network and local streets.

The transportation network also consists of transit services provided by the State, the County, and the private sector. The State provides Mass Transit Administration services consisting of fixed route bus service, express bus routes, demand-responsive service for the transportation-disadvantaged and a heavy rail rapid transit line. Baltimore County sponsors County Ride, a paratransit service which provided transportation to over 110,000 riders during Fiscal Year 1989. A growing number of private sector firms also provide paratransit services in Baltimore County.

Traffic patterns and volumes are projected to change significantly by the year 2010, continuing a trend started 20 years ago. During the next 20 years it is anticipated trips will increase 35% over current figures. The routes and destinations of these trips are also changing. Historically commuter trips have been between the residential areas of Baltimore County and the Central Business District of Baltimore City. However, emerging patterns note growing intra-county travel. Eight of ten new jobs in the region are now in suburban counties. Suburb to suburb traffic is an ever increasing percentage of regional traffic, although travel to Baltimore City will continue to increase. These changing patterns are the root of many of the transportation issues facing the County today.

The County Executive in his 'Closest to the People' document, stated:

A well-planned and effective system of transportation is essential to orderly growth, free circulation and economic development. Realizing that our transportation system is a key to many aspects of county life, we will take actions to enhance all forms of transportation within our county.

To do this, the County Executive's Inter Agency Committee on Transportation was formed and it is the focal point for coordinating the planning and implementation of transportation projects in the County. The transportation strategy is to investigate a variety of modal alternatives that are cost effective, environmentally sensitive, and compatible with adjacent land uses in order to reduce congestion, ensure accessibility to major employment opportunities, and direct economic and residential development to desired locations. Baltimore County will initiate a number of studies to identify the type and scope of transportation improvements needed and Mass Transit and Transportation System Management (TSM) will receive equal consideration with new road construction.

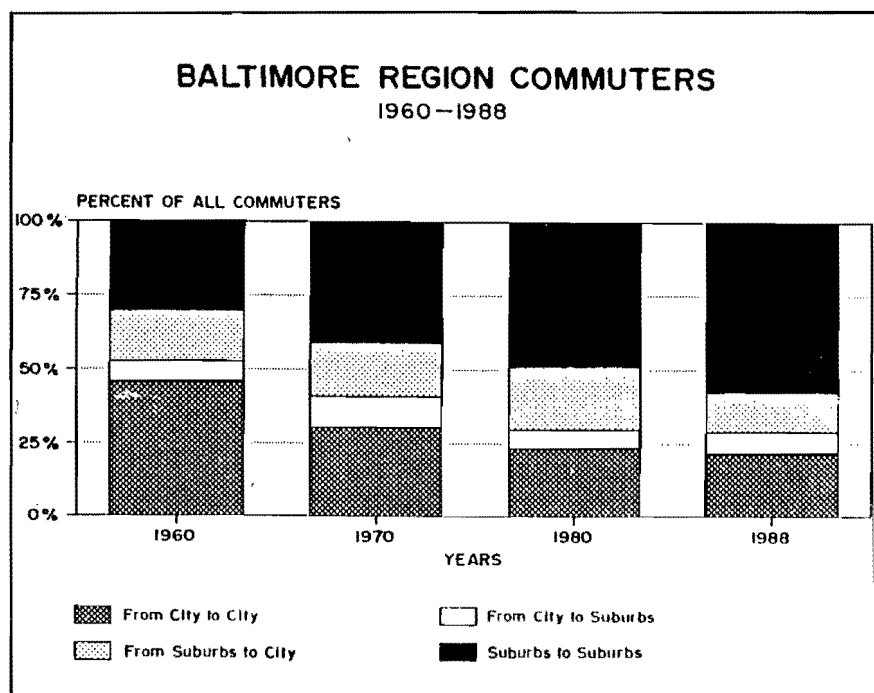
Public participation in the planning and ultimate implementation of the County-wide network of transportation facilities will continue and developer participation in transportation improvements and traffic congestion mitigation will be encouraged.

### Regional Transportation Planning

In the introduction to the Master Plan, County Executive Rasmussen stated that Baltimore County is a regional hub of economic activity and business opportunities. In keeping with this role, the County will approach transportation planning from a regional as well as local perspective.

In cooperation with the Maryland Department of Transportation and the Baltimore Regional Council of Governments, the County will encourage the implementation of regional transportation facilities and will actively participate in the planning, engineering, and construction of a transportation network that will meet the needs of the metropolitan area's citizens and business communities. Baltimore County will work with the regional leadership to formulate and implement responsible transportation strategies such as the Washington and Baltimore Bypasses. The routing of these facilities will have significant impacts on I-95, I-695 and the rest of the Region's Interstate System and a unified approach to planning these facilities is needed.

At this time, Baltimore County prefers the Eastern Bypass of Washington, D.C. and the Eastern Shore Alternative for Baltimore. This endorsement is consistent with the preferred land use struc-



ture of the County and the function of these roadways. Baltimore County will continue to work with neighboring jurisdictions to implement mutually beneficial regional and statewide transportation strategies.

### POLICY:

The establishment of an effective and efficient comprehensive transportation network to move people and goods within and through the County has significant implications for the future form and structure of the County, the City of Baltimore and the Region.

As stated elsewhere in this document, the preferred structure of the County will be based on the retention and reinforcement of the current one-third/two-thirds division between urban and rural areas. Proposed transportation studies and various transportation alternatives will be measured not only in terms of environmental impacts and funding but also in terms of their conformance with the overall 'structural' policies of the County. This will ensure the continued viability of the character and landscape of the rural County and encourage the revitalization, redevelopment and conservation of the older urban areas, including Baltimore City.

Recognizing the inextricable relationship between land use and transportation, the County should continue to incorporate transportation into its community planning, zoning, development, and budget decisions. Additionally, the updated Land Use Plans within the Master Plan should be coordinated with the County's transportation studies and analyses.

### ISSUE: Highways

The 1979 Master Plan identified two major deficiencies in the existing highway network. Today, as in 1979, the roadways are congested and the County lacks adequate east-west access. As a result, it is difficult to move between and among the County's business and commercial areas.

Radial routes such as Liberty Road, Belair Road and York Road remain congested due to the continuously increasing traffic and development. Strip commercial areas along these routes also impede through traffic.

The lack of an east-west transportation facility has burdened roads such as Shawan Road, Belfast Road, and Padonia Road and consequently fueled development pressures along these routes. As the County continues to provide a more diverse suburban employment base, residents of the County and surrounding jurisdictions will continue to put pressure on the already inadequate facilities. Also the "graying" of the Region's population, many of whom have an increased amount of disposable income, will result in more off peak leisure time trips to the mall, movies, and other recreational areas.

A redefinition of acceptable intersection levels of service also is necessary. The County has significantly decreased the numbers of failing intersections during the last few years. While this program has been extremely successful, more should be done. In the urban areas, intersections are continually under extreme traffic pressures while rural traffic also continues to increase.

### POLICY:

Baltimore County should actively pursue the completion of needed transportation improvements that may be beyond the means of the County and State capital programs and may necessitate private funding participation. These improvements include road reconstruction, short extensions, minor road and transit connections, as well as transportation projects associated with development activity.

Roadway improvements should be focused on those areas of the County where mass transit is infeasible. In these situations, the enhancement of the existing roadway system should be the highest priority. System preservation, which includes resurfacing, rehabilitation and safety improvements, should be funded to meet these needs.

Certain roadways should be designated regional facilities and designed to provide a high level of service and minimize development pressures on surrounding land.

Transportation System Management (TSM) with its intersection improvements, ridesharing strategies and park & ride lots should be an integral part in reducing strain on the existing roadways. Transportation Management Associations (TMA) should be encouraged and supported in order to ensure low cost capital improvements are undertaken.

A County system of scenic highways should be developed and posted in cooperation with State, County, Federal and Community organizations.

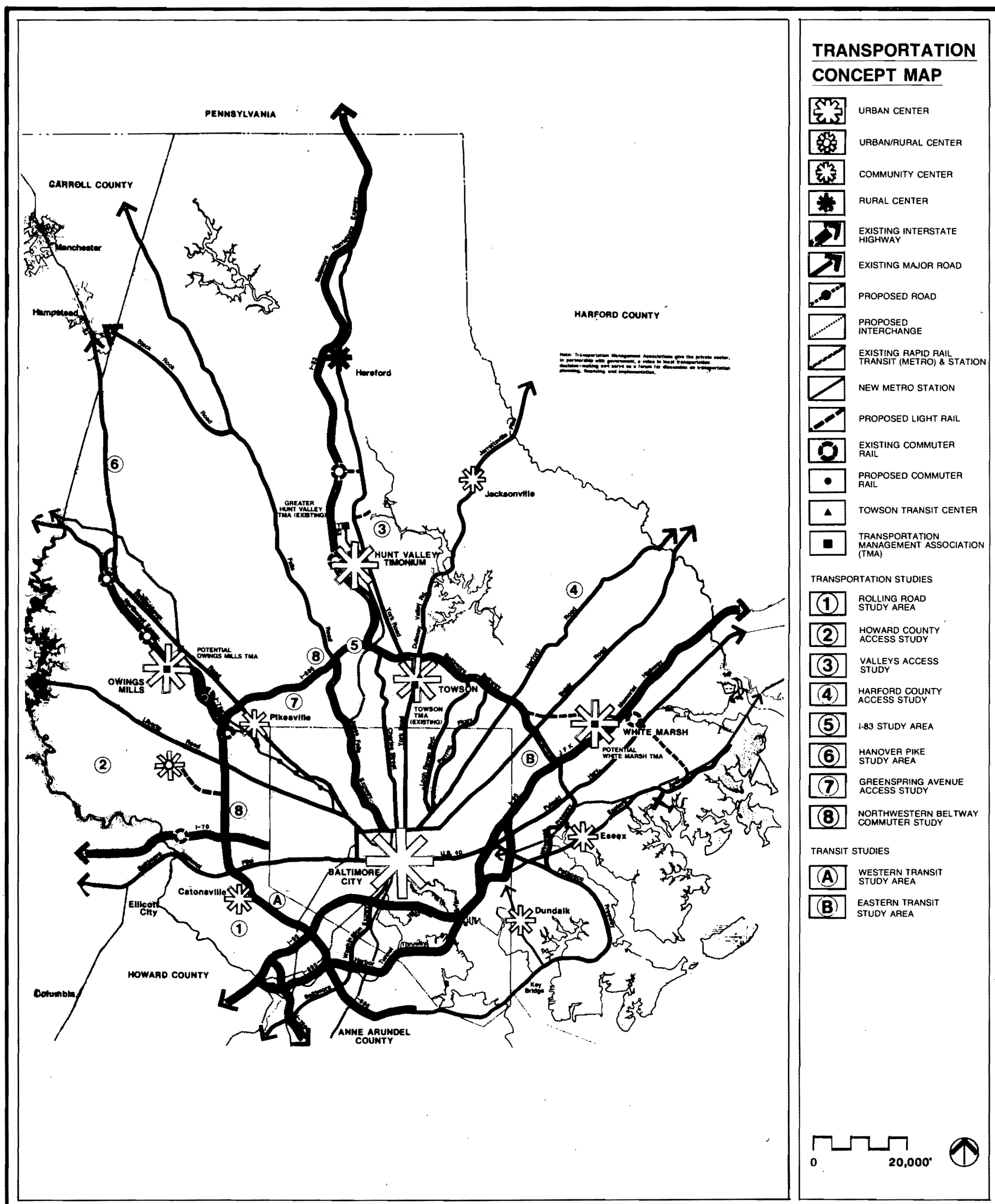
### ACTIONS:

1. A Valleys Access Study will be undertaken to investigate options to remove heavy traffic from the existing rural road system. This study will analyze the increasing business related travel from Owings Mills to Bel Air. Shopping and leisure time activities associated with these centers will also be addressed. The facility study must be sensitive to the environmental surroundings and community concerns. The study should also address the most responsible way to lessen not only the land use pressures along a new facility but along the existing system of roads. Refer to the Annotated Legend for Transportation Plans in the Appendix.
2. Several other access studies will complement the Valleys Access Study and will provide for ever increasing traffic from Harford County and Howard County. These planning studies will include Rolling Road Area Study, Hanover Pike Area Study, Greenspring Avenue Access Study, Northwestern Beltway Commuter Study, Howard County Access Study, Harford County Access Study, and the I-83 - Beltway Interchanges Study.
3. The Planning Board and County Council will be briefed periodically on the progress of the major transportation access studies.
4. Construction/reconstruction of interchanges at I-70 at Patapsco, I-795/McDonogh Road, I-795/Dolfield Blvd, I-795/Glyndon Dr, I-83/Padonia Road, I-83/Warren Road, I-83 near Thornton Mill Road, and MD43/MD7 will be undertaken. These interchanges will provide improved access to planned and existing employment centers of the County.

### ISSUES: Mass Transit

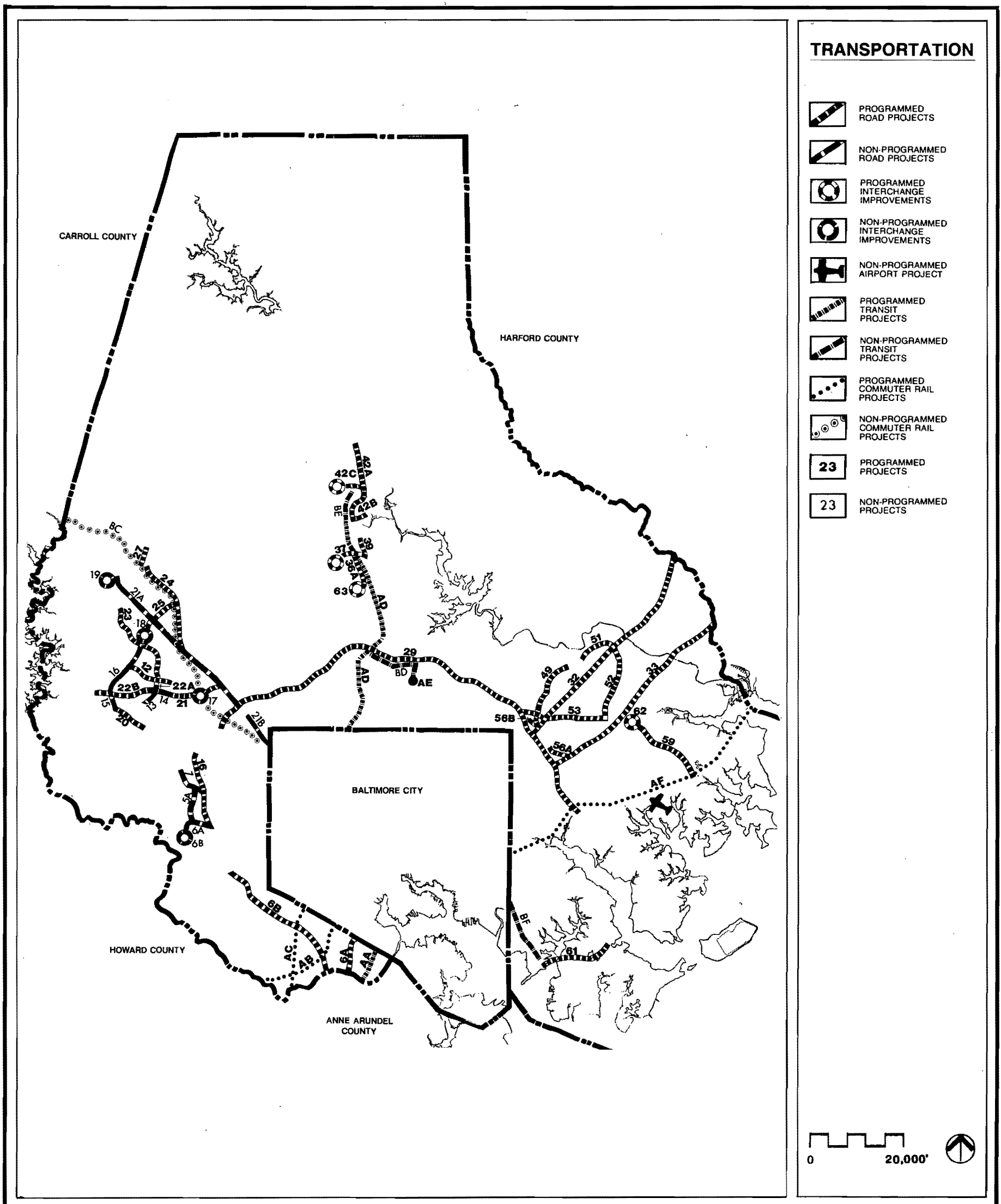
Baltimore County's mass transit service has changed significantly in the last 10 years. No longer is service limited strictly to radially oriented bus service. With the opening of Metro to Owings Mills, in July, 1987, the first leg of the Fixed Guideway Regional Plan became a reality. The second leg of this system, the Central Light Rail Line, went under construction in the Fall of 1989 and will be open to revenue service in the spring of 1992. The Maryland Department of Transportation is currently assessing four additional light rail corridors in Baltimore County.

Express suburban service has been implemented which allows access to the Towson Area from the east and west areas of the County. Feeder bus service to Metro was implemented in order not to duplicate service and free up buses for use on other routes. A similar study will be undertaken for the Central Corridor Light Rail Line.



MAJOR TRANSPORTATION PROJECTS			TYPE OF IMPROVE- MENT
PROGRAMMED PROJECTS		PROJECT LIMITS	
6A	MD295 (B/W Expwy)	City Line to Anne Arundel Co	W
6B	I-695 (Balto Bltwy)	US40 (Balto Nat'l Pike) to Anne Arundel Co	W
12	Lakeside Dr	Painters Mill Rd to Dolfield Blvd	C
16	Rolling Rd	Security Blvd to MD26 (Liberty Rd)	W
20	MD26 (Liberty Rd)	Offutt Rd to Deer Park Rd	U
21	McDonogh Rd	Painters Mill Rd to MD140 (Reisterstown Rd)	W
22A	Owings Mills Blvd	Extended to Lyons Mill Rd	C
22B	Lyons Mill Rd	Owings Mills Blvd to MD26 (Liberty Rd)	U
23	Red Run Blvd	Owings Mills Blvd to Franklin Blvd	C
24	Owings Mills Blvd	MD140 (Reisterstown Rd) to Glynwings Dr	C
25	Dolfield Blvd	I-795 (Northwest Expwy) to Owings Mills Blvd	C
27	Glyndon Dr	Ext'd to MD128 (Butler Rd)	C
29	I-695 (Balto Beltway)	MD140 (Reisterstown Rd) to MD702 (Southeast Frwy)	W
32	US1 (Belair Rd)	I-695 (Balto Beltway) to Harford County	W
33	I-95 (JFK Mem Hwy)	I-695 (Balto Beltway) to Harford County	W
36A	Beaver Dam Rd	Beaver Ct to Padonia Rd	C
37	Warren Rd Interchange	MD45 (York Rd) to I-83 (B-H Expwy)	C
39	MD45 (York Rd)	Industry Lane to Cockeysville Rd	W
42A	MD45 (York Rd)	Shawan Rd to Belfast Rd	U
42B	MD145 (Paper Mill Rd)	Realignment to MD45 at Shawan Rd	C
42C	I-83 (B-H Expwy) Interchange	Near Thornton Mill Rd	C
49	Walther Blvd	Rossville Blvd to Proctor Lane	C
51	Gunview Rd	Klausmier Rd to US1 (Belair Rd)	C
52	Honeygo Blvd	MD43 (White Marsh Blvd) to US1 (Belair Rd)	C
53	MD43 (White Marsh Blvd)	Honeygo Blvd to I-695 (Balto Bltwy)	C
56A	Rossville Blvd	Lillian Holt Dr to I-95 (JFK Mem. Hwy)	W
56B	Rossville Blvd	US 1 (Belair Rd) to Putty Hill Ave	C
59	MD43	US40 (Pulaski Hwy) to MD150 (Eastern Blvd)	P/E
61	MD695	Key Bridge to MD151 (North Point Rd)	U
62	MD43 (White Marsh Blvd)	Interchange at MD7 (Philadelphia Rd)	C
63	I-83 (B-H Expwy) Interchange	At Padonia Road	U
AA	Central Light Rail	City Line to Anne Arundel Co	
AB	CSX Commuter Rail	City Line to Howard Co	
AC	Amtrak Commuter Rail	City Line to Anne Arundel Co	
AD	Central Light Rail	City Line to Hunt Valley	
AE	Towson Transit Center	MD45 (York Rd) at MD146 (Dulaney Valley Rd)	
AF	Amtrak Commuter Rail	City Line to Harford Co	
NON-PROGRAMMED PROJECTS		PROJECT LIMITS	TYPE OF IMPROVE- MENT
5A	Fairbrook Rd	Ext'd to Windsor Blvd	C
6A	Security Blvd	Extend Westerly	C
6B	I-70	Interchange at Patapsco	C
7	Windsor Blvd	Rolling Rd to Windsor Mill Rd	C
13	Owings Mills Blvd	Winands Rd to Lyons Mill Rd	C
14	Lyons Mill Rd Relocation	Owings Mills Blvd to McDonogh Rd	C
15	Deer Park Rd	Dolfield Blvd - MD26 (Liberty Rd)	W
16	Dolfield Blvd	I-795 (NW Expwy) to Deer Park Rd	W
17	I-795 (NW Expwy)	Interchange at MD37 (McDonogh Rd)	C
18	I-795 (NW Expwy)	Interchange at Dolfield Blvd	C
19	I-795 (NW Expwy)	Interchange at Glyndon Dr	C
21A	MD140 (Reisterstown Rd)	Glyndon Dr to I-695 (Balto Bltwy)	W
21B	MD140 (Reisterstown Rd)	Old Court Rd to City Line	W
BC	CSX Commuter Rail	Milford Mill Metro Sta to Carroll Co	S
BD	Towson Light Rail		S
BE	Loveton Light Rail Extension	Hunt Valley to Loveton	S
BF	Dundalk Light Rail		S
NOTE: R = Replace W = Widen U = Upgrade C = Construct P/E = Planning/Engr. S = Study			
Programmed projects are those that are either in the County CIP or State CTP.			
Non-programmed projects are those that have been discussed or identified to meet future transportation needs.			





Even with this expanded transit service there is still a segment of the general population that is not being adequately accommodated. This transportation dependent population is predominantly the elderly and handicapped. Paratransit services are provided by both the private and public sector and are constantly being improved.

### POLICY:

Mass Transit should have equal consideration with highway construction/reconstruction. Express bus service will be considered initially with future high capacity transit improvements receiving attention as densities increase.

Baltimore County's Growth and Employment Centers should be the areas designated for future fixed rail transit. Also, transit centers should be considered and encouraged in these areas of high density residential, employment, shopping and recreation.

Baltimore County should conduct a planning study to determine whether local transit service is appropriate. This service could be similar to Montgomery County's highly successful "Ride-On" Service and complement existing Mass Transit Administration services.

Paratransit services should continue to be provided as appropriate for the transportation dependent. Both the private and the public sectors should be encouraged to provide these services to County residents.

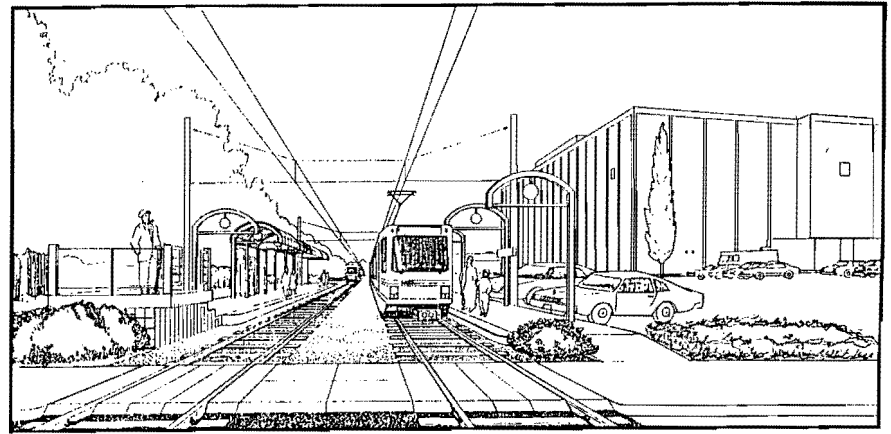
### ACTIONS:

1. Baltimore County will encourage Mass Transit by incorporating the Mass Transit Administration's Access By Design in its development procedures. This publication outlines the requirements for road widths, bus turn-arounds and transit aesthetics early in the planning process.
2. The completion of the Central Light Rail Line will remain the highest priority. Rail transit will be encouraged in other corridors that serve Urban and Employment Centers. It shall be a legislative priority of Baltimore County to request the planning and construction of additional light rail lines early in the 21st Century that would include: The Towson Line, Northeast Line (Whitemarsh), Dundalk Line, West Line and the Central Extension to Loveton.
3. Improvements should also be considered on the Baltimore Metro Line. Construction of a new Metro Station at the proposed McDonough Road Interchange, and providing direct access ramps from I-695 to the Old Court Metro Station should be undertaken.
4. In areas not currently justifying rail transit, express bus has an important role to play. This enhancing of access would thus provide a major means of connecting Urban and Employment Centers.
5. Legislation will be prepared that allows the County to purchase rights-of-way for future transportation facilities.

### Commuter Rail

Construction of the new Relay station which would replace the St. Dennis Station and the improvements to parking and construction of high level platforms at Halethorpe will enhance the existing service in the southwestern part of the County. Continued analysis, through the Statewide Commuter Assistance Study, of service between Westminster and the Milford Mill Metro Station is necessary to address the commuting needs of northwest Baltimore County and Carroll County.

Implementation of commuter service in the Northeast Corridor is scheduled for Spring, 1991. This project must stay on schedule in



order to access Cecil, Harford, and Eastern Baltimore Counties and Worldbridge Center.

### Airports

Air traffic continues to be a major mode of transportation for business and leisure. BWI is a major international airport. Not only does it receive over 250 million pounds of freight per year, but over 9.5 million passengers use the facility. Passengers, freight, and employees use Baltimore County roads to access BWI.

General aviation is also a major factor in Baltimore County Transportation. There are both public and private airports. Baltimore Airpark (White Marsh), and Essex Skypark (Back River Neck Road) are privately owned facilities serving small airplanes. Essex also has a 3000' water runway.

Martin State Airport is a major facility with over 175,000 operations during 1988. It is being promoted as a major general aviation facility. If Worldbridge Centre is completed, this airport will increase in importance and number of operations. Baltimore County anticipates a regional Hotel/Convention oriented facility within the guidelines for noise abatement and other community concerns.

### Port

The Port of Baltimore is an integral part of the economic development strategy of the State of Maryland and the Baltimore region. Although largely in the City, the County is used for warehousing, and its transportation infrastructure for distributing goods and employee travel. The County encourages completion of current facilities such as the Seagirt Marine Terminal, Intermodal Transfer Facility and the development and growth of other Maryland Port Administration parcels.

### SEWER

Baltimore County's sanitary sewer system includes 1,800 miles of pipeline that collect and convey wastewater to two major wastewater treatment plants (WWTPs) owned by Baltimore City and two small community-oriented treatment plants owned by Baltimore County. The two City-owned plants are the Back River and Patapsco River WWTPs and both discharge into the tidal waters of the Chesapeake Bay. The two County-owned treatment plants serve the existing developments of Richlyn Manor and Forge Heights and both discharge into the Gunpowder Falls.

The Back River WWTP is undergoing extensive renovations at a cost of over \$400 million which will improve the quality of the

effluent discharged. The existing capacity of this plant is 180 million gallons per day (mgd).

The Patapsco WWTP will have the capacity to treat 70 mgd when present construction is completed. Plans are being prepared to further expand the plant by modules of 17.5 mgd to a capacity of 87.5 mgd. Besides serving Baltimore County and City, the Patapsco plant also treats wastewater from Anne Arundel and Howard Counties.

For all intents and purposes, Baltimore County's WATER SUPPLY AND SEWERAGE PLAN serves as the utility element of the Master Plan for water and sewer facilities. The WATER SUPPLY AND SEWERAGE PLAN is prepared by the Department of Public Works in cooperation with the Department of Environmental Protection and Resource Management and the Office of Planning and Zoning, and comprehensively reviewed every two years.

The PLAN describes the metropolitan system in detail, identifies priority projects, and provides maps identifying areas of existing service, areas authorized for immediate growth, areas planned for future growth, and areas for which community sewer and water systems are not to be planned.

The PLAN also reflects the Urban-Rural Demarcation Line (URDL). It delineates the outer limits of planned sewer service, and therefore is the dividing line between higher density urban development and lower density rural development. The ability to extend the URDL to include additional area is dependent upon the capacity of the existing sewerage system and the ability to fund improvements to the existing system or finance the cost of constructing new facilities such as interceptors, pumping stations, or treatment plants.

The Metropolitan District is by law a self supporting fiscal entity. As Federal and State funding programs are drastically cut back, costs relating to expansion of the systems will have to be borne by County consumers or by alternative sources of revenue or a combination thereof.

#### POLICY:

The WATER SUPPLY AND SEWERAGE PLAN should serve as the sewerage facilities planning component of the County's Master Plan to ensure the safe, efficient, and environmentally sound collection, treatment, and disposal of sewage. In order to retain the County's current structure, the Urban-Rural Demarcation Line should not be significantly moved. There are two exceptions: 1) when it is the only alternative to resolve a clear and present threat to public health, the URDL should be adjusted to limit service to the existing problem area, and scattered individual instances of sewage system failure should be corrected with on-site technologies, 2) the URDL should be extended into RC 3 (Deferral of Planning) zones only after the capacity of the existing system and the costs of expansion have been evaluated, and extension is found to be feasible and appropriate.

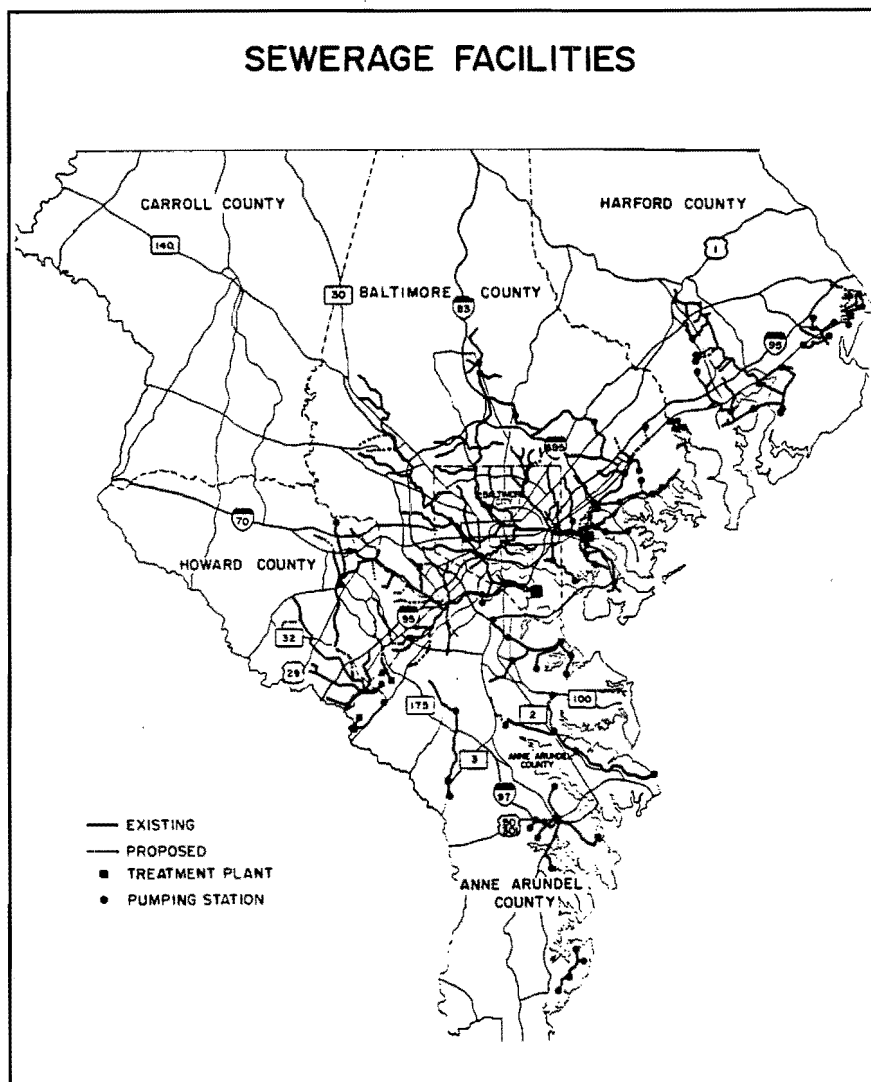
#### ISSUE: Adequacy of Metropolitan Sewage Systems

In the Department of Public Work's best judgement, the existing conveyance systems and treatment plants with planned improvements will be able to adequately treat the waste generated from the growth projected for the next decade. However, it is questionable as to whether the existing or planned facilities in the Gwynns Falls/Patapsco Sewershed will be able to handle the wastes generated from the growth anticipated beyond the year 2000. The Patapsco WWTP can be expanded but Baltimore County's capacity is limited by agreements with the City and by the physical size of the pipes that transmit sewage through Baltimore City to the plant.

The Southwest Diversion Sewer, which redirected about 25 mgd from the Back River WWTP to the Patapsco WWTP to reduce flow volumes which had been pumped across Baltimore City, has freed capacity in the Back River plant. The capacity of the pipes that transmit sewage through the City may limit growth in the sewersheds immediately north of the City which flow to the Back River WWTP. East of the City, sewage is transmitted to the Back River WWTP through facilities owned and operated by the Baltimore County Metropolitan District. Therefore, except for the capacity of the treatment plant, City facilities are not a constraint on growth in this area of Baltimore County.

#### ACTIONS:

1. The Department of Public Works will conduct a comprehensive monitoring program to determine the maximum reserve capacity of the sewerage conveyance and treatment facilities. The Patapsco/Gwynns Falls and Timonium/Cockeysville sewersheds are priority areas. An analysis of this data must be available prior to any zoning changes that would require a significant change in the URDL's location.
2. In the Gwynns Falls/Patapsco Sewershed, any changes in zoning within the URDL that would result in significant increases in sewage loadings must be balanced by offsetting decreases so as not to preclude the development of vacant land already within the URDL and planned for sewer service.
3. Expand the preventative maintenance program for sewage pumping stations to avoid failures which impact surface water quality.
4. As part of the long term facilities planning efforts of the Department of Public Works, prepare maps to be included in the WATER SUPPLY AND SEWERAGE PLAN that show the projected available capacity of the County's sewersheds. This information should be used in the Master Plan Updates.



### ISSUE: Sewage Sludge

Baltimore County needs to take positive action in the management and use of sewage sludge, a by-product of water reclamation in the wastewater treatment plants. Though historically regarded as a nuisance to move, store and dump, sewage sludge can provide tangible benefits as a soil amendment. This is especially true in the Baltimore region, where sludge is protected from heavy metal contaminations.

### ACTION:

To conserve natural and fiscal resources, the County will take action to foster the reasonable, controlled use of sewage sludge. Such action will not include deletion of amendments to the existing Baltimore County Zoning Regulations concerning sludge disposal (added by Bill No. 46-82). The County will investigate the use and siting criteria of innovative sewage treatment facilities that do not require a discharge into surface waters.

### ISSUE: Failure of Individual Sewage Disposal Systems

Several older established communities have documented problems with failing individual sewage disposal systems. The majority of these failures are located on the eastern side of the County in the Back River Neck and Middle River Neck areas. These homes were originally shore properties which were used seasonally for recreational purposes and were converted to permanent residences as the population grew to support the increased manufacturing production for World War II and the continued expansion of heavy industry in the 1950s. These areas have approximately 1,435 failing systems and represent both a public health and water quality degradation concern. The majority of the remaining failing systems, about 568, are scattered primarily throughout the Perry Hall - White Marsh areas. Exceptions to this geographic criteria are the old town clusters such as Phoenix, Monkton, Hereford, and Parkton. Phoenix, for example, has approximately 40 homes with inadequate systems which discharge into tributaries in the Loch Raven Reservoir. The exact locations and numbers of failing systems are documented in the WATER SUPPLY AND SEWERAGE PLAN. A requirement of the document, which must be reviewed and approved by the County Council and Maryland Department of the Environment, is a planned course of corrective actions.

### ACTIONS:

1. Continue the facility planning and design work currently being prepared by the Department of Public Works to extend the metropolitan sewer system to portions of the Back River Neck and Middle River Neck areas. The installation of small diameter pressure sewers has been proposed in order to correct existing problems without expanding growth in these environmentally sensitive Chesapeake Bay Critical Area locations.
2. The Departments of Environmental Protection and Resource Management and Public Works, in conjunction with the Office of Planning and Zoning, will examine innovative and nonconventional technologies to correct the failures of other problem areas such as Phoenix. These are unique situations where individual on-site corrections are impossible due to small lot sizes, poor soil conditions, and high groundwater or bedrock. Community mound systems, pump-haul holding tank scenarios, and low pressure dosing systems that do not involve extension of Metropolitan District Facilities will be considered as possible solutions. Unless there is growth programmed into this Master Plan for a given area, or a community plan adopted as an addendum to this Master Plan, when Metropolitan District facilities must be extended pipes will be sized to limit capacity to that needed to correct existing problems.

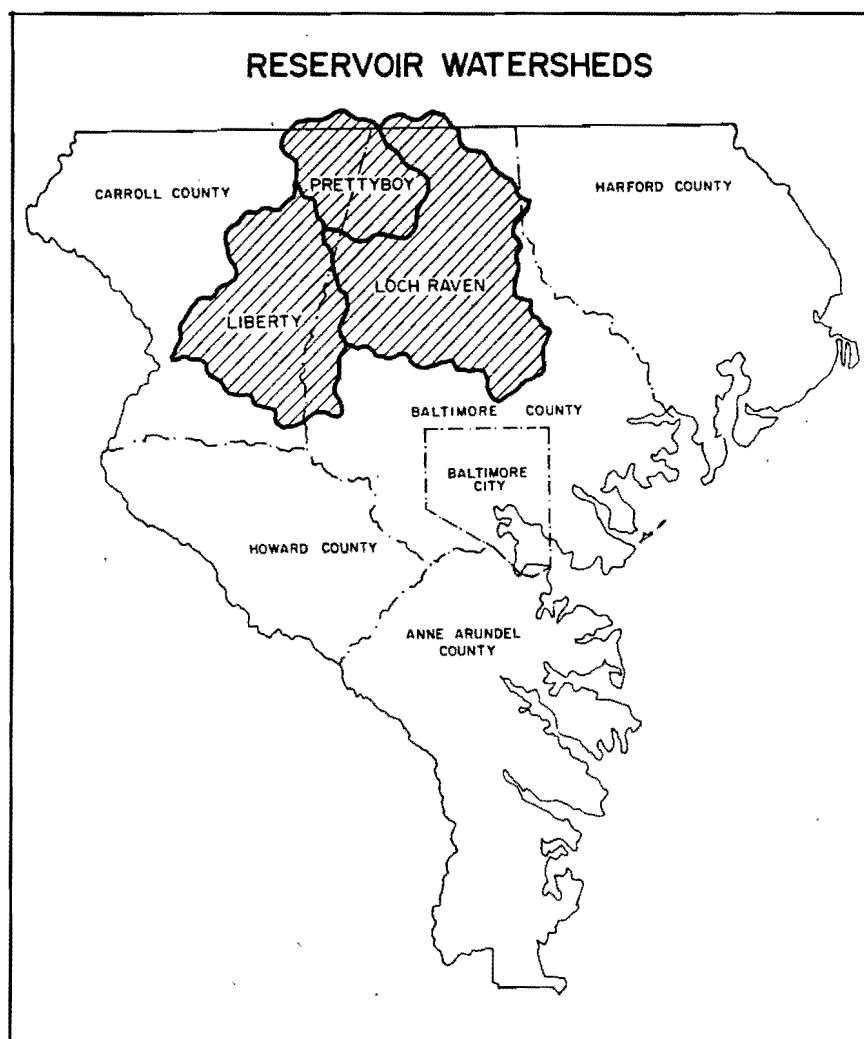
### WATER

Currently, the metropolitan water system delivers approximately 265 mgd to 1.5 million people or about 90% of the County's total population. The raw water supply for the system is the Gunpowder Falls, the Patapsco River, and as a reserve, the Susquehanna River. Water from the Gunpowder Falls is impounded in the Pretty Boy and Loch Raven Reservoirs, with water from Pretty Boy serving as a backup for Loch Raven. Water from the Patapsco River is impounded in the Liberty Reservoir. All three reservoirs are owned and operated by Baltimore City and, under State law, the City must supply water to the Metropolitan District of Baltimore County. Additionally, there is an allocation of water from Liberty Reservoir to Carroll and Howard Counties and from the Susquehanna River to Harford County. All of the raw water supply is treated in the City's Montebello and Ashburton treatment facilities.

Water for the remaining 10% of the County's residents is primarily from individual wells and a few multi-use systems.

In the 1979 Master Plan, the protection of the reservoirs was one of five major natural resource protection goals. The Plan recommended that only very low density development be permitted on lands that drain into the reservoirs and further proposed that this development be subject to stringent controls to minimize forest cover loss and grading.

Baltimore County has RC 4 (Watershed Protection) zoning on lands that are within 300 feet of any stream that flows directly or indirectly into the public reservoirs. This zone requires a minimum lot size of three acres, restricts impervious surfaces to 10% of the lot, and requires that no more than 25% of the natural vegetation be removed.



In 1984, the later renamed Regional Planning Council, Baltimore City, and Baltimore, Carroll, and Howard Counties joined with State and local agencies in the signing of the Reservoir Watershed Management Agreement. This agreement established an action plan to reduce phosphorous and sediment loads from agriculture, point sources such as discharge pipes, and urban runoff.

**POLICY:**

The WATER AND SEWERAGE PLAN should serve as the water facilities planning component of the Master Plan to ensure an adequate supply of efficiently distributed water for consumption, fire protection, and commercial and industrial purposes. The extension of water or sewer metropolitan facilities must be done in a comprehensive manner to ensure efficient and coordinated land use planning and fiscal expenditures.

**ISSUE: Adequacy of the Metropolitan Water System**

The concern is one of quality rather than quantity. The existing reservoir system holds more than enough water to meet the current and projected waters needs of the metropolitan water service areas. However, excessive amounts of phosphorus and other pollutants from point (e.g., Carroll County treatment plants) and nonpoint (agriculture and urban runoff) sources will cause increasingly severe algae blooms in the reservoirs, if uncontrolled.

**ACTIONS:**

1. Reaffirm the 1984 Reservoir Watershed Management Agreement as part of a regional commitment to water quality improvement.
2. The Department of Environmental Protection and Resource Management and Office of Planning and Zoning will reexamine the permitted density and minimum lot size requirements of RC 4 to determine if they promote water quality protection and compatible rural development.
3. Establish an aggressive water conservation program to preserve a natural resource, and reduce wastewater flows to treatment plants.

**SOLID WASTE**

Over one million tons of solid waste is generated within Baltimore County each year. Industrial, commercial and residential sources each contribute about one third. Industrial generators are responsible for disposing of their own waste, and commercial and residential wastes (commonly called the municipal waste stream) are disposed of by incineration, recycling or landfilling.

The Northeast Waste Authority coordinates regional solid waste management efforts in Baltimore City and Baltimore, Harford, Anne Arundel, and Howard Counties. Baltimore County has long-term leases (until the year 2004) with two privately owned and operated incinerators in Baltimore City, joint public ownership of a privately operated Resource Recovery Facility in Cockeysville that recycles about 12% of the municipal waste stream, and use of two landfills--the Eastern Sanitary Landfill in the County and the Quarantine Road Landfill in Baltimore City.

**POLICY:**

It is the policy of Baltimore County to effectively manage its solid waste in order to protect public health and environmental resources, and to reduce the volume of waste through recycling thereby extending the life of existing landfill space and maximizing the capabilities of existing solid waste disposal facilities and strategies.

**ISSUE: Waste Reduction Through Recycling**

The disposal of municipal solid waste is a major problem due to the lack of available landfill space, the difficulties and

costs of siting and constructing new landfills and incinerators, and the associated public health and environmental concerns, such as air and groundwater contamination.

Projected lifetime for the two existing landfills which handle the County's solid waste are eight years for the City's Quarantine Road site and fifteen years for the County's Eastern Landfill.

The State Legislature has recently enacted the Maryland Recycling Law, which will require the County to achieve a 20% reduction in the solid waste stream by recycling. Under this law, a final plan must be developed by 1990 and fully implemented by 1994. Jurisdictions that fail to have a plan prepared for review by mid-1992 will be subject to a State imposed moratorium on the issuance of building permits.

**ACTIONS:**

1. The Departments of Public Works and Environmental Protection and Resource Management will prepare a recycling plan by mid-1990 for State review and approval. The components of the Plan may include:
  - renegotiation of the contracts with the regional incinerators taking Baltimore County solid waste to stop incineration of recyclable waste.
  - permit authority over commercial waste handlers, and a system of incentives to establish control over the distribution of the commercial waste stream to facilitate recycling.
  - a comprehensive study of the markets for recyclable materials. Based on the results of this study, the County Resource Recovery Facility should be expanded or modernized to serve as the principle County recycling facility. Currently, the plant operates at less than 10% of its potential due to a lack of markets for the recyclable material it separates.
  - evaluation of a curbside separation program, especially in densely populated areas, to collect materials that are difficult to separate at the Resource Recovery Facility.
  - encouragement of participation by private companies through the use of incentives.
  - initiation of a homeowners hazardous waste program.

## PARKS AND OPEN SPACE

The 1989 Baltimore County Master Plan has focused on the importance of open space in preserving the scenic and aesthetic values of the County and in providing citizens recreational opportunities. All the Sector Advisory Groups involved in the 1989 Master Plan have stated that meeting open space preservation goals must be a vital part of the County's comprehensive planning efforts.

To accommodate the recreational needs of the 1990 population the County will require an additional 2700 acres of parkland. This calculation is based on the State's recommendation of 20 acres per 1000 population. The Recreation and Parks Department Master Plan indicates the current open space and parkland deficit will continue into the next decade unless the County's ability to appraise, purchase, develop and maintain open space areas and recreational facilities is increased.

The next 10 years will be critical to the County's future. As urbanization and land speculation continue to drive up land values, potential opportunities for open space acquisition will disappear. Public demand for open space will rise as the County population grows. The large concentration of new residents in the two Growth Areas, Owings Mills and White Marsh, will require open space and recreational amenities. Many of the social and environmental impacts of growth in the County could be alleviated by a comprehensive network of stream valley parks, agricultural and forest lands, watershed protection areas and active recreation areas.

The current priorities for potential park and open space acquisition sites in each Sector have been located on the Development Policy Maps. These sites are listed at the end of this section.

### POLICY:

Current County open space practices and procedures should be reevaluated. The Department of Recreation and Parks should be given the authority to achieve the ambitious goals of its Master Plan.



### ISSUE: Open Space Acquisition

The Recreation and Parks Department has acquired 2500 acres of parkland since 1970, at a cost of \$24 million dollars. Early acquisition efforts emphasized the purchase of sites for active recreation. In recent years the Department's priorities have shifted towards the preservation of significant natural areas.

The acquisition process has slowed considerably in the last two years. Since 1987 the Department has been able to acquire a total of 97 acres. The costs associated with potential acquisition projects have risen sharply, while the number of successful projects has steadily decreased. Appraisals of potential acquisition sites, which must be coordinated through the Department of Public Works, can take from 6-18 months to complete. County bids for property acquisition are not competitive with bids from other buyers, and successfully negotiated projects often meet with opposition from legislators reluctant to remove the land from the property tax roll.

### ACTIONS:

1. The County appraisal and acquisition process will be revised to allow timely and cost effective purchase of open space and parkland.
2. Identify priorities for land acquisition in growth areas, waterfront areas, stream valleys, local communities, unique natural and historic areas and lands adjacent to existing County parks.

### ISSUE: Alternative Open Space Protection

An effective open space protection program will require new approaches to development regulation and land acquisition. Public purchase of open space and recreational land will not be able to meet the needs of a growing and urbanizing County. Alternative methods of open space protection must be established.

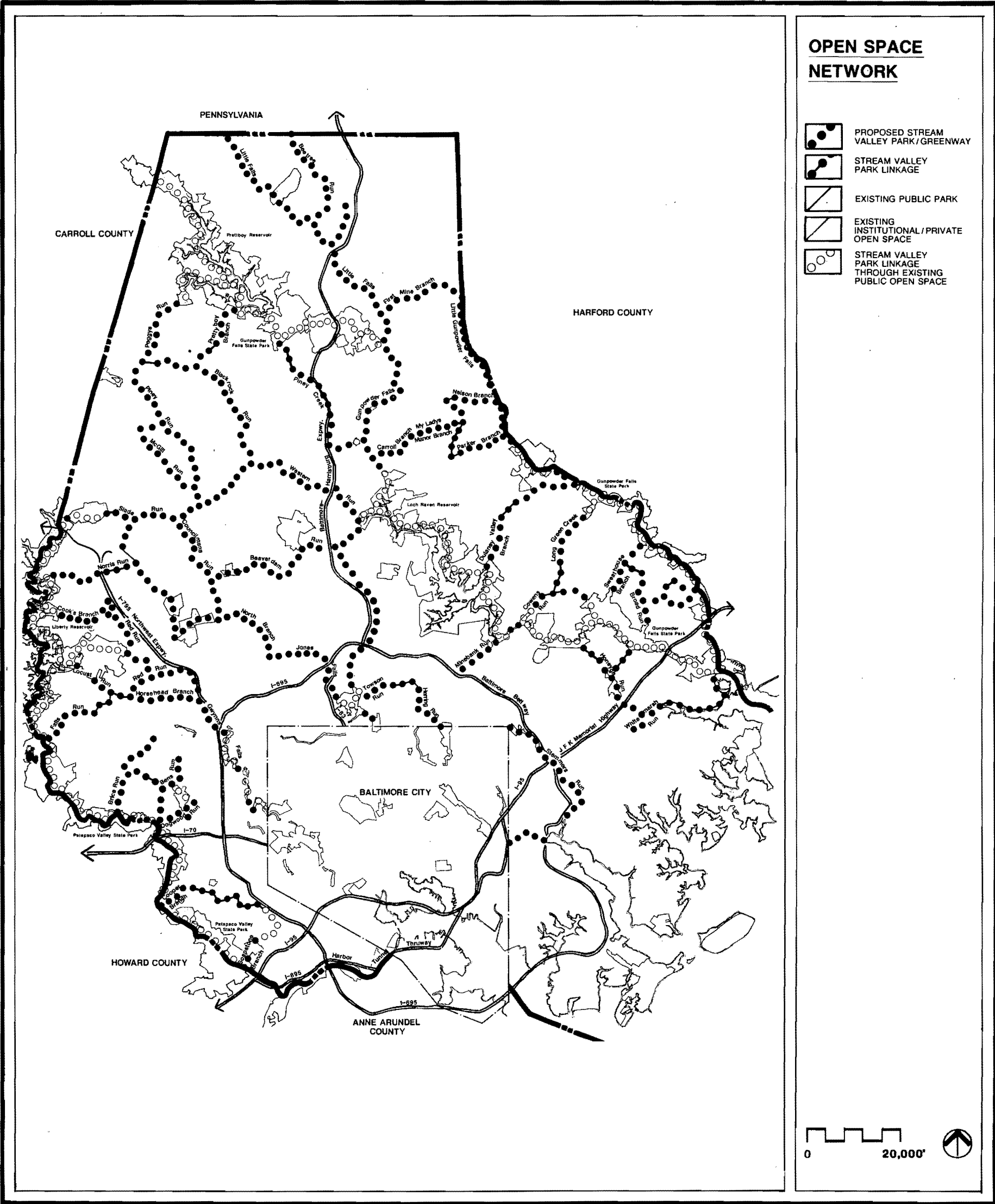
### ACTIONS:

1. Increase the mandatory requirements for dedicated local open space in all subdivisions of land outside of the Resource Conservation zones. In subdivisions where the total local open space required is less than 1/2 acre, the in-lieu fee should be raised to reflect actual market prices.
2. Revise the Planned Unit Development (PUD) regulations to require dedicated local open space. Currently, the County must rely exclusively on successful negotiations with developers for the provision of open space and recreational amenities.
3. Establish site design standards for all development in Resource Conservation zones. Current regulations do not adequately protect open space in rural areas. Alternatives to costly rural sprawl will be promoted.
4. Potential parklands identified in the Sector Plans of this Master Plan will be submitted for funding as part of the Capital Improvement Program.
5. Investigate the feasibility of using the County power of condemnation to acquire parkland, and evaluate the positive and negative impacts of this authority.

### ISSUE: Stream Valley Greenways

Stream valley greenways are undeveloped woodlands or open land which parallel the County's stream valleys and are privately or publicly owned. The establishment of a County-wide stream valley greenway network has been a goal of the Recreation and Parks Department for many years. A greenway along the





Gwynn's Falls has been acquired and developed as a stream valley park with a trail system and accessibility for the handicapped. The concept needs to be expanded into other urban areas and the Resource Conservation zones.

By identifying significant stream systems on the Development Policy Maps for each Sector and calling for their in-fee conveyance or negotiated easements, the County can initiate a long-range program to establish a greenway passing through the most beautiful parts of Baltimore County. A network linking Patapsco State Park, Gunpowder State Park and Black Marsh would ultimately allow any pedestrian the opportunity to walk from Patapsco or Maryland Line to the Chesapeake Bay.

The steep slope and stream protection guidelines proposed by the Department of Environmental Protection and Resource Management will require an undisturbed buffer of 80-150 feet on all streams within new developments. These mandatory buffer requirements will help establish a greenway of protected stream valleys which will serve as a framework for future County acquisition and possible recreational use. Negotiations with private landowners whose lands are not being developed will supply the linking parcels necessary to establish a linear greenway system.

### ACTIONS:

1. Adopt a stream valley greenway system. All stream valley greenways selected for trail access or park development will be developed only if they can be adequately policed and maintained. The greenway system is a long-range plan. Active portions of the system will be implemented with community involvement to help determine supervisory personnel, design of access areas, and identification of appropriate use by the public.
2. Public access points to the greenway system will be strategically placed utilizing existing public facilities for parking and services. Access will be designed to protect adjacent private property from intrusion by the public.
3. Initiate an active community outreach campaign to promote the greenways using the successful example of the Northern Central Railroad Bike-Hike Trail. The greenway system will be planned with the help of community groups and private citizens who will be impacted by the trail system.
4. The buffer area or 100-year floodplain along smaller streams may not be large enough to allow the construction of a foot-path. Additional land acquisition may be necessary along these streams.
5. Environmentally sensitive areas such as steep slopes and wetlands will be identified prior to the location of any trails or recreational facilities within future greenways or stream valley parks.

### ISSUE: Private Open Space

Private and Public Open Space is a valuable amenity that can be lost to development. A mechanism to preserve open space and still allow reasonable development is needed.

### ACTION:

Reevaluate the County's Open Space requirements and investigate procedures or Design Standards that will minimize or mitigate the impact of development.

### ISSUE: State Parks

The growing number of development proposals within the take lines of State parks threatens the future expansion of the parks within Baltimore County.

### ACTION:

In cases of conflict with future State park acquisition plans, the County must use its authority to negotiate with the developer

to dedicate the land or if necessary, use the power of public reservation, as specified in the Baltimore County Code Section 22-18.

### ISSUE: Multiple Use of the Reservoirs

Three large city-owned reservoirs fall within Baltimore County's boundaries - Loch Raven, Prettyboy, and Liberty. These reservoirs offer some recreational opportunities such as fishing, hiking, and limited boating. To meet the recreational needs of the growing metropolitan population, these uses may need to be expanded and others instituted.

### ACTION:

Work with Baltimore City to explore further appropriate multi-use recreational opportunities that are compatible with the protection of the public water supply and can be monitored and controlled.

#### BALTIMORE COUNTY, MARYLAND DEPARTMENT OF RECREATION AND PARKS

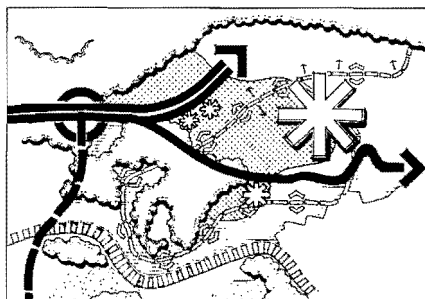
#### Proposed Recreation and Park Sites

(As of April 1989 and as Amended by the  
County Council February 1990)

1. Westchester Annex and Site
2. Land south of Westowne Elementary School, adjacent to Harlem Lane
3. Land south of Cedar Avenue, west of Clark Blvd., east of I-195 and north of the rail line
4. Trolley Line #8- Catonsville
5. Preserve Stream Valley in Woodbridge
6. Neighborhood Park in Chadwick
7. Pikesville Community Park south of Old Court
8. Retain Rollingwind School-Recreation Site or alternate
9. Continue acquisition of Lower Gwynns Falls
10. Retain Hernwood Landfill for park area
11. Acquire land adjacent to Wildwood Park
12. Owings Mills Town Park
13. Preserve woodlands near Stream Valley near McDonogh and along the Gwynns Falls
14. Red Run Lake
15. Investigate use of Rosewood Hospital
16. Urban Park for Reisterstown
17. Highway Administration Garage in Glyndon
18. Parkland in Glyndon Vicinity
19. Merryman Property - Addition to Oregon Ridge
20. Land near Prettyboy Elementary School-Recreation Center
21. Acquire land in Stream Valleys, such as Jones Falls
22. Retain Dulaney Springs School-Recreation Site
23. Open Space in the Town Center of Towson with Particular Emphasis in the Eastern Section.
24. Neighborhood Park in Towson Manor Village Association
25. The Cromwell Valley
26. Addition to Double Rock Park
27. Stemmers Run Stream Valley
28. Community Park - Perry Hall
29. Additional land in Honeygo Park
30. Addition to Linover Park
31. Expand Rosedale Park
32. Community Park in Kings Court Area-Canterbury
33. Acquisition of White Marsh Run
34. Days Cove
35. Dundee-Salt peter Creek
36. Walnut Point
37. Property near Chesapeake Senior High School-Recreation Center
38. Porter's Beach - Addition to Rocky Point Park
39. Black Marsh with State
40. Parks identified in subsequent Local Area or Community Plans

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*Master  
Plan*



*Conserving and Managing  
the Built Environment*

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### THE BUILT ENVIRONMENT

Citizens' concern over growth and doubt as to the ability of government to protect their communities and the environment has led to increased demands for effective participation in the Development, Zoning, and Master Plan process. In this, they have been provided with strong encouragement by the County Executive's Initiatives and the "Closest to the People" philosophy.

These community fears, voiced over the years at County Review Group and Zoning Commissioners meetings, Planning Board Hearings, and in numerous letters and papers to the Administration and Council, all reflect public reaction to increasing urbanization in the County.

While the public's perceptions of the impact of growth over the past decade may appear to be exaggerated, it is true the Growth Management measures set out in the 1979 Master Plan have not provided the "quality control" originally envisaged.

The real thrust of community apprehension appears to be focused on questions relating to the impacts of development on older residential areas and on the natural environment and landscape.

In general, office, commercial, and industrial development is being directed successfully into the two planned growth areas of Perry Hall - White Marsh and Owings Mills and into Hunt Valley. Revitalization efforts are underway in Towson, Pikesville, Essex, Dundalk, Oella, Overlea and on Liberty Road. New development projects are slowly transforming these older commercial centers into more attractive locations for new jobs and for business opportunities. In addition, it is hoped these revitalization programs will provide a local focus for community shopping and business and social interaction, while at the same time helping to stabilize adjacent residential neighborhoods and boost property values.

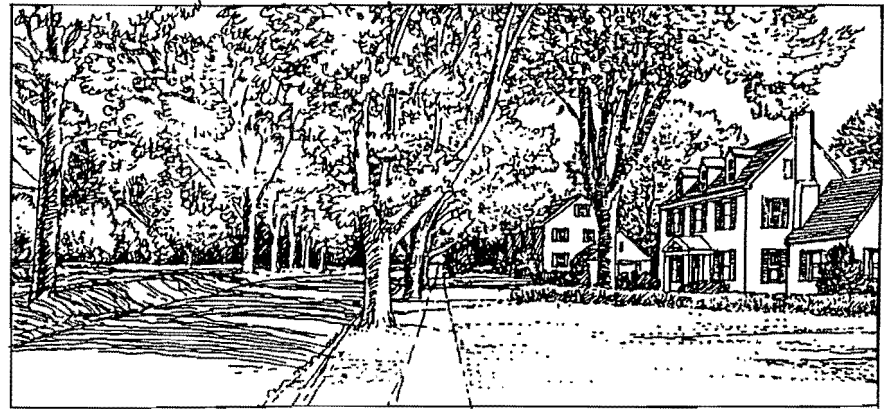
Industrial growth too, is successfully making the transition from traditional "smoke stack" to "high-tech" service oriented operations, providing an increasing choice of employment opportunities in attractive locations throughout the County. The current program whereby the County will obtain and develop land in the Bethlehem Steel industrial complex will not only provide additional employment potential in an area in need of new jobs, but may also facilitate the relocation of trucking terminals and other industrial uses currently scattered in among residential neighborhoods through the eastern part of the County.

Improvements are still needed in roads and transportation networks to ensure more efficient distribution of people and goods throughout the County and to make sure the heavy traffic associated with industrial and warehousing uses can be diverted from residential areas and separated from private vehicles.

### THE 1989 MASTER PLAN

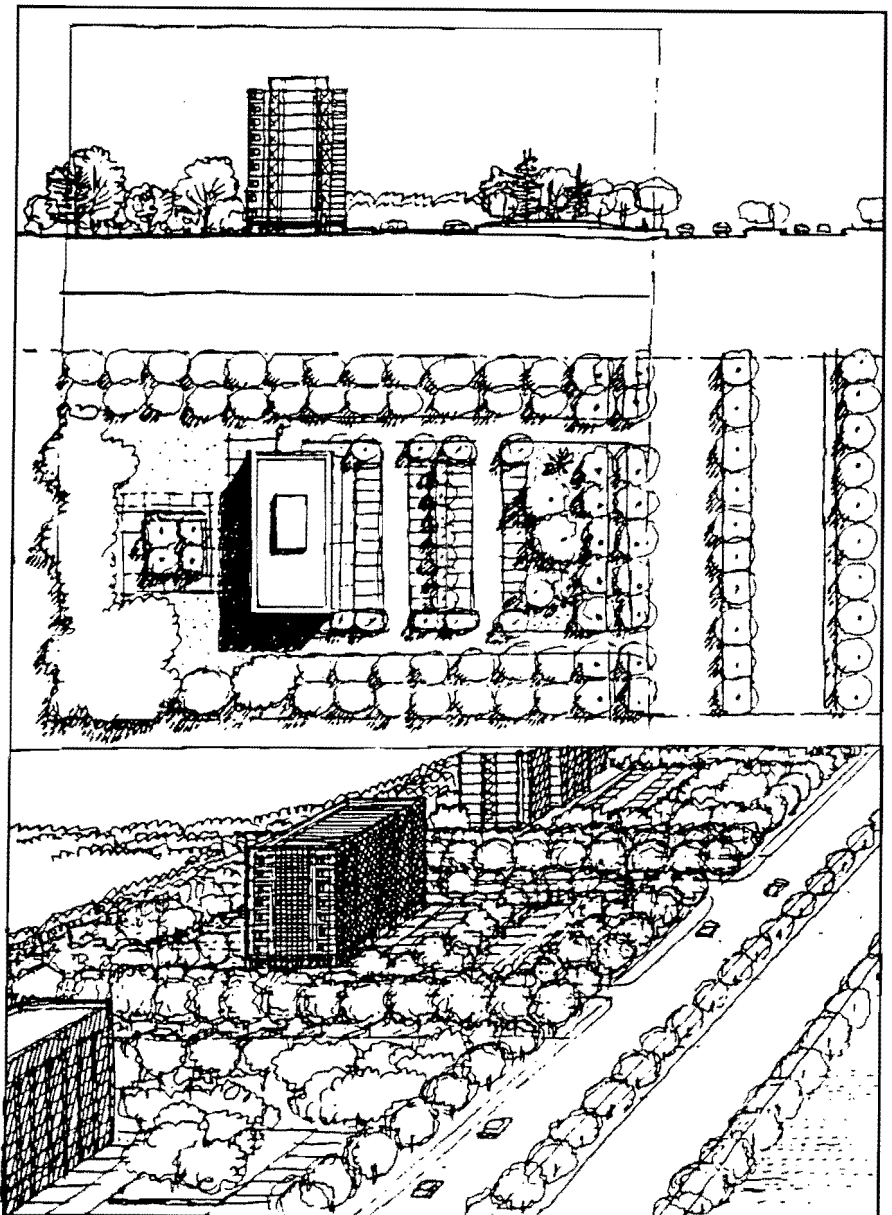
The 1989 Master Plan will focus on providing affordable housing, conserving existing communities, revitalizing older commercial areas and ensuring future development is planned and built to encourage the creation of viable communities and neighborhoods.

Significant first steps have already been made in both areas with the creation of the Department of Community Development and the strengthening of the Departments of Recreation and Parks, Public Works, Planning and the Economic Development Commission. Overall community goals and objectives have been set in the Executive's Initiatives Program and these are being incorporated



into all aspects of the County's operations, including the Capital Improvement Program.

These steps in themselves, however, do not automatically guarantee the successful implementation of plans and programs to effectively manage development. Progress has been made in the past two years adopting legislation encouraging housing for the elderly, creating family resource centers and in opening up the planning and development process to citizens input. But a great deal still remains to be done. Dealing with problems generated by increasing urbanization is a complex, complicated and usually slow and costly process. It will take the joint efforts of government, the development community and the citizens to establish standards and criteria, organization and revenue sources to successfully define and implement the general policy recommendations set out below.



## HOUSING

It is the responsibility of the government to ensure sufficient land is available for residential development. The development community has generally been able to provide a satisfactory number of new housing units in attractive locations. Where the private housing market has so far been unable to meet demand is for accommodation needs of lower income groups, the elderly, the handicapped, and those in need of special care.

The 1979 Master Plan identified this issue and the need to rehabilitate a large proportion of the County's older housing stock as two major areas of concern requiring active intervention by the public sector. The 1979 Plan recommended the creation of a task force to help the County establish policies and programs to deal with affordable and specialized housing. In addition, the Plan called for the creation of a County Department of Housing and Community Development which would be the focus for all the County's housing actions.

In 1986, the new administration established a Department of Community Development with broad authority over housing and community issues, and a Housing Policy Team which made recommendations to the County Executive in March 1988. These recommendations form the basis of the 1989 Master Plan policies.

### POLICY:

The citizens of Baltimore County should be provided with affordable housing. Efforts should be made to assist first-time homeowners and special groups such as the elderly, the handicapped and persons on low or fixed incomes.

### ISSUE: Housing

Baltimore County, recognizing the need of its residents for a broad range of housing choices in terms of price or annual cost, location, size, and neighborhood amenities, will develop partnerships to create and preserve quality affordable housing. The nature and structure of partnerships may vary in response to many national, regional, and local factors, and may involve National, State, and County government agencies, and profit making, nonprofit, and neighborhood corporations. All efforts will be directed toward the goal of enlarging the County's supply of affordable housing to help meet demand in the 1990s.

The County must also address the housing needs of the elderly, disabled, and handicapped. County regulations may need to be revised and innovative financing mechanisms created to meet the special concerns of these groups.

It is particularly important to use the financial incentives and revisions to the Zoning and Development Regulations as listed below, and the recommendations in Community Plans to ensure that there is a range of housing opportunities evenly distributed throughout the County's proposed urban centers, especially where employment is available.

### ACTIONS:

1. Provide incentives to encourage private sector investment in affordable housing and reinvestment in older neighborhoods. Incentives may include direct or indirect funding contributions, variation of land use or construction requirements, expedited permit processing or other actions. The County's Department of Community Development will determine, on a case-by-case basis, what incentives would be best.
2. Balancing the need for affordable housing and the necessity of maintaining the County's bond rating, Baltimore County will, if deemed appropriate after evaluation, seek a change in law to create the institutional and financial capacity to create and preserve affordable housing. If approved, these tools may

be used in conjunction with the other action items in this section.

3. Pursue a combination of innovative development financing including lower interest mortgages, closing cost loans, and limited transfer or property tax deferrals to maintain a high rate of homeownership. In addition, Baltimore County will also work through the Baltimore Regional Council of Governments to adopt and support region-wide initiatives to increase homeownership and to revitalize older communities.
4. As part of future refinements of zoning and other land use control, consider options such as density unit bonuses, new types and configurations of housing, planned retirement developments and revisions to the regulations for Planned Unit Developments. These will be targeted toward housing for moderate income first-time homebuyers and the County's steadily increasing elderly population. Revisions may be made under certain conditions to infrastructure charges and fees to facilitate affordable housing production.
5. Cost of newly constructed housing is strongly influenced by development approval processing times and fees. Baltimore County government must reduce processing time and fees for affordable housing.
6. All rezoning, zoning variances, special exceptions, and development density or intensity bonus decisions must, if favorable to the petitioner, include a requirement the petitioner provide or contribute to provision of affordable housing. Contribution levels should be proportional to the property value increase resulting from the decision.
7. Continue to permit clustering of housing and other development strategies which reduce costs for developments including affordable housing. Where clustered housing may be incompatible with surrounding residential developments, design standards will be established.
8. Inventory and map surplus or excess publicly owned property and that which is appropriate for housing should be offered to developers of affordable housing. To this end, revise the County Code to permit negotiated sales or land leases for the express purpose of developing affordable housing.
9. Any property tax deferrals involving residential property will be in proportion to the amount of affordable housing provided.
10. Revise Zoning Regulations which obstruct development of manufactured or modular housing in residential and commercial zones to permit well designed affordable housing of these types.
11. Permit planned retirement developments and other elderly housing facilities subject to appropriate design standards to achieve compatibility with existing neighborhoods. Housing for the elderly should be located in areas that have sufficient support services and should be dispersed to allow the elderly to remain in their communities.
12. Reduce settlement expenses for moderate-income homebuyers.
13. Revise the Zoning Regulations so that commercial uses, day care facilities, health service, etc. may be allowed in housing for the elderly.

## COMMUNITY PLANNING AND CONSERVATION

### POLICY:

Baltimore County's planning efforts should be focused on new as well as existing communities to ensure that the County's built environment provides desirable places for its citizens to live and work. The quality of life in existing communities should be protected by active, considerate, and cooperative efforts of County government and community improvement organizations. Neighborhood businesses should be encouraged in existing commercial areas located adjacent to residential areas. Commercial activities incompatible with local neighborhoods should be re-

stricted in such areas. Future development of subsidized housing should be dispersed.

Communities which have a high concentration of low-income housing and government-assisted housing should be supported by positive County actions. For example, affordable day care facilities for children and elderly relatives of working parents should be provided either in residential settings, or near workplaces.

The thrust of the County's community planning program for new residential development should be aimed at new development areas, such as Owings Mills, Perry Hall - White Marsh and Patapsco. Emphasis should be placed on the creation of livable communities supported by appropriate public and community facilities.

Sector land use, transportation and environmental development policy planning guidelines set out in this Master Plan should form the basis for plan preparation. Plans should be prepared in conjunction with landowners, developers and adjacent communities likely to be affected by new development.

### ISSUE: Community Planning

All too often, development is disjointed. Residential subdivisions, commercial uses, and employment opportunities are not integrated and tend to detract from, rather than support and enhance each other. Community plans are needed for new development to provide a context for individual development proposals in order to foster communities that mix, in unified manner, local shopping, public facilities and services, open space, and a range of housing options.

### ISSUE: Community Conservation and Enhancement

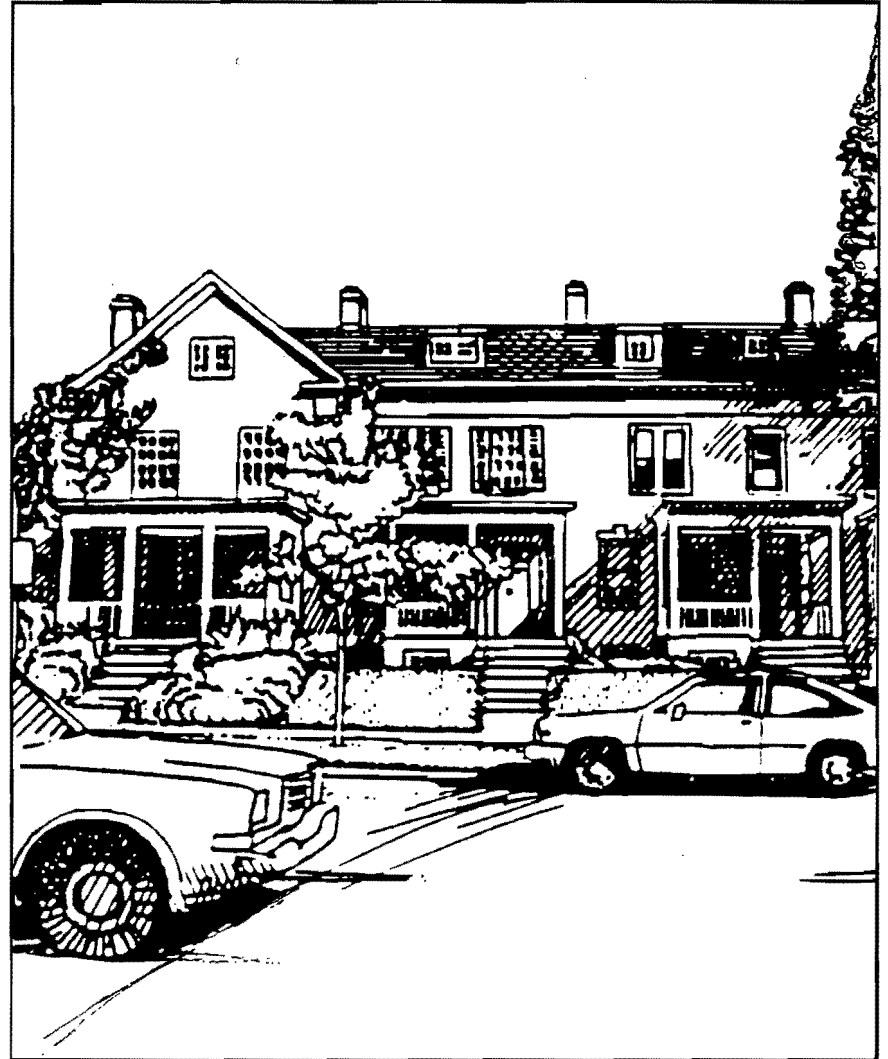
Community conservation refers to public and private efforts designed to maintain or enhance the physical, social, and economic resources of the County's older, urban area communities.

The County's community conservation areas are those identified in the 1979 Master Plan as 'Existing Communities' plus areas that have changed over the past decade from scattered fringe development into mature communities. These areas are communities that are essentially sound and where supportive actions specific to these areas need to be taken by residents rather than government. Citizens must be involved in the careful review of projects or proposals to ensure that they are not detrimental to their neighborhoods. The actions recommended in this Master Plan will enable citizens to actively work to protect and enhance their communities.

Enhancement areas are communities that have experienced a degree of physical decline and require County action to address specific problems such as poor condition of public facilities and private housing stock. They are priority targets for capital improvement funds, community services and facilities, special education programs, etc., as appropriate.

A significant proportion of the Capital Improvement Program should be dedicated to physical improvements in the older neighborhoods such as repairing sidewalks and streets, upgrading sewer and water lines, and expanding storm drain projects. These sort of improvements will restore pride and foster civic involvement among the communities' current residents and favorably influence prospective homebuyers.

The County's infrastructure needs to be evaluated and inventoried. The Office of Planning and Zoning and the Departments of Community Development, Public Works, and Environmental Protection and Resource Management should review capital improvements made during the preceding year and state priorities for the CIP for each two year bond period in a joint report to the County Executive and Council. This would aid the County Executive and Council in establishing an appro-



priate allocation of funds to meet the needs of the community in the ensuing bond referendum.

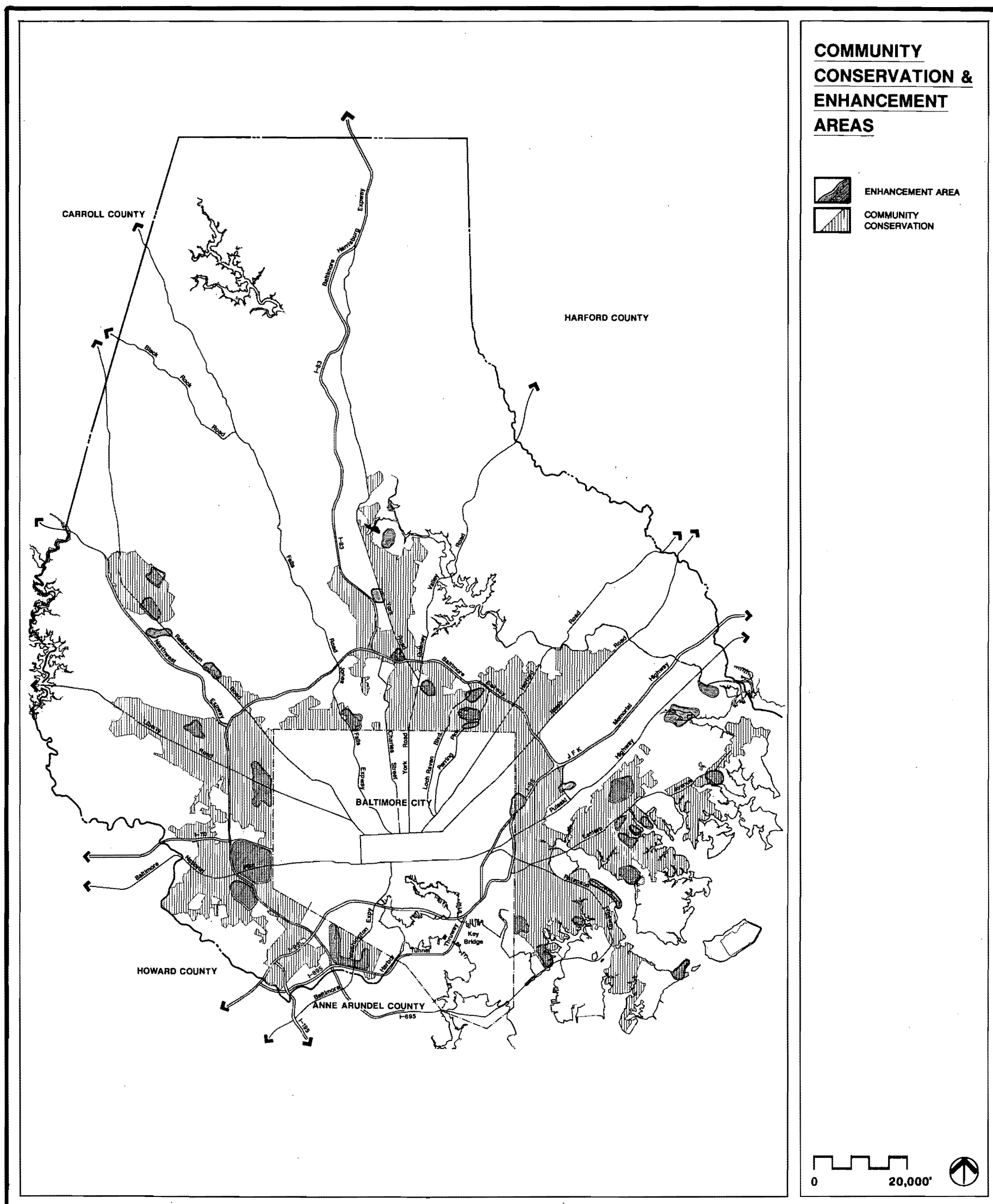
The precedent for this activity was established in the 1979 Master Plan Resolution which stated the Council's wish for the Director of Planning and Zoning to report on the relationship between proposed capital projects and the Master Plan.

### ACTIONS:

#### A. Plan Preparation Program Community Conservation

1. Following adoption of the County-wide Master Plan and the Sector Land Use, Transportation and Policy Plans, the County will commence a program of local community action planning. These local action plans will target Enhancement Areas. They will have strong community input, be backed by an aggressive Capital Improvement Program, and involve the Community Outreach Program which acts as a liaison between County agencies and communities. Private investments which are in harmony with plan objectives will be encouraged. Any rezoning necessary to meet plan objectives or to facilitate implementation of the plan should be identified and acted upon.
2. Specific action proposals may be needed to address local, easily identifiable problems. These action plans will be prepared by the County. Public and private efforts will be coordinated and concentrated to effect quick, low cost solutions.
3. The County will consider the use of Community Conservation Area designations to facilitate stringent review of development proposals and direct attention to specific community needs. Proposals encouraging extra traffic harmful to the neighborhood should be avoided. Designated areas would





also be given special attention as a part of the Capital Improvement Program.

4. The following program of Local Actions and community Plan preparation is proposed for the period 1990-92:

- Completion of the Towson Plan for adoption as part of the County Master Plan by the Planning Board and Council.
- Continuation of the work underway on plans for Hereford and Pikesville.
- Preparation of Community Plans for North Point Peninsula, North Point - Wells McComas, Lower Back River Neck, Aero Acres - Victory Villa, Philadelphia Road Corridor, Overlea, Belair Road Corridor, Kingsville - Fork, Jacksonville, Hanover Pike, Reisterstown Road Corridor Extended, Woodmoor - Lochearn - Woodlawn, Randallstown, Catonsville, Lansdowne - Baltimore Highlands, and the North - Central Rural Area. The area delineated on the Priority Planning Studies map is intended to indicate the community under study. Adjacent areas may also be considered.
- Preparation of a Development Impact Study for communities affected by the Worldbridge Centre project, and a Redevelopment Area Plan for the Timonium - Hunt Valley Corridor.
- Evaluation of plans prepared by citizens' associations with a view to their eventual submission to the Planning Board and Council for review and adoption. These include the update of the "Plan for the Valleys", Lutherville Plan, Glyndon Plan, Ruxton - Riderwood Plan, and Sparks - Glencoe Plan.

## Community Planning

The County will work together with local community groups and property owners to prepare comprehensive plans for new development areas responsive to community needs and values. Priority areas are Owings Mills, White Marsh, and Patapsco.

## B. Development Review Process

### 1. Community Input Meeting for CRG Plans.

Require a meeting between community groups and prospective developers prior to the filing of a development plan. This meeting would take place in the local community with a County Development Process coordinator and, at his or her discretion, a community planner when needed.

### 2. Community Impact Statement

All CRG plans in community conservation areas will be accompanied by a community impact statement identifying potential conflicts with existing neighborhoods or communities.

### 3. Compatibility Review for Infill Development

To ensure that new development is compatible with the existing residential community, establish and adopt criteria for compatibility and procedures for review and approval which are acceptable to both development and community interests. A compatibility review should be required for infill development in community conservation areas.

### 4. Streamline Review Process

The County will streamline the review process where possible.

## C. Revisions To Development And/Or Zoning Regulations

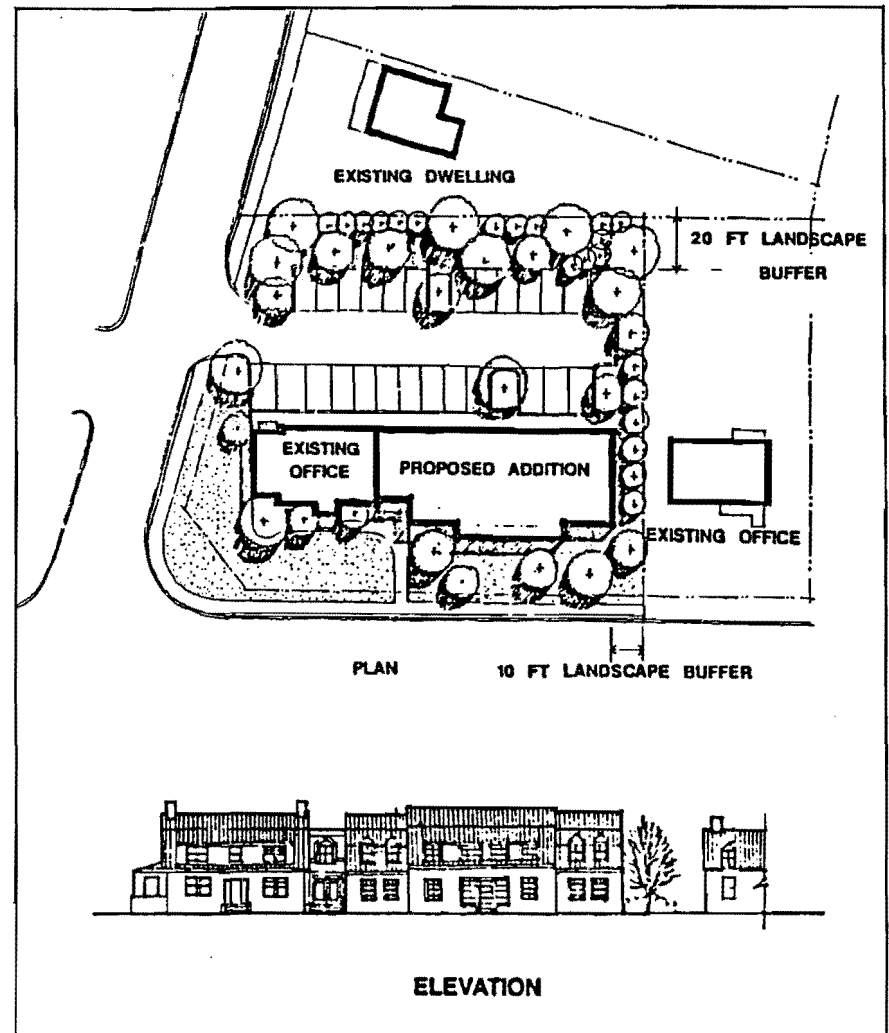
More specific information on these actions is in the 'Implementing the Plan' section.

### 1. Adequate Public Facilities

To ensure that a full range of adequate public services and facilities are in place to meet the needs of existing and future residents, the County should strengthen its basic services legislation.

### 2. Revise Bill 100

Adopt revisions to Bill 100 to discourage transfer of density between adjacent zones which would be counter to



the original intent of the site specific zoning. Such a step would enhance the County's ability to ensure compatibility.

### 3. Revise Regulations and Standards for Planned Unit Developments.

### 4. Neighborhood Business Zone

Amend the Baltimore County Zoning Regulations to create a highly restrictive business zone for possible use in existing and future commercial areas located near residential areas.

### 5. Establish Districts for Commercial Corridors

Prepare legislation to establish a District for Commercial Corridors which will address issues of traffic, permitted uses, landscaping, signage, maintenance and occupancy standards, encroachment into residential areas, commercial expansion and revitalization opportunities.

Unmarketable surplus commercial properties in commercial shopping "strips" should be designated for investigation as to other compatible uses.

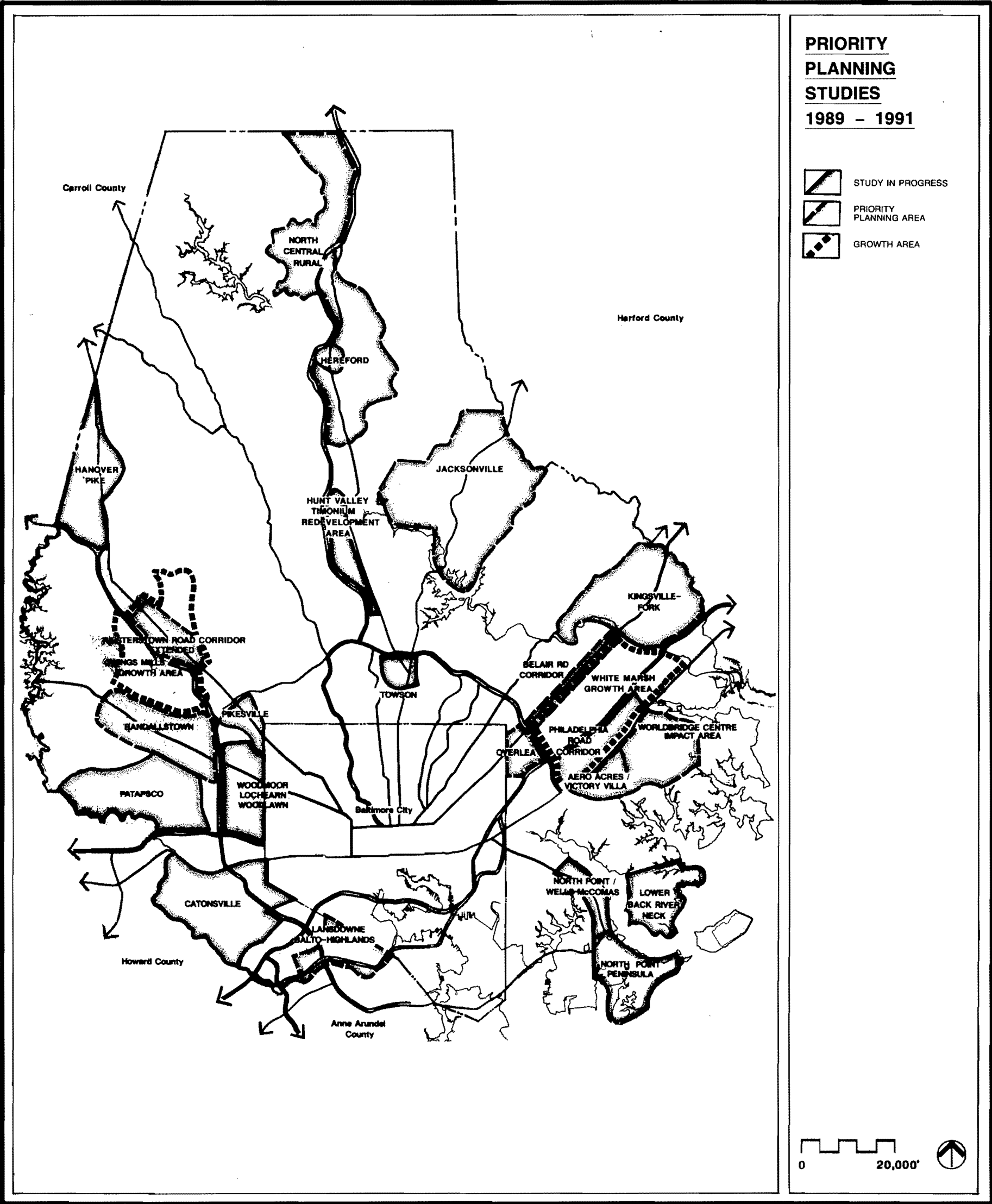
### 6. Establish Districts for Industrial Areas Located in Residential Neighborhoods

Prepare legislation to establish a District to address the issue of compatibility between industrial and residential uses. Traffic, noise, air pollution, landscaping, signage, parking, hours of operation, etc., must all be reconciled with adjacent residential uses and needs.

### 7. Buffer Requirements

Amend the Baltimore County Landscape Manual to provide effective buffering and screening requirements for commercial development projects which abut residential zones.

Existing land uses which are in conflict or incompatible with surrounding uses should be eliminated or buffered to minimize adverse effects on the community.



### 8. Signs

Amend the Baltimore County Zoning Regulations to update and revise the regulations for business and advertising signs.

### 9. Public and Private Open Space

Reevaluate the County's Open Space requirements and investigate procedures or design standards that will minimize or mitigate the impact of development.

### D. By-Law/Regulations Enforcement

#### 1. Housing Maintenance

Aggressively enforce the Baltimore County Livability Code for rental properties and expand the Code to include the exterior maintenance of owner-occupied housing.

Designate fines for inspection and enforcement costs, and public education and awareness efforts to make the Livability Code and other housing quality standards self-sustaining.

Continue to participate in programs providing low interest loans or innovative financing mechanisms to property owners for maintenance, renovation or improvement of their properties.

Continue to work with all concerned parties to preserve rental housing currently receiving Federal subsidies.

#### 2. Vacant Buildings

Amend the Baltimore County Code to prohibit the extended vacancy of buildings and to prevent demolition by neglect.

### E. Community Conservation Through the Capital Improvement

Undertake a study of the County's infrastructure, and inventory needed improvements. The Office of Planning and Zoning, and the Departments of Environmental Protection and Resource Management, Community Development, and Public Works should make a joint report of the results and proposed priorities to policymakers as part of either the annual Basic Services Report or Growth Monitoring Report. This will enable the Administration to identify priorities for conservation of older communities.

Update the infrastructure inventory every two years on the same cycle as the bond referendum.

Relevant County agencies will be directed to use the report to Council when preparing their CIP requests.

### F. Education And Information Programs

#### 1. Community Conservation Resource Handbook

Prepare a handbook describing current County, State, Federal, and private resources and programs which can be used in community conservation.

#### 2. Education Program

Initiate an education program for citizens to promote a better understanding of planning, zoning, and County government.

#### 3. Community Information Base

Establish an information system to monitor all significant aspects of neighborhood quality in existing communities.

Citizen groups must be strengthened and expanded to increase local involvement in community conservation efforts and to improve representation of diverse community interests.

### AFRICAN-AMERICAN COMMUNITIES

The historic African American communities in Baltimore County represent a valued part of the heritage of many Black residents as well the heritage of the County. Many of these historic enclaves were settled before the turn of the century. Some of these

communities are not represented by formal community organizations and those that are frequently are not part of the County mainstream.

The 1979 Master Plan in the Housing and Community Preservation Plan element addressed the issue of safeguarding and improving the County's existing housing stock. Overcrowding and lack of plumbing were cited as two indicators of substandard housing. These conditions were mentioned as being of particular concern in the older areas of the County and especially as being a problem associated with historic Black enclaves. The 1979 Plan contained a map which indicated the location and estimated population of twenty of the communities. The Plan emphasized "Civic leaders hesitate to complain about housing in these communities because of a concern that poor families might be evicted." In addition, it was stressed that many of these communities were more concerned about unemployment and the absence of road paving, curbs, gutters and other public improvements.

### ISSUE: Conserving the African American Communities

A survey of the historic African American enclaves is being conducted. More than 37 communities have been identified. The survey indicates the majority of the problems identified in the 1979 Plan still exist today. In addition, many of the community organizations are not "tied-in" to the County system and are unaware of where or how to seek assistance, or are hesitant to do so.

The survey thus far has found several common problems among these widely scattered communities. These include the need for storm drains and gutters, more affordable housing, housing rehabilitation, and curbs and sidewalks. Encroachment from outside the community was also cited as a particular threat to these historic communities.

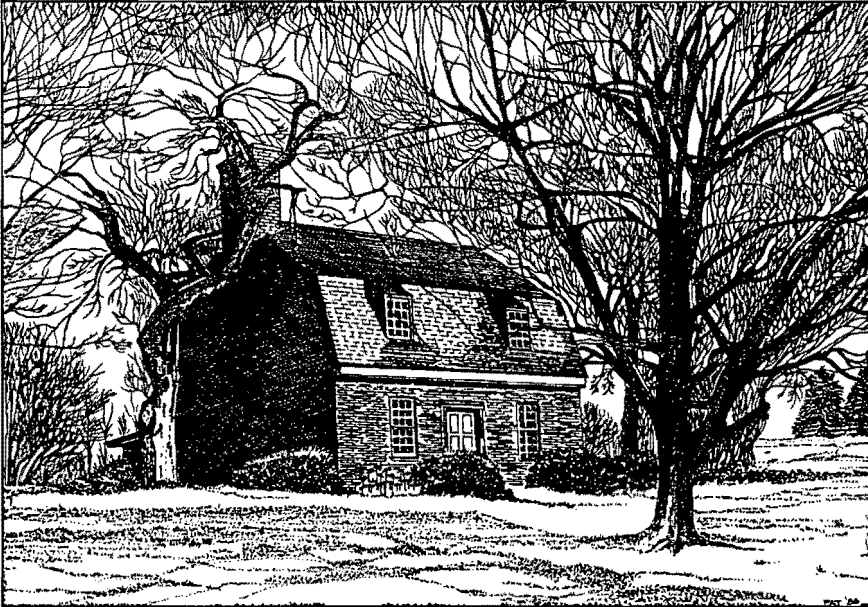
### ACTIONS:

1. The survey initiated by Baltimore County to determine the demographic characteristics and problems of these communities should be completed. Particular problems should be further explored with the concerned community so a course of action can be identified.
2. The communities which are not now a part of the County system should be encouraged to participate for their own benefit. To this end, a contact person has been established in the Planning Office to provide the communities with a link to County government. This person will work closely with Community Outreach and the Office of Minority Affairs to coordinate and follow up on planning concerns and problems identified by the communities.
3. While the historic African American enclaves are generally small and in their own right would not qualify for specific community plans for preservation, these communities should be viewed as a whole since they share many common problems and similar concerns. A plan of action to address their common concerns should be developed.

### HISTORIC PRESERVATION

Historic buildings and their settings provide a continuity with the past, establish a tangible sense of place and enhance the aesthetic environment of the County. There is often, however, conflict between preservation of historic buildings and the construction of new subdivisions, roads and commercial projects. Many significant buildings and potential archeological sites have been lost or their surroundings degraded because of the pressure of development.

Historic preservation was identified as a goal in the 1979 Master Plan. Better success in achieving this goal requires



improved mechanisms to protect significant buildings from demolition and incentives which will make preservation economically feasible.

The Maryland Historical Trust lists and maps all sites for possible preservation. The basic types of protective historic designation are individual or district listing on the National Register, enactment of a Baltimore County district, or entry on the Baltimore County Landmarks List.

The National Register of Historic Places was created by the U.S. Congress under the 1966 Historic Preservation Act in response to a boom in urban renewal and highway construction that had wiped out thousands of older buildings without any consideration of their value to the culture and heritage of the nation. The National Register is a list of districts and individual properties protected through stringent reviews in the planning phases of federally funded projects. The listing also confers eligibility for tax incentives and outright awards of Federal funds for preservation. If the owner receives a Federal tax benefit, the building must be preserved. Otherwise, National Register listing does not obligate the owner to protect the building.

The weakness of the National Register system, which does not protect historic properties against indifferent owners, can be overcome by the use of Baltimore County Districts or Landmarks Listing. Each is enacted by the County Council upon recommendation of the Baltimore County Landmarks Preservation Commission. Established as a part of County government in 1976, the Commission can reject proposed designs and prohibit the issuance of a demolition permit for structures on either the Baltimore County Preliminary or Final Landmarks Lists. The Preliminary List is an interim stage before the final enactment by the County Council; it presently includes 26 structures, in addition to the 73 already on the Final List. Before exercising its authority over demolition or alteration of these buildings, the Commission must hold a duly advertised public hearing.

In a Baltimore County Historic District, any construction, building permit, demolition permit, etc., is subject to review by the Commission. Very significantly, the Commission's authority within a County Historic District also includes the sites surrounding and adjoining the individual structures, which typically are indispensable to maintaining the sense of historic character. Four local historic districts have been established in Corbett, Monkton, Lutherville and Glyndon. Progress in enacting additional districts is impeded by the extraordinarily stringent requirement,

in the County Code, for agreement by the owners of fully 75% of the property within a district's boundary.

#### POLICY:

The County should improve and expand its programs to preserve and maintain historically or architecturally significant districts as well as individual structures and their immediate surroundings.

#### ISSUE: Historical Inventory

Although none of the County's historic resources should needlessly be destroyed, the relative importance of a particular resource can only properly be understood in the context of a complete inventory of all of the County's historic sites. Informed decisions for entering properties or districts on National or County listings also depend upon such information. Responsibility for compiling and maintaining such an inventory throughout the State rests with the Maryland Historical Trust (MHT), an agency of State government.

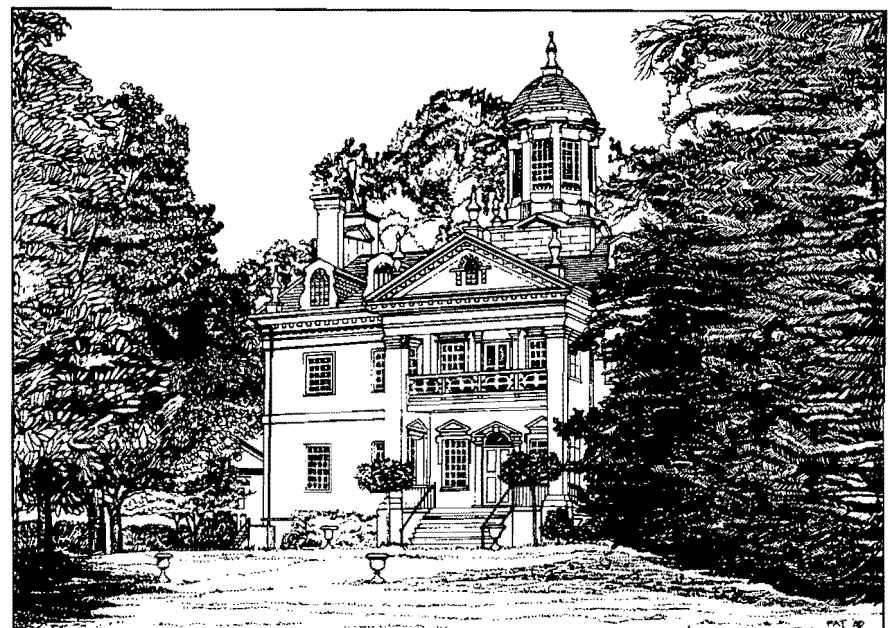
MHT must rely upon the efforts of interested property-owners, trained community activists and historic societies, and, cooperating County governments. Baltimore County's inventory of 2,400 sites is a remarkable achievement for the Landmarks Preservation Commission's one part-time staff historian, but it is still only the beginning of the work needed for full documentation of this County's rich historical heritage.

#### ACTIONS:

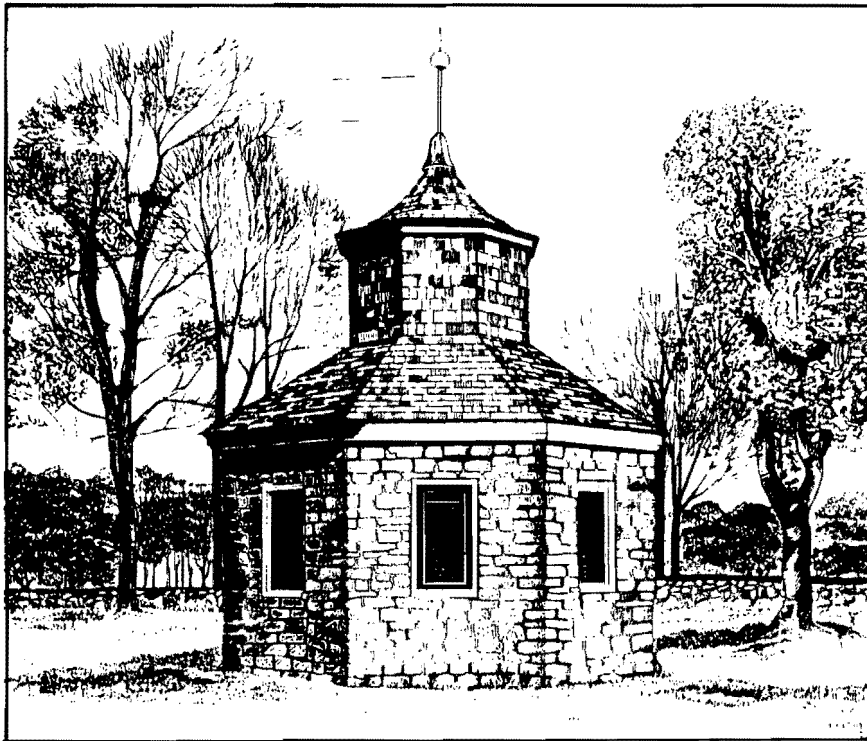
1. Obtain the matching financial assistance through the Maryland Historical Trust for a multi-year program to complete the systematic inventory and documentation of historic structures and sites, including districts and archeological sites, in accordance with contemporary methods and standards as identified in The Maryland Comprehensive Historic Preservation Plan.
2. Obtain County staff support for the Landmarks Commission's administrative functions so that the efforts of its staff historian can be focused fully on the inventory program.

#### ISSUE: Financial Incentives for Historic Preservation

There often appears to be little economic incentive for a property owner to seek historic designation, since some of the development potential of the property can be lost and the economic advantages may be small or not readily evident. Legislation enacted by Council in 1988 provides for adaptive reuse of officially designated historic buildings as financial incentive to save them. Possible alternative uses include







housing for the elderly, bed and breakfast homes, or a limited range of business uses in the rural parts of the County. Federal tax advantages, although reduced by recent "tax reform" legislation, can still be important for some types of projects.

### ACTIONS:

1. Assist the Landmarks Commission in an outreach program for publicizing the economic opportunities of historic preservation.
2. Determine whether additional economic incentives for historic preservation could be established through County tax policies or other County actions.

### ISSUE: Landmarks Preservation Legislation

While the County has made progress towards encouraging the preservation of its heritage, a number of the protective incentives need to be more effective to ensure the County's unique assets are preserved in the course of development. The County's pioneering legislation regarding the Landmarks Preservation Commission and related actions should be updated.

### ACTIONS:

1. Expand the powers of the Landmarks Preservation Commission, in relation to properties on the County Landmarks List, to include the settings of the historic buildings, the design of new buildings adjacent to listed historic properties, and actions affecting National Register buildings and districts. This would be consistent with the Commission's present authority regarding County Historic Districts.
2. Implement the Planning Board's recommendation that the Development Regulations be amended to allow requiring preservation of a historic structure's setting in addition to the structure itself.
3. Clarify procedures of the Landmarks Preservation Commission for posting and advertising. Shorten the hearing notice times to be consistent with normal County practice.
4. Consider reducing the threshold for property owner agreement on establishing a County Historic District to the more customary 51% used for National Register Districts.
5. Increase the administrative staffing of the Landmarks Preservation Commission to provide improved monitoring of development activity affecting historic property, as well as to assist in developing programs to provide incentives and protections to preserve historic buildings.

### ISSUE: Historic Preservation in Commercial Districts

In commercial areas, development pressure is often severe. Because of the value of the land and the potential lucrative return of developing a retail or office site, preserving the building may not be possible. However, there are a number of commercial areas in the County where the historic buildings provide irreplaceable character by creating a unique village atmosphere worthy of preservation. The County should establish ways to enhance historic commercial areas.

### ACTIONS:

1. Small business districts have been saved in other states by "Main Street" projects that rely heavily on historic preservation. This should become a strong component of the County's commercial revitalization program.
2. Develop a program of design controls and related financial incentives in designated commercial areas which would apply to old and new development.
3. Consider the feasibility of "transferable development rights" which would separate the development potential from the historic site, thereby providing financial compensation to the owners of historic properties while still allowing development to occur in another area nearby.

### ISSUE: County Building Codes

Historic preservation advocates state emphatically that the single greatest obstacle to the preservation of historic buildings in Baltimore County is the rigid interpretation of codes, specifically the Basic Building Code (BOCA) and the Life Safety Code. The strict interpretation of these Codes can make the restoration of a historic property impossible or economically infeasible. Some developers simply do not attempt to undertake a preservation project in the County because of the way the codes are applied.

### ACTION:

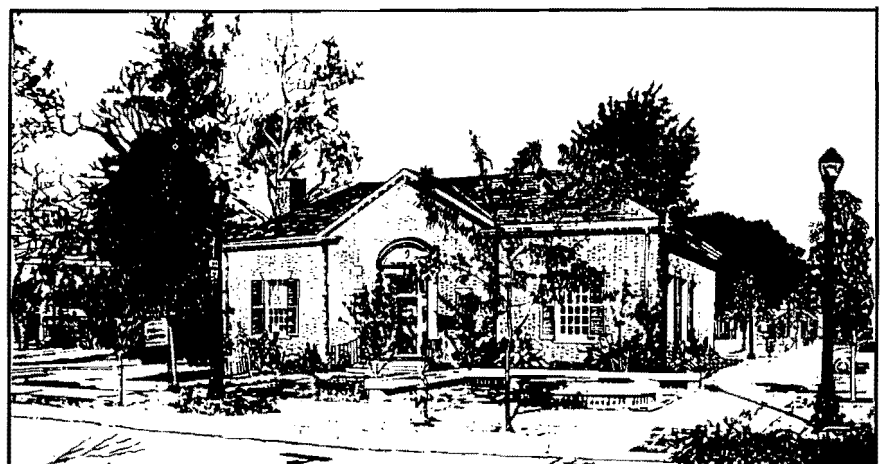
Investigate the feasibility of developing special building and life safety standards for historic buildings. This effort should be done by the County, in cooperation with the State.

### ISSUE: Tax Incentives for Historic Preservation

A local tax credit for owner-occupied historic residential properties is needed. Prince George's County and the City of Laurel have both developed a local tax credit program. The program in Laurel has led to a great upsurge of preservation activity. State enabling legislation is in place for a revolving loan program for historic preservation, but the County has not formulated a program.

### ACTION:

Consider a local property tax abatement or deferral program or other such incentives to provide a financial incentive to homeowners.



## VARIETIES OF HISTORIC DESIGNATIONS

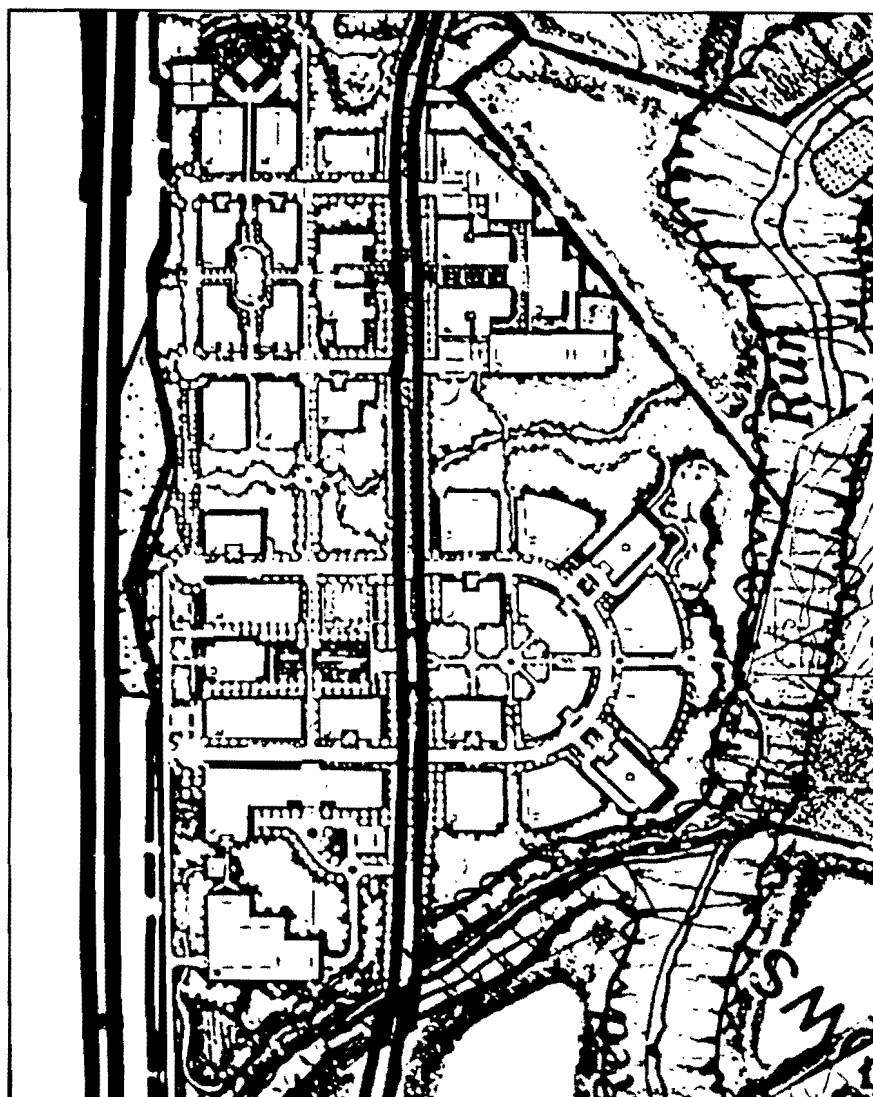
**Maryland Historical Trust Inventory**

2,406 sites. Marked on 23 sheets of U.S. Geological Survey 7.5-minute quad sheets and detail maps. Planning information tool. No "taking" of any owner's rights involved. No obligation on the owner. Sites from this basic survey can be selected for:

National Register of Historic Places	National Register District	Baltimore County Preliminary & Final Landmark List	Baltimore County Local Historic District
<ul style="list-style-type: none"> <li>. No burden on owner</li> <li>. Protection from Federally funded projects</li> <li>. Eligibility for Federal Tax Credits (tied to income producing use)</li> <li>. Eligibility for State Income Tax Deduction (MD Form 502H). Tied to restoration expenses</li> <li>. Owner can display National Register plaque</li> </ul>	<ul style="list-style-type: none"> <li>. No burden on owner</li> <li>. Same protection as National Register</li> <li>. Same eligibility for tax credits if house is significant to National Register district</li> <li>. Same eligibility for MD 502H deduction</li> <li>. District needs 51% consent of owners of record</li> <li>. Owner can display National Register plaque on the major buildings</li> </ul>	<ul style="list-style-type: none"> <li>. Prohibits demolition by neglect</li> <li>. Landmark Preservation Commission can refuse building or demolition permits</li> <li>. LPC can review plans for suitability of exterior work (structure only)</li> <li>. Bldgs. Engineer can cite for "Demolition by Neglect"</li> <li>. Owner can go to Board of Appeals and Circuit Court.</li> <li>. Owner can display a Baltimore County plaque.</li> </ul>	<ul style="list-style-type: none"> <li>. District needs consent of owners of 75% of the property</li> <li>. All bldg. permits, including fences &amp; excavation, must be reviewed by LPC (structure &amp; site)</li> <li>. LPC can deny permits</li> <li>. Buildings Engineer can cite for "demolition by neglect"</li> <li>. Owners can appeal to Board of Appeals &amp; Circuit Court</li> <li>. Owners can display a Baltimore County plaque</li> </ul>

**Number of Each Category in the County**

52 free standing buildings & miscellaneous out-buildings	16 districts, containing an estimated 859 free standing structures	73 free standing buildings 26 on preliminary lists	4 Districts containing estimated 170 structures
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### NEW DEVELOPMENT AREAS

In 1976, it was confidently projected that Baltimore County's population would increase by nearly 28,000 persons within three years. This extraordinary rate of growth would have created more than 10,000 new households, and was expected to be followed by an additional 88,000 new residents during the 1980s. Similar increases were anticipated into the 1990s.

Other studies in the Growth Management Program documented both the need to improve the roads, water and sewer lines, schools, police and other public services for the County's current residents, and the extraordinary future costs of continually extending these urban services outward for new development. The tax rate implications of these costs alone were sufficient reason for curtailing suburban sprawl, even if development had not also been jeopardizing the County's streams, reservoirs, farmlands and irreplaceable rural landscape.

The 1979-1990 Master Plan confronted this challenge with a policy to accommodate almost all of the expected population growth and the necessary jobs and services inside of the Urban-Rural Demarcation Line. An integrated set of goals and strategies for the New Development Areas was proposed. Essentially, the concept was "a substantial portion" of the County's growth should be directed into areas where it could actually be accommodated by existing or planned major improvements to the transportation and utility systems. Staging of the development in relation to the phased completion of the infrastructure improvements was central to the concept, as was the idea of "controls, designed to assure a high standard of development" and "incentives" for inducing development to locate in these areas.

### The Growth Areas

Although the Growth Management Plan suggested four New Development locations, only two "Growth Areas" were designated for action during the period of the 1979-1990 Master Plan. White Marsh, already developing because of its access to Kennedy Highway, was destined for the majority of the growth before the 1990s. Intensive development in the Owings Mills Area was to begin in the mid-1980s, after completion of the Northwest Expressway and the Metro Line. The Master Plan recommended preparation of "detailed New Development Area Plans" before the beginning of intensive development.

### The Perry Hall - White Marsh Plan

The plan for the first of the "Growth Areas" was begun in the Spring of 1981, and was formally adopted by the County Council as an amendment to the County-wide Master Plan on February 4, 1985.

The Plan proposed increasing "residential densities generally, but most especially in proximity to the Town and Community Centers." The locations of the Town and Community Centers were not clearly specified, particularly in relation to the already existing Perry Hall commercial area.

The summary also emphasized the importance of the many planned additions and improvements to the highway network. White Marsh Boulevard was to provide "convenient access to the Interstate interchanges...." Perry Hall and Honeygo Boulevards were to become part of a system of "radial highway connections to all the surrounding residential districts", enabling the Town Center to become "the central focus of the Growth Area." Substantial improvements on Belair and Joppa Roads also were expected.

Police and fire stations, a library, and sewer improvements were discussed, but the only mention of schools is the expectation those already present would

"meet the needs of existing and future residents for at least the next 15 years...."

### Plan For Owings Mills

The Plan for the second Growth Area was begun in the Spring of 1982, and adopted by the Council as a Master Plan amendment on May 21, 1984.

The 13,300-acre Owings Mills area was selected as a Growth Area location for several key reasons, the most important of which was access to the regional transportation network. The Northwest Expressway (I-795) opened in 1985, and the Metro rapid transit line from downtown Baltimore opened the following year. The development industry made a commitment to construct a regional shopping mall and office center adjoining the transit station and expressway interchange.

All of this substantial public and private investment was occurring in the midst of 5400 undeveloped acres, complemented by another 1400 acres committed to open space and recreation. Preliminary analysis indicated utilities could "readily be extended to create a dense core of development which can lend a focal point to the area."

The overall purpose was to create a development pattern providing a variety of convenient living, working and leisure opportunities for people of diverse ages, incomes and interests. High and



mid-rise residential units were to be clustered in the Town Center itself, together with intensive, mixed-use commercial and office development. Infill in existing residential neighborhoods was to be at equivalent densities except next to commercial centers and major roads.

It was anticipated that no significant amount of residential development would occur until the basic infrastructure was in place. This included water and sewer trunk lines, and major road connections such as Owings Mills Boulevard South, Lakeside Drive, Red Run Boulevard, and upgraded Painters Mill/McDonogh Road. It was also anticipated that the Rouse sponsored Mall at the commercial core would become a national draw, stimulating new office and employment development in the late 1980s. Industrial development in the Red Run Boulevard corridor was not expected before 1990.

#### POLICY:

The logic of the Growth Areas as a key element in the overall strategy of the 1979 Master Plan remains valid and these areas are essential components of the County's structure. The combined public and private investment in these areas is substantial, and the County is clearly committed to the development of both White Marsh and Owings Mills as central to its Growth Management Strategy. However, an objective examination of both areas is in order to ascertain the need for any midcourse correction.

#### ISSUE: Promotion of Growth Areas

Increasingly, citizens are concerned about the County's development policies, because of perceptions of overdevelopment and insensitivity to its effects on existing communities. The wisdom of promoting the Growth Areas is sometimes challenged as being a diversion of capital improvements funds that could otherwise be used to improve conditions in the County's older communities.

#### ACTIONS:

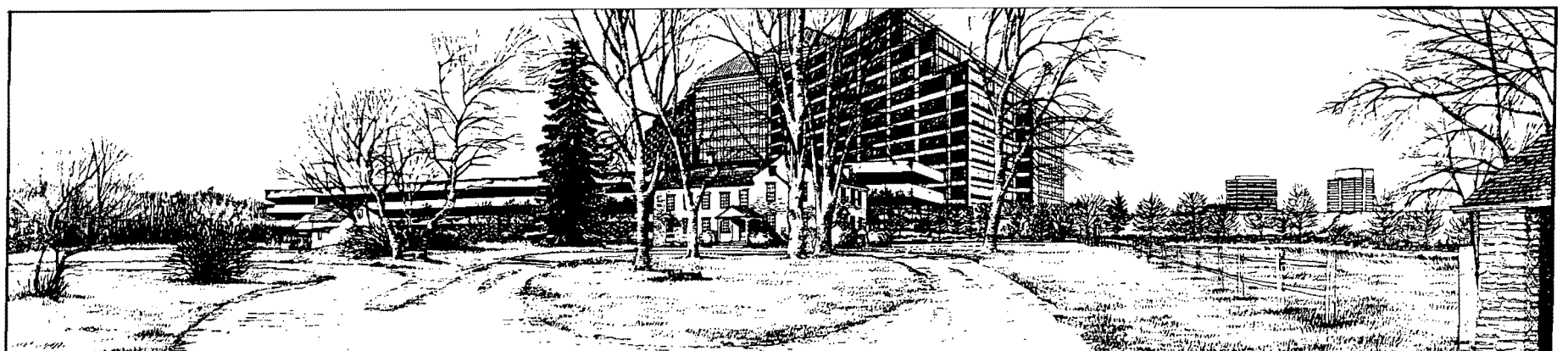
1. Reinforce the commitment to Owings Mills and Perry Hall - White Marsh as key elements of the County's overall Growth Management strategy and structural pattern of land uses.
2. As part of the restructured Growth Monitoring Report, a comprehensive system for monitoring and evaluating the success of the Growth Areas must be developed. This report should include an analysis to determine if and what adequate public facilities requirements should apply to all or portions of a Growth Area.
3. Evaluate capital projects delays in Perry Hall - White Marsh to gain insight on ways of assuring efficient provision of services and facilities at Owings Mills.

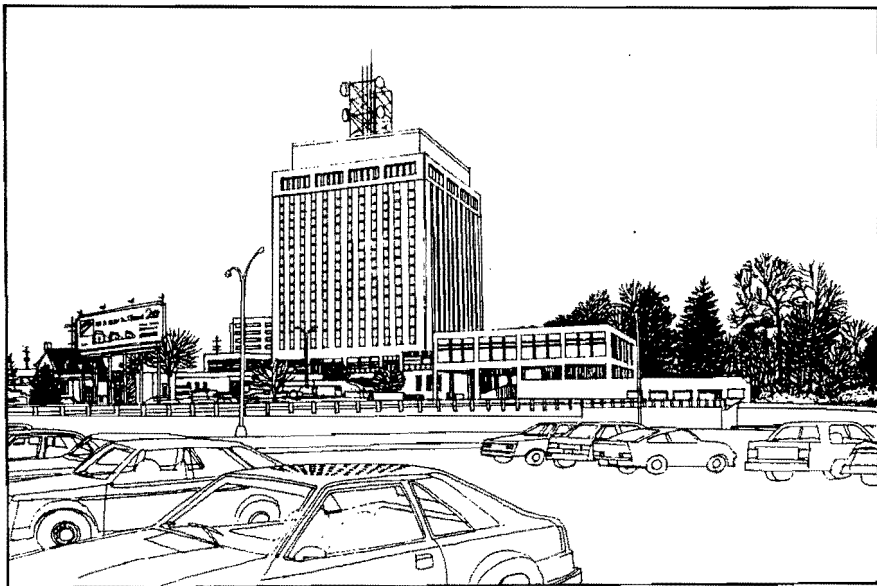
Additional issues and policies pertaining to the specific Growth Areas including proposals for the Worldbridge Centre development and for areas in the Central Sector, are presented in the 'Sector Planning' section of the Master Plan.

#### REDEVELOPMENT

During the last 30 or 40 years some of the older commercial and industrial areas of Baltimore County have developed at intensities under the level permitted by the existing zoning regulations. Many retail areas have floor area ratios of less than 10% of the amount allowed by the average business zoning. In economically active and healthy commercial communities such as Hunt Valley and Towson, the older single story buildings with surface parking are being replaced with high rise buildings and parking garages.

The 1979 Master Plan did not specifically identify redevelopment as an issue separate from revitalization. Both were to be facilitated in 37 town and community centers by incentives which were to be part of an overlay district. These included preparation of a Manual of Development Incentives, the provision of "urban renewal powers" for the County for site acquisition, and the creation of a special taxing district to generate revenues to be used for





improvements to community services and facilities. None of these proposals were ever implemented.

## POLICY:

The County Executive reaffirmed the County's commitment to the redevelopment process in an initiative:

To increase the effectiveness of our economic development efforts, we will prepare development strategies for defined regions of our County... Through innovative conversion strategies, additional emphasis will be placed upon existing industrial and business resources.

## ISSUE: Commercial Redevelopment

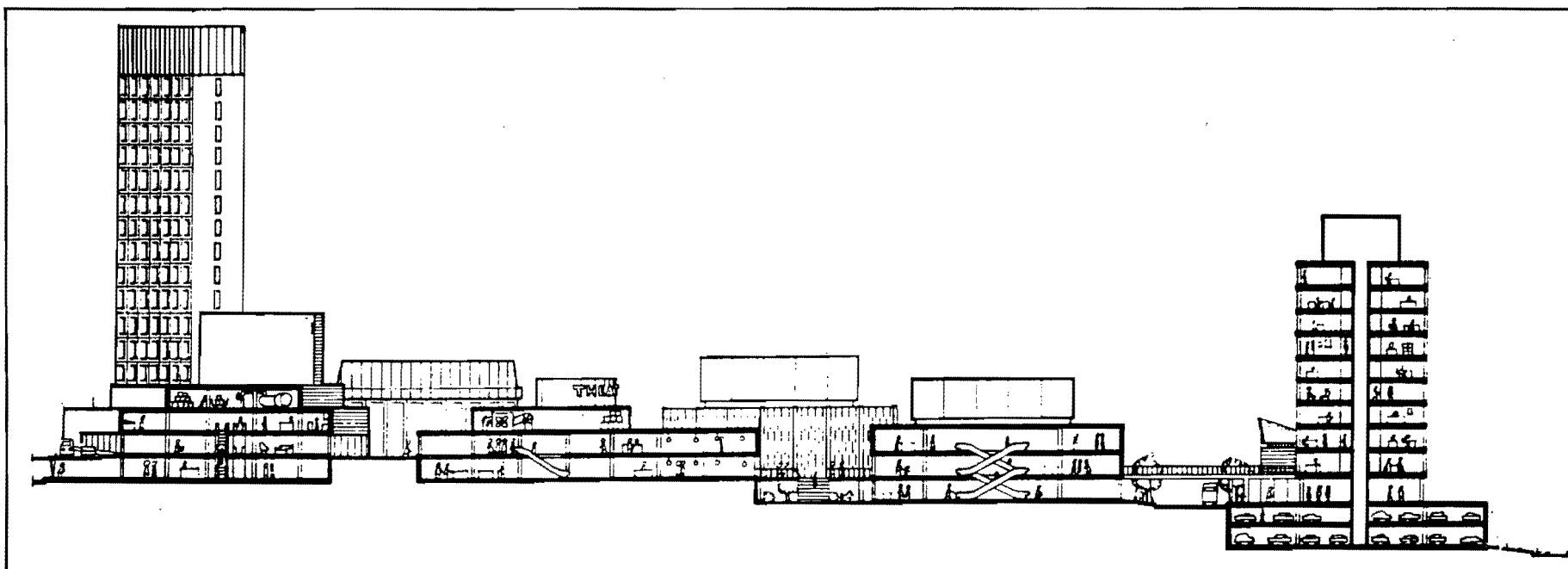
As vacant land prices increase, redevelopment of older underutilized parcels in areas already served by public facilities becomes an attractive alternative. The more intense land use creates a stronger impact on the surrounding community, and the current zoning and development regulations contain inadequate buffer and design standards to cope with the problem.

Currently there are no area plans to ensure cohesive redevelopment. Since redevelopment areas are destined to be high

employment centers, adequate mass transit, pleasant surrounding and a balanced mixture of retail, office and specialty uses are essential.

## ACTIONS:

1. Area plans and design standards covering amenities such as open space, buffer yards, mass transit opportunities, landscaping, site design and building design will be created for places experiencing high levels of redevelopment.
2. Redevelopment will be encouraged through active marketing efforts by the County's Economic Development Commission, the provision of good transportation links and the use of specific development and marketing strategies.
3. Specific multi-use zone and performance standards are recommended for redevelopment areas. Special area needs such as high-rise, office/retail and housing in Towson, or high technology, light rail access, employment surplus, and housing deficit in Hunt Valley, will be identified, evaluated and addressed through special planning studies.
4. The Hunt Valley - Timonium industrial corridor is a high priority redevelopment area targeted for study. The existing zoning allows for densities far above what has been constructed in the area. Recent redevelopment in the last two years has resulted in multistory office buildings replacing single story warehouses. Items that need to be addressed include the following: market study of corridor; economic displacement of warehouse and industrial uses with high rise office towers; viability of major mixed-use projects, including housing; impact of light rail service on markets; problems associated with more people being employed in an area than can live there; and lack of adequate standards to develop a cohesive high quality employment area.
5. The updated Towson Master Plan should be adopted as part of the 1989 Master Plan. Upon completion, a Plan implementation strategy and schedule will be developed to accomplish the objectives outlined in the Plan with respect to both revitalization and redevelopment.
6. Areas which can provide high priority manufacturing employment opportunities are of concern to the County and will receive special attention. The County will continue its active role as a partner in the redevelopment of the Sparrows Point Industrial Park. Priority should be given to actively upgrading and packaging the area for prospective tenants.
7. In order to facilitate economic development, the County will investigate expanding the scope and use of its condemnation powers.





**COMMERCIAL REVITALIZATION**

During the early development and settlement of Baltimore County, commercial centers were formed at various locations along the radial corridors that extended from Baltimore City. These small commercial centers formed the core of small villages or towns such as Dundalk, Essex, Overlea, Towson, Pikesville, Randallstown, Catonsville, Arbutus, etc. The centers are generally characterized by smaller buildings located on small lots, in many respects similar to the compact urban structure of the City. With increased suburbanization and increased reliance on the automobile, the village atmosphere began eroding and these smaller, older centers were unable to accommodate the increased parking required by an auto dominant society. The increased suburbanization also created the pattern of commercial development known as strip development.

**Baltimore County Revitalization Program**

Baltimore County currently has eleven commercial revitalization areas: Oella, Dundalk, Essex, Overlea - Fullerton, Towson, Pikesville, East Catonsville, the Liberty Road Corridor, Parkville, Woodlawn, and Arbutus. Six of the areas were created through the adoption of specialized plans or studies by the Planning Board and County Council, and possess structures for long-term efforts. Active revitalization efforts are underway in these areas. The other five areas (Oella, East Catonsville, Woodlawn, Parkville and Arbutus) were created primarily to facilitate needed infrastructure improvements and to initiate longer term assistance for these traditional commercial centers. The preparation and adoption of revitalization plans has traditionally been a prerequisite for inclusion of funding in the County's capital budget and five year Capital Improvement Program. Improvements budgeted through this process have included streetscapes, landscaping, sidewalk repair, street rehabilitation, utility relocation, off-street parking, transit facilities, pedestrian amenities, etc.

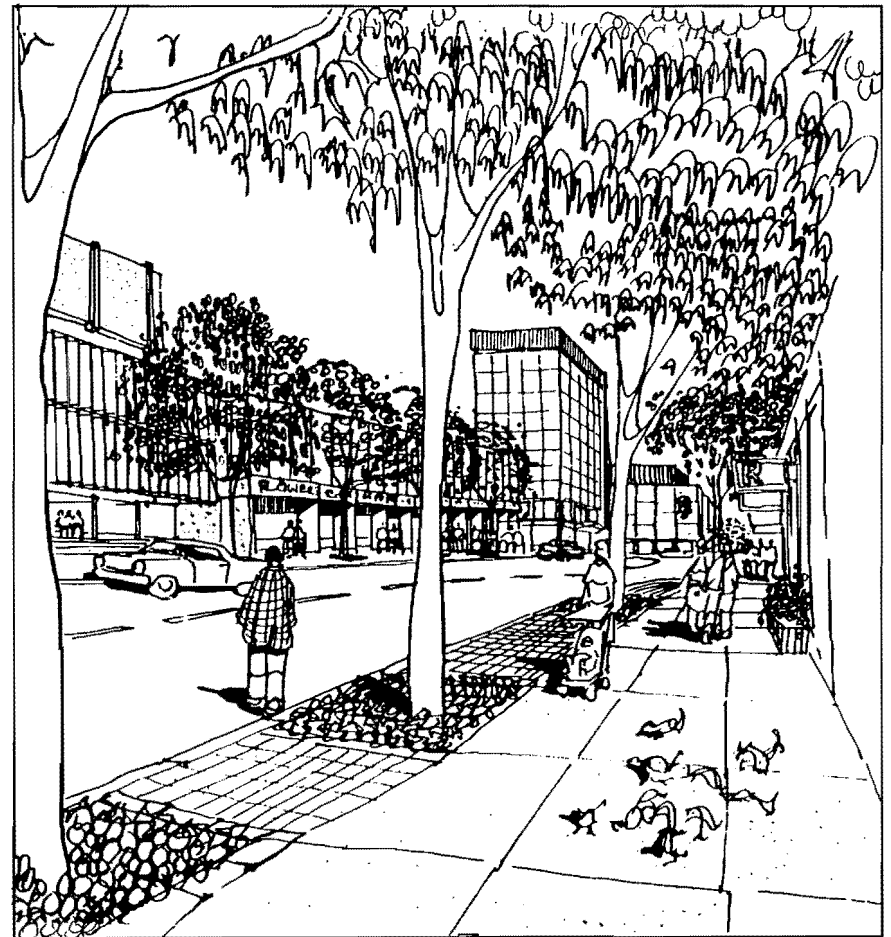
In addition to becoming eligible for County programs, the revitalization areas as designated by the County are exempt from "Basic Service" limitations. It is the intent of this exclusion that the deficiencies will be corrected by the County and considered a priority.

The following summarizes the main organizational components of the County's revitalization program:

- Each of the six nonprofit groups has some staff support to assist in carrying out the plan adopted for that area. Their roles vary tremendously depending on the nature of each particular group. There is no standard for performance, since each group has decidedly different goals, levels of expertise, etc.
- The County also has two designated revitalization coordinators in the Economic Development Commission to ensure issues are resolved and projects are implemented in revitalization areas.
- The process of commercial revitalization is often difficult and takes a great deal of time to implement. There are no short-term, quick fix solutions to halting economic decline, reestablishing and upgrading the infrastructure, or encouraging businesses to reinvest and relocate within these areas.
- The Economic Development Commission has the final responsibility for ensuring change occurs. The responsibilities include implementing County construction projects; coordinating Master Plan revisions, legislation, State, and Federal assistance; encouraging private sector activity by offering assistance to local business groups, working with developers, establishing promotional campaigns, etc.

**POLICY:**

The investment of County funding, personnel and technical



expertise into revitalization areas represents a long-term commitment and partnership to stabilize and upgrade our older commercial areas. One of the County Executive's initiatives states:

Given that nearly half of our County's population lives and works in communities affected by revitalization programs, and faced with the loss of valuable financing tools, our administration will increase resources for revitalization and provide additional support for local development corporations.

**ISSUE: Small Commercial Centers**

With a change in the socioeconomic and automotive aspects of suburban living that favored large regional shopping malls and large community food stores built on relatively inexpensive vacant land, the economic role of the suburban centers and strip areas began to change. The economic displacement of clothing, grocery, drug, and specialty retail stores left the local centers and strip areas with only marginal commercial uses. Both were placed at an economic disadvantage because they could not compete.

**ACTIONS:**

1. A business oriented approach to the upgrading of commercial revitalization areas will be employed. Standardized programs and technical training assistance need to be provided to local businesses and property owners. Emphasis will be placed on the retention and expansion of locally owned and operated businesses versus major franchise operations. The Economic Development Commission is the lead agency to facilitate greater inter-County department and agency coordination.
2. A committee consisting of County departments, local revitalization coordinators, and civic and business associations will be formed to evaluate the system of implementing construction improvements, to address issues such as owner

participation, bidding and awarding of contracts, and coordination and monitoring of the process.

One County agency should be responsible and accountable for the creation of revitalization plans, coordination of funding, and supervising implementation of projects in order to assure that improvements are carried out in a timely and comprehensive manner.

3. The County has the responsibility to plan for its growth and development. Part of this planning effort includes upgrading revitalization areas. The process of defining the vision for the future of an area involves business owners and associations as well as residents and resident associations. Participation by the County may result in the allocation of funding or the provision of legislative changes to achieve results. Options that need to be investigated to determine the appropriate relationship between the parties include the following.
  - a. Redefinition of the role of local development corporations:
    - increase County assistance to revitalization areas.
    - assure healthy, self-sufficient local business groups through increased local participation.
    - formalize proper relationship of independent locally operated and funded boards and increase County staffing and liaison through the Economic Development Commission.
  - b. Create local Commercial Development Management Authorities (CDMA):
    - the County will assist in the creation of CDMA's for the larger commercial areas of the County.
    - smaller commercial areas such as Lansdowne, Arbutus, and Halethorpe might be combined into one larger CDMA.
    - the separate authorities would be self-sufficient and responsible for their designated areas.
    - County staff will provide liaison and technical assistance to the CDMA's.
4. Special area plans for revitalization areas should be carried out as legally enforceable actions through utilization of the appropriate zoning mechanisms such as the creation of specialized districts so adopted plans (signage, streetscape, facade treatments, access buffering, useage etc.) can be enforced. Consideration should be given to tying public investment to private investment in Revitalization Areas. This could involve designation of Commercial Enhancement Districts which would require investment in improvements to private property in areas adjacent to public rights-of-way enhanced by public funds.
5. A detailed County-wide manual of design standards and techniques will be created. The manual will have Countywide applicability with modification by local areas. The use of adopted plans as the primary means of guidance rather than the zoning ordinance and development regulations needs to be investigated.

The Comprehensive Manual of Performance Standards For Development should be created from the consolidation of the development and zoning regulations. This document will have a section devoted to revitalization areas with emphasis on

designation of special overlay districts for specific areas (Essex, Catonsville, etc.). Conformance to the above standards would be required through their inclusion in the Comprehensive Manual of Development Policies.

6. The County will develop a commercial corridor district as part of a review of the Zoning Regulations, with sufficient flexibility to encourage revitalization. Performance standards for different uses will be formulated to address issues of use, accessibility, design compatibility, economic viability, etc.
7. As County resources continue to be scarce, there is increased need to investigate alternative funding sources. There are a wide range of economic development programs available to assist businesses in commercial revitalization. The Federal, State and County governments offer various programs, ranging from grants to low interest loans. Some of the programs presently available include the following.

Federal Government:

  - Small Business Administration
  - Historic Preservation
  - Economic Development Administration

State Government:

  - Strategic Area Loan for Target Areas - low interest revolving loan program
  - Maryland Industrial Land Act - series of loans

Baltimore County:

  - Revitalization Area Fund - low interest public/private loan
  - Business Equipment Fund
  - Historic Preservation Fund
  - Working Capital Fund
8. The creation of a County development authority or corporation should be considered to facilitate the acquisition of key projects and parcels. This acquisition may or may not involve special condemnation powers. However, funds for this course of action should be considered concurrently. The privatization efforts and public-private partnerships require the County to take a very active and deliberate role in the revitalization of commercial areas once the appropriate planning processes have been completed.
9. The County will take an active role in ensuring the review and adoption of the Master Plan for Towson through the Planning Board and County Council. Development of the consolidated County government complex, and physical improvements such as roads, streetscapes, facade improvements, beautification and new parks will all be given a high priority, as will the encouragement of new commercial and residential development. As a follow-up, the County will undertake studies to determine appropriate building and site design standards and streetscapes, and also prepare concept plans to encourage development of strategic parcels or areas.
10. The County will work closely with the development corporations in each revitalization area, with the business and financial community and with citizens to develop proposals for strengthening revitalization policies and procedures as part of a long range plan for economic development in the County.
11. A more detailed assessment of the current status of the Revitalization Areas is included in the Sector Plan Section.



## RURAL DEVELOPMENT and AGRICULTURAL PRESERVATION

The 1979 Master Plan provided policies and strategies for using the Resource Conservation zoning and Urban-Rural Demarcation Line to accomplish three purposes: protection of the natural resource base; protection of the agricultural industry; and provision for limited residential development in appropriate locations.

The threat to the County's rural areas is not from changes in the structure, but rather from the development currently permitted and the economic pressures that discourage agriculture. Since 1980, the urban-rural structure of the County has not changed, but nonetheless, approximately 17% of the County's new dwelling units were built in the rural areas.

This development has resulted in incremental losses in the resource base and acreage in agricultural production. Large estate farms are broken up into smaller residential lots and the new commercial and residential buildings often look out of character and diminish the value of the rural setting. Newer residents generally expect suburban services and facilities traditionally not supplied by the County. Farmers find it increasingly difficult and dangerous to drive to the fields they rent, and are besieged with nuisance complaints about farm operations.

The agricultural industry is particularly vulnerable to land use changes. Not only does development weaken the viability of the industry, it also challenges the public commitment to maintaining this land in agricultural use.

The conservation of these areas is a County-wide issue. Although the vast majority of rural land is in the northern portion of the County, there are also significant resource conservation areas in the Patapsco - Liberty Reservoir areas and along the Chesapeake Bay. These lands are essential to the County's identity.

The strategy to conserve the County's rural areas must address rural economic development, resource conservation, and resource residential issues in a comprehensive and integrated approach. The combined efforts of the financial, residential, agricultural, development, and environmental communities are needed to find innovative and equitable solutions to these issues.

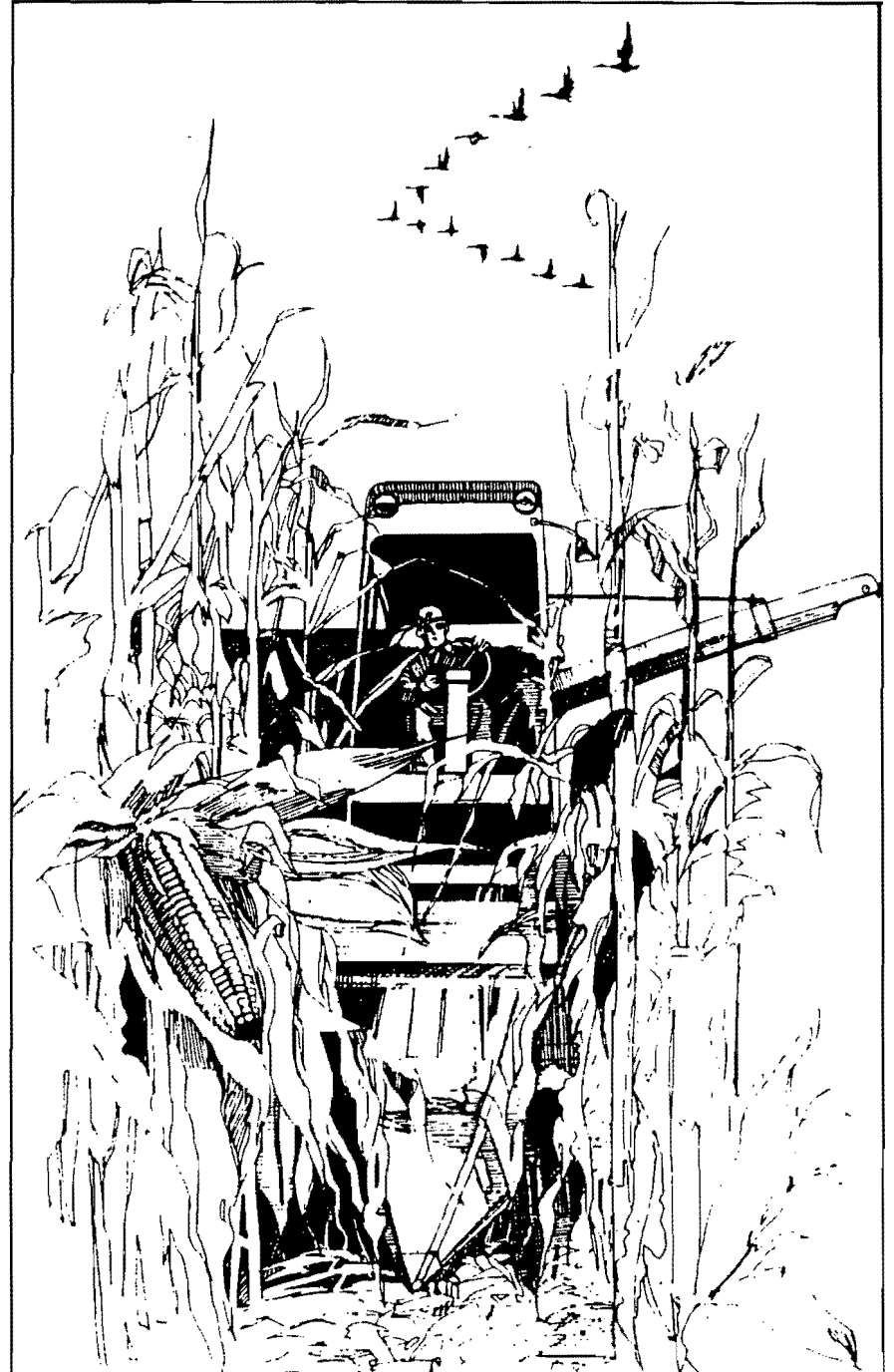
### POLICY:

Preserving agriculture and other resource conservation areas in Baltimore County is important for present and potential production of food and other crops, economic diversity, maintenance of environmental quality, open space protection, cultural site protection, and general quality of life. The County reaffirms its public policy to support the retention of a viable agricultural industry, and the protection of resource conservation areas.

## RURAL ECONOMIC DEVELOPMENT

### Agriculture

Agriculture was the first industry in Baltimore County and still is a major component of the County's diverse economic base. According to the Baltimore County Farm Bureau, in 1987 the total estimated cash receipts for the agricultural industry was \$163,000,000. Of this, \$60,000,000 was from nursery products; \$39,000,000 was from forestry/horticulture/silviculture; \$37,000,000 was from crops, dairy, and livestock (excluding horse farms); \$15,000,000 was from greenhousing; and \$12,000,000 was from roadside markets.



During the last 8 years, the Farm Bureau estimates that farmland within the RC 2 and RC 4 zoning classifications decreased at an annual average rate of 965 acres. Development of new residences within the agricultural areas has led to loss of prime and productive land, and conflicts with the agricultural industry. Despite large lot zoning, other regulations permit development which continually erodes the County's ability to protect open areas. Perhaps the greatest threat to the long-term viability of agriculture is the question of assuring protection of the equity in the land. The farming community often sends mixed signals regarding the degree to which farmers want protection from development while farming, and flexibility to sell to developers upon retirement. Development of Reservoir Protection areas within agricultural areas has recently led to the location of residential densities in these areas which jeopardizes the ability of the industry to continue to operate efficiently. These developments are best characterized as sprawl and often roads, schools, and emergency services are inadequate.

### ISSUE: Intrusion of Nonagricultural uses

Despite the strong protection afforded by the Resource Conservation zones and the Urban-Rural Demarcation Line,

development even at the low densities permitted in RC 2 and RC 4 is threatening the long-term viability of the agricultural industry by usurping the resource base and by the intrusion of nonfarm residents, traffic, and other sources of conflict. In addition, the regulations and Public Works standards demanded for these nonfarm uses often impede or conflict with legitimate agricultural operations.

### ACTIONS:

1. Designate areas which are to be maintained in permanent agricultural preservation based on the following criteria:
  - Areas predominated by prime and productive soils or woodland classes 1 and 2.
  - Areas outside existing or planned public water and sewer facilities.
  - Areas without a degree of development that would seriously interfere with agricultural activity.
  - Areas of significant capital investments in agricultural related improvements.
  - Areas of adequate size to insulate or protect nonfarm and farm uses from widespread conflict.
  - Areas containing agricultural districts or preservation easements established in conjunction with the Maryland Agricultural Land Preservation Foundation or the Maryland Environmental Trust.
  - Areas of historical agricultural significance.
2. Apply an overlay district on the Agricultural Preservation areas which will protect the agricultural industry and resource base. For lands within this district the County will:
  - Develop performance standards that will protect prime and productive soils.
  - Designate the Agricultural Preservation areas to receive priority for County agricultural land preservation programs.
  - Provide minimal level of County services for these areas.
  - Revise standards for public works project in the agricultural areas, basing new standards on the needs of the agricultural industry rather than on nonagricultural residential areas. This will include ways of assuring that capital improvement projects are not designed at a scale larger than needed by the agricultural industry.
  - Review and enact changes in County zoning regulations, building codes and the like to resolve conflicts with the changing technological and operational characteristics of the agricultural industry. This review will include zoning changes for appropriate agricultural support uses.
3. Review the existing zoning maps and extend the agricultural zoning classification (RC 2) into any additional areas which meet the criteria for application, and determine if some existing RC 2 applications are no longer suitable or were improperly applied.
4. Revise the RC 2 zoning regulations to close loopholes which permit incompatible subdivision activity and to eliminate zoning policies inconsistent with the priority status of agriculture. In particular, consider the feasibility of not permitting rubble landfills.

### ISSUE: Landowners' Protection of Agricultural Lands

Protection of the land resource base cannot be achieved without the cooperation of the landowners. The County must continue to seek participation in formal long-term agricultural protection programs. The County must also protect the farmers' need to obtain a reasonable economic return without jeopardizing the future of the land for agricultural use.

### ACTIONS:

1. In cooperation with the other participating Counties, revise the District and Easement programs of the Maryland Agricul-

tural Land Preservation Foundation (MALPF) to make the program more attractive to farmers. Particular attention will be paid to the amount of funding and the appraisal system in the easement program. Specific County actions will be to develop a County supplemental payment program for the MALPF as well as develop a better methodology for appraisals for easement purchase.

2. A study of the future for agricultural land in Baltimore County will be made in conjunction with the farming community, the State farm agencies and bureaus, and citizens living in or representing rural parts of the County. Particular emphasis will be paid to the relationship between agriculture and residential development, on the various agricultural easement programs, and on the possibility of the Transfer of Development Rights, allocations, zoning banks, etc. to provide for an equitable treatment of development rights.
3. Consider development of a County program to assist local efforts to preserve small (10-100 acre) farms.
4. Consider development of County emergency farmland preservation program.
5. Promote the utilization of the Maryland Environmental Trust to acquire or accept easements on agricultural or open space land.
6. Investigate development of other easement programs for values farmlands provide to the County.
7. Ensure that Agricultural Preservation areas receive priority in the targeting of protection programs.

### ISSUE: Promotion of Agriculture

Agriculture and the agricultural industry needs to be promoted as an essential component of the County's heritage and economic health.

### ACTIONS:

1. Create a County farm complex that provides for agricultural support uses and serves as a center for information and education. Investigate the feasibility of locating all the agricultural organizations, such as the Soil Conservation District and the Agricultural Stabilization and Conservation Service, in this complex.
2. Encourage the formation of and cooperation with private organizations whose goals are to foster and maintain agriculture in Baltimore County.
3. Wherever possible provide funds to support agriculture in Baltimore County. Support agencies and institutions which serve farmers and the public in general. Establish and implement soil and water conservation practices and provide technical information.
4. Consider having an annual farm appreciation day allowing all nonfarm residents of the County to have an opportunity to show their appreciation for the efforts of the farming community in providing various farm products to County residents and for maintaining so much of the landscape in a natural or undeveloped state.
5. As part of the strategy to preserve agricultural lands in the County, develop programs to reinforce the economic viability of agriculture. Areas to be addressed include marketing, distribution, diversification, and promotion.

### ISSUE: Resource Conservation

The soil and water natural resource base of the agricultural lands must be used in a sustainable fashion. Public policy to assure the availability of the resource base will be for naught if it is not complemented by the private practice of stewardship.

### ACTIONS:

1. Better management of the natural resources of the agricultural industry is needed to coordinate with the County's new water quality programs, i.e., (1) stream restoration, (2) stream buffers/steep slopes, and (3) groundwater protection strategy.
2. Support research, testing, and demonstration programs to improve best management practices.
3. In consultation with the agricultural community, the County will enact regulations requiring all farms to have and comply with either a soil and water conservation plan or a sediment control plan.
4. The County will adopt a program to ensure conservation or sediment control plans are being implemented, including adequate funding for assistance and enforcement by the County or by the Soil Conservation District.

### ISSUE: Woodlands

Woodland production is considered part of the agricultural industry but it is not always recognized as such.

### ACTIONS:

1. Clearly determine the role of woodland protection with respect to agricultural preservation.
2. Provide for woodland production of nontimber products.
3. Promote the State Woodland Management Programs.

### ISSUE: Tourism As A Rural Industry

Tourism holds great potential for being a significant contributor to the rural economy. It should be encouraged and planned to reach its potential.

### ACTIONS:

1. In cooperation with rural and economic development interests, prepare an action program to identify appropriate types and locations of tourism in the rural areas. Using brochures and other informational means, the County will promote tourism activities such as outdoor recreation, and historic site visitation. A system of scenic routes should be selected that avoids conflicts with farming operations.
2. Revise the zoning regulations to provide location and performance standards for primary and accessory uses supporting tourism.
3. Encourage the development of a farm museum complex or farm center.



4. Revise current policies on designating and protecting historic sites and districts to include the consideration of the central role of historic resources.

### ISSUE: Other Rural Industries

Uses such as offices, warehousing, and manufacturing that are located in the rural areas may conflict with other rural land uses and/or overburden public services or environmental resources.

### ACTION:

The Office of Planning and Zoning, in conjunction with the Department of Environmental Protection and Resource Management, will review the land use and zoning maps for the rural areas to identify properties having uses or zoning that may be inappropriate. When necessary, recommendations for changes in the Zoning Regulations or maps will be made.

### RURAL PROTECTION

The Rural Protection areas must be a balanced mixture of residential development and woodlands, farm fields, stream valleys, and open space. These areas can accommodate additional growth, but not at the expense of the qualities that make them desirable places to live. The County must develop a coordinated strategy that will manage new development in rural protection areas which is compatible with the landscape and natural environment.

### ISSUE: Development in Rural Protection Areas

Often, new development in rural areas is of a suburban, rather than rural character and can negatively effect the natural environment. To provide for appropriate development, therefore, standards are needed for site design, woodland protection, physical improvements (road widths, lighting, curbs and gutters, etc.), and scenic view preservation.

### ACTIONS:

1. Use the following criteria for locating Rural Protection zones:
  - Analysis of the relationship of the proposed development to the surrounding community.
  - Land suitable for septic tank sewerage disposal treatment and well siting. This may change if and when alternative systems are reliable, and may not require extension of public sewer and water systems.
  - Areas not within an Agricultural Preservation Area.
  - Lands other than those associated with Cockeysville Marble Aquifer.
  - Contiguity or close proximity to existing rural village development.
  - Areas where adequate services can be provided.
  - Areas which do not create premature and scattered development of land.
2. Revise the Zoning Regulations to ensure protection of the resource base and rural character. Revision should include consideration of reduction in tract density, reservation of 50% of tract in common open space and other rural land use planning techniques.
3. Review County Public Works standards for roads, lighting, sidewalks, curbs, gutters, etc. to provide for public safety yet maintain existing rural character.
4. Require review by Design Review Board for projects in designated scenic areas.



5. Hold a symposium on rural conservation and development to determine how to improve quality of development, provide a sense of community, retain rural character, and conserve valuable and limited natural resources. Other topics could include: density, common open space protection, resource protection, promoting self-sufficiency, appropriate rural site design, alternative water and sewer systems, etc.
6. Prepare rural character development standards. A possible definition may be areas of primarily open fields, wooded hillsides, scattered farms, streams, rivers, valleys and a compact village center.
7. Develop local area plans which delineate areas of protection, design guidelines and opportunities for development.
8. Assist in the formation and support of Local Land Trust programs to maintain open space programs.
9. Limit the provision of nonessential services and consider different Adequate Public Facilities standards for rural areas.
10. Review the constraints for use of alternative technologies for water and septic systems.

### RESOURCE CONSERVATION

#### ISSUE: Environmental Protection

Resource Conservation designated lands include areas for watershed protection, forestry, wildlife and plant habitat, groundwater protection and unique natural areas. Any major change in existing use of these lands will alter their important functions and environmental value.

The Department of Environmental Protection and Resource Management, as well as several State agencies, has collected

data on the quality and quantity of surface and ground water, wildlife and plant habitat, and forests in Baltimore County. These studies are ongoing and will provide the necessary scientific data for identifying additional Resource Conservation lands and developing environmental performance standards to protect valuable natural resources.

#### ACTIONS:

1. Identify Resource Conservation areas using the following criteria:
  - areas outside the Agricultural Preservation areas that contain prime and productive soils or woodland Class I and Class II soils.
  - areas that: lie less than 200 feet from the property line of any public water reservoir; lie less than 300 feet from any 1st or 2nd order or greater stream that flows directly or indirectly into a public water reservoir; more than 30% of a parcel of land that has a slope of more than 20%; lie within a 100-year floodplain; are designated natural protection areas; or are classified as Resource Conservation Areas under the Chesapeake Bay Critical Area Program.
  - other areas determined by the Department of Environmental Protection and Resource Management and the Office of Planning Zoning to be of local or regional significance for watershed protection, agriculture and forestry, wildlife and plant habitat, groundwater protection and unique natural areas.
2. Develop environmental performance standards that protect ground and surface water quality, forest resources, and significant plant or wildlife habitats.
3. Resource Conservation lands should be considered for transfer of development rights, public acquisition, preferential tax assessment (if currently assessed at full market value) and other conservation incentives.

### REGIONAL CONTEXT

Within Baltimore County, the rural areas have had remarkably strong protection through the Resource Conservation zoning, the Urban-Rural Demarcation Line and other County policies. The rural areas, however, are inescapably part of the larger metropolitan region. The pressures for actions that would compromise the integrity of the rural landscape and the quality of life come not just from within the County but also from across its boundaries.

#### ISSUE: Recreational Land Uses

The rich variety of natural and cultural elements in the rural landscape throughout the rural areas are as much an attraction for casual visitors as for their residents. If other Counties continue to lose their own comparably attractive rural areas through haphazard suburban development, the protected rural areas in Baltimore County will become all the more valued within the region.

Carefully located, competently designed and attentively operated recreational land uses can be a positive addition to the County's economy and a means of implementing its land conservation purposes. Obviously, they should be tailored to the carrying capacity of the land and water resources, integrated with the appearance and functions of neighboring properties, and accessible without intrusive modifications to the rural road network.

Subject to these conditions, a wide variety of visitor oriented businesses might be appropriate in particular locations, including: "vacation farms" as a primary or accessory use, bed and breakfast use of historic country homesteads, golf



courses or country clubs in areas outside of priority farmlands and critical water yield areas, campgrounds, equestrian centers, etc.

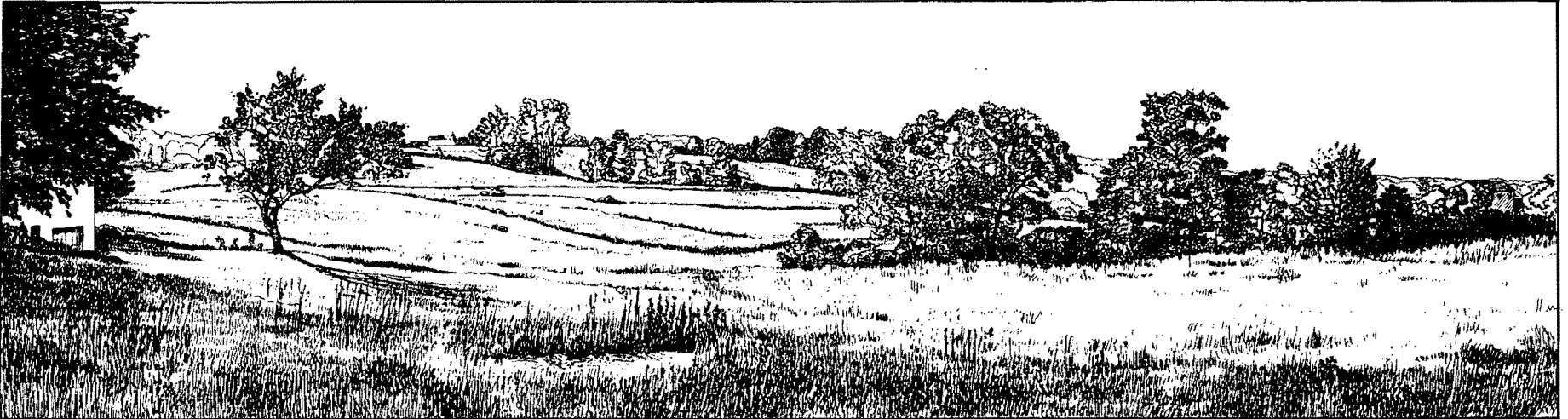
One recreational use relatively easy to establish in the short term through cooperative public-private actions is a system of stream valley hiking trails, on the model of the highly successful Northern Central Trail.

**ACTIONS:**

1. Prepare a detailed plan delineating a proposed system of hiking trails. The plan will address issues of environmental

effects, compatibility with adjoining land uses, access and parking, maintenance and policing, appropriateness of camping facilities, and compensation to private landowners whose participation would be needed.

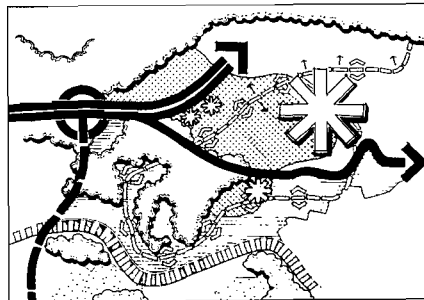
2. Designate scenic roads and vistas and develop performance standards for development along these routes to preserve these aesthetic and scenic amenities.
3. Examine the zoning and other regulations for the possible addition of location and performance standards to allow recreational uses in the rural areas.





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## *Master Plan*



# *Protecting and Managing the Natural Environment*

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### PROTECTING AND MANAGING THE NATURAL ENVIRONMENT

It is the goal of Baltimore County to protect and improve environmental quality and public health, and to conserve and manage natural resources. A major strategic environmental issue for Baltimore County is the achievement and maintenance of a balance between protection of the natural resource base of the County and the management of activities which potentially impact the resource base through utilization. The County's resource base requires protection and management in both rural and urban areas. Protection and management strategies should be based on quantity and quality considerations and on an understanding of ecological processes, resource base carrying capacities, and the regenerative capacities of the renewable resources. Resources which require uncompromised protection should be distinguished from those resources which can be managed for continuous production. There are four basic natural resources systems:

- Soils, including basic productivity, suitability for management, and stability under conditions of slope and exposure to agents of erosion.
- Vegetation, including basic productivity, suitability for management, and values for habitat, air quality, water quality, soil productivity and recreation.
- Water systems, including reservoirs, upland streams, tidal waterways, wetlands, and groundwater, suitability for management, values for habitat and recreation, and impact on public health and property.
- Air, including impacts on public health, property, soil, vegetation, water and climate.

Baltimore County will assess the adequacy of existing protection and management measures and develop comprehensive strategies

for these natural resource systems. Inherent in these strategies is the goal to educate the public about the value of the County's natural resources.

### AIR QUALITY

#### POLICY:

It is the policy of Baltimore County to maintain the purity of its air resources and to control potentially detrimental impacts from air pollutants upon public health, property, environmental resources and climate.

#### ISSUE: Attainment and Maintenance of the National Ambient Air Quality Standards (NAAQS)

Baltimore County is located in a regional airshed shared with Baltimore City, and Carroll, Harford, Howard and Anne Arundel Counties. It is located in the center of the major north/south transportation route for the Eastern United States. The entire region has been designated as nonattainment for the NAAQS for ozone. Portions of this area have also been designated as nonattainment for carbon monoxide. Region-wide efforts will be required in order to attain these standards. In addition, control programs for sulfur dioxide, nitrogen oxides, lead and inhalable particulates, for which the NAAQS are currently being achieved, must be maintained in order to prevent future violations of the standards.

#### ACTIONS:

Baltimore County will implement the programs and regulations contained in the State Implementation Plan (SIP) for ozone attainment. Ozone control activities will include control of new and existing point sources of ozone forming pollutants, as well as transportation control strategies and mobile source controls. Baltimore County will also implement carbon monoxide control activities to help achieve the national standards in the region and also to avoid the creation of localized carbon monoxide problem areas. Activities will include the monitoring of development activities, implementation of transportation controls, and control of point sources and mobile sources of carbon monoxide. For the remaining pollutants, sulfur dioxide, nitrogen oxides, lead and inhalable particulates, control strategies will be maintained in order to prevent future exceedances of the standards. Mobile source and transportation control considerations will also contribute to the control of these pollutants. New sources will be required to use the best available air pollution controls. In addition, minimization of airborne inhalable particulates from landclearing, development and construction activity sites will be maintained.

#### ISSUE: Toxic Air Pollutants

Although the National Ambient Air Quality Standards establish acceptable outdoor levels for the six most common air pollutants, they do not address the hundreds of individual toxic air pollutants emitted from industrial and commercial point sources, and from mobile sources. Many of these pollutants are known or suspected carcinogens, while others are highly toxic and can produce noncancer health effects. The National Emission Standards for Hazardous Air Pollutants (NESHAP) address only a handful of these toxic pollutants. Thus, these air toxics have been largely unregulated in the outdoor air, while representing a potential health threat to individuals exposed to high concentrations over long periods of time.

#### ACTION:

Baltimore County will continue to vigorously implement and enforce the Maryland Air Toxics Regulations. Construction permits



for proposed new sources in Baltimore County will be issued only after a satisfactory demonstration by the applicant of compliance with all air toxics control requirements. Existing sources will undergo the air toxics review process on a phased schedule over the next several years. Sources emitting pollutants of greatest potential impact will have the highest priority for review. In addition, implementation of motor vehicle control programs and transportation control activities under the ozone SIP will also serve to reduce emissions of toxic air pollutants from mobile sources.

#### ISSUE: Radon

Radon gas is a by-product of the naturally occurring radioactive decay of uranium and radium bearing rock formations and soils. When radon gets into residences and buildings which have been sealed for energy conservation purposes, it can reach levels which represent a significant health threat. Long-term exposure to elevated levels of radon can lead to lung cancer. The Environmental Protection Agency has established what is considered to be an unsafe level of radon in the home, above which some remedial action should be taken. It is extremely difficult to predict the presence of radon in individual homes or structures because indoor levels of radon are dependent upon individual characteristics and circumstances of each building. Thus, the only way to determine the potential radon threat in a particular home or building is to test the structure individually. Remedial actions are available to reduce the concentrations of radon gas in structures.

#### ACTIONS:

Baltimore County, in recognition of the potential health threat from radon, will:

1. Encourage individual home and building owners to test for radon. This will be done by distributing informational materials and making presentations to community and public interest groups.
2. Provide information and guidance for remedial actions and options as needed.
3. Identify and map on the Environmental Policy Plans geologic formations in the County with the potential to emit radon gas and maintain surveillance of available test results in order to identify potential radon problem areas.
4. Coordinate expanded testing in areas exhibiting a trend of high recorded radon levels and develop a notification procedure for development in these areas.
5. Recommend inclusion of radon mitigation features in new construction in areas identified as potential radon problem areas.

#### GLOBAL WARMING

##### POLICY:

It is the policy of Baltimore County to remain cognizant of the global warming issue, including the scientific evidence and signs of real or potential effects upon the County's resources. Areas which would be especially sensitive to the effects of global warming should be closely monitored. It is the policy of Baltimore County to develop and implement programs which will serve to slow down the build-up of greenhouse gases in the atmosphere, including energy conservation, forest management and elimination of the use of chlorofluorocarbons.

##### ISSUE: Global Warming Trends

On a global scale, scientists are finding increasing evidence that the mean temperature of the earth is rising. This phenomenon is caused by the accumulation in the atmosphere of gases emanating from human industrial, agricultural and defor-

estation activities. These gases, including carbon dioxide, methane, nitrous oxide, ozone and chlorofluorocarbons, allow the warming rays of the sun to reach the earth, but do not let the excess heat escape. Regional and localized effects of global warming are very difficult to predict, as there are numerous influencing factors. Most experts agree, however, that potential effects include shifts in weather patterns causing draughts in moist areas and heavy rains in deserts, a rise in sea level causing flooding of low lying coastal areas, increased intensity of tropical storms, destruction of crops and destruction of coastal wetlands.

#### ACTIONS:

As more becomes known about the causes and effects of the global warming phenomenon, Baltimore County will remain ready to implement specific programs aimed at curbing the accumulation of greenhouse gases. Recognizing that this is a worldwide issue, the County nonetheless, can take effective action on a local level. As part of a County-wide strategy to address global warming, a coordinated set of recommendations will be prepared and will include the following actions:

1. Encourage the conservation of energy and the use of cleaner burning fuels in the residential, commercial and industrial communities.
2. Reduce deforestation activities and embark on forest replanting and restoration programs. (See Forest Resources)
3. Investigate the implementation of other programs to contribute to the mitigation of the greenhouse phenomenon.

For the long term, growth and development planning will incorporate a consideration for the potential effects of global warming upon Baltimore County's resources, particularly in coastal and agricultural areas. (See Shoreline Enhancement)

#### NOISE

##### POLICY:

It is the policy of Baltimore County that its citizens are entitled to the use and enjoyment of their private property, free from interruptions, nuisances or potential health effects from noise pollution.

##### ISSUE: Noise Levels

Excessive noise levels represent a public health concern. Noise pollution is not only a nuisance but can cause physical harm in extreme situations. Safe levels of noise, expressed in decibels, have been established and are contained in Maryland's noise control regulations. Sources of noise include industrial plants, agricultural equipment, commercial operations, and transportation. Allowable noise levels are variable, depending on the established zoning of the receiving property. That is, higher decibel levels are acceptable on property that is zoned for industrial use than allowed on property that is zoned for residential use. In addition, more restrictive noise level limits apply during nighttime hours than during daytime hours.

#### ACTIONS:

It is difficult to predict noise levels and effects from proposed installations in the planning and permitting stage since decibel levels must be measured on the receiving property in order to determine if they are acceptable or not. However, to the extent possible, Baltimore County will review development plans to include consideration for the impact of potential noise sources on the proposed site and adjacent properties.

The County will also continue its program of responding to citizen complaints regarding noise pollution from existing sources and enforcing applicable regulations and allowable levels.

## MINERAL RESOURCES

### POLICY:

It is the policy of Baltimore County to provide the effective management of Baltimore County's mineral resources, to support acquisition and development of additional mining sites, and to alleviate land use conflicts between urban development and mining operations.

### ISSUE: Mineral Extraction

Baltimore County's extractable minerals are recognized as a valuable natural resource. However, these minerals are nonrenewable and must be managed to keep building construction costs low and Baltimore County self-sufficient. There are currently seven active sand and gravel operations in the Coastal Plain, in addition to five active crushed stone and four building stone operations active in the Piedmont.

Mineral extraction industries are often in conflict with surrounding urban and residential development. As the area of urban and residential development increases, the viable sand and gravel deposits are often lost. At current rates, it is anticipated that sand and gravel operations will be exhausted within the next five to twenty years unless specific actions are taken to identify and manage the remaining deposits in Baltimore County. With proper management, the sand and gravel operations are expected to last 40 to 50 years. Once mineral resource deposits are depleted in Baltimore County, building and construction costs will increase considerably due to the cost of transporting the material from other, more distant mines.

Although mineral deposits capable of producing crushed stone are distributed throughout the Baltimore County Piedmont, competitive land uses will make future hard rock quarry operations difficult to acquire. It is expected that the Greenspring Quarry, owned and operated by Arundel Corporation, for example, will be closed by the year 1999. A replacement quarry for that operation is not scheduled. Although crushed stone operations are not experiencing the same depletion crisis that face the sand and gravel operations, crushed stone, lime and calcite are also nonrenewable natural resources that will some day be exhausted. Effective, long-range management plans are essential.

### ACTIONS:

1. Baltimore County will restrict development on its commercially important mineral reserves.
2. Baltimore County will develop standards and regulations including siting requirements, control of truck traffic, and visual screening requirements, in order to make mining operations more compatible with adjacent nonmining uses.

## FOREST RESOURCES

### POLICY:

It is the policy of Baltimore County to improve the quality and quantity of its forest resource for multiple benefits, to manage its forest resource for a sustainable harvest, to control land clearing activities, and to retain and replant trees in developed areas.

### ISSUE: Forest Management for Multiple Benefits

Approximately 114,000 acres or 29% of Baltimore County is forested and these forest resources provide many benefits to county residents. Forest resources provide lumber and wood products, purify drinking water, reduce soil erosion, provide wildlife habitat, produce oxygen, reduce noise and air pollution, and provide numerous recreational opportunities. In addition to the obvious aesthetic values trees provide, they



also help moderate the temperature and wind around homes while increasing property values.

Forests or woodlands play a critical role in the function of the water cycle. Forests help keep the streams, rivers and the Chesapeake Bay free of nutrients and sediment. Forest land is a regulator of water flow and a filter for purifying water. The forest floor acts as a natural sponge because of the large soil pore spaces. It provides an effective infiltration system capable of filtering water at a rate of six inches or more per hour, since forest soils can retain water in 50% of their space. Forest buffers can retain as much as 89% of nitrogen and 80% of the phosphorus associated with runoff.

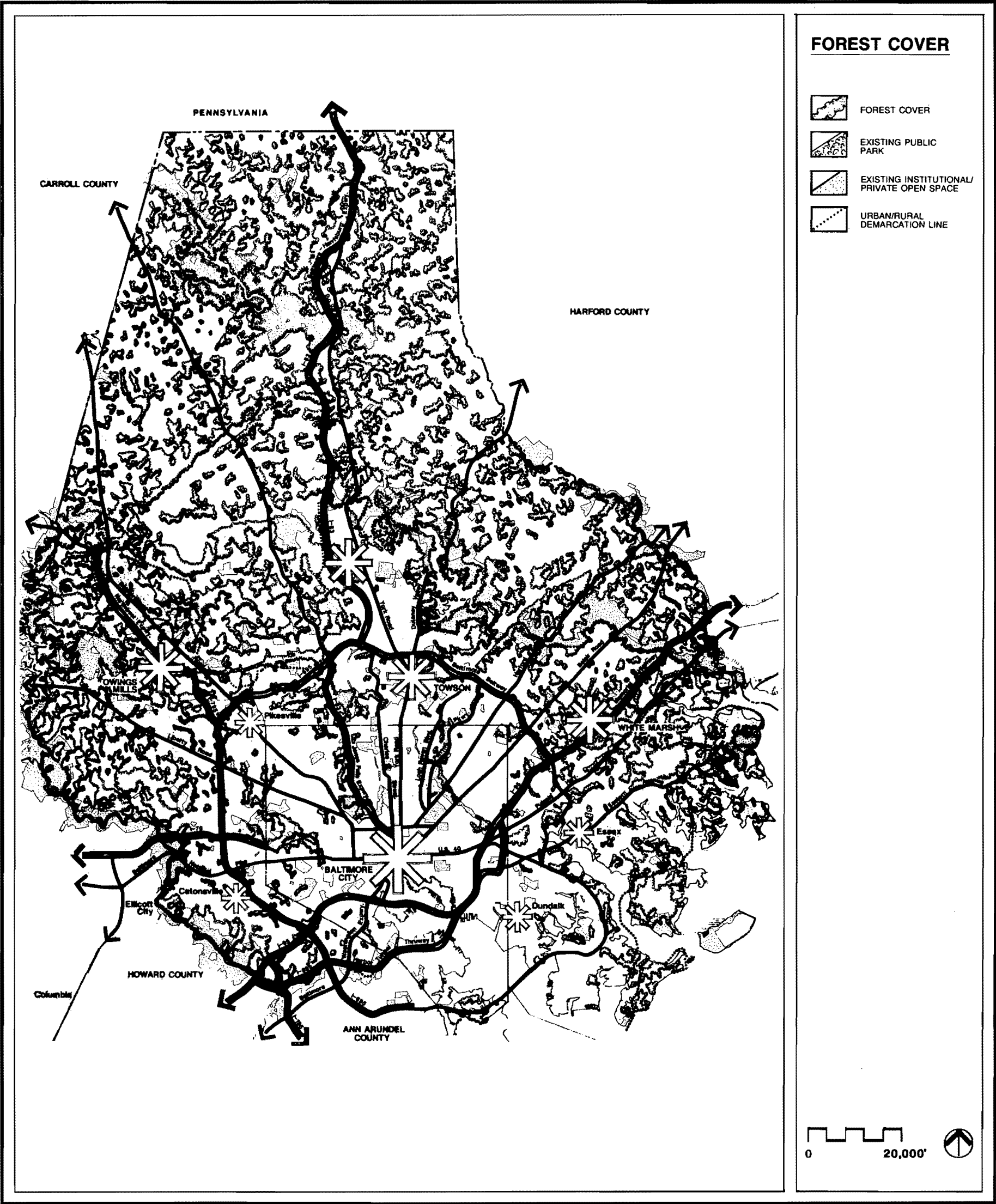
Forest products are economically important in Maryland and Baltimore County. In Maryland, this industry employs 17,000 workers with a combined salary of over \$192 million. Its total input to the state's economy is \$4 billion annually.

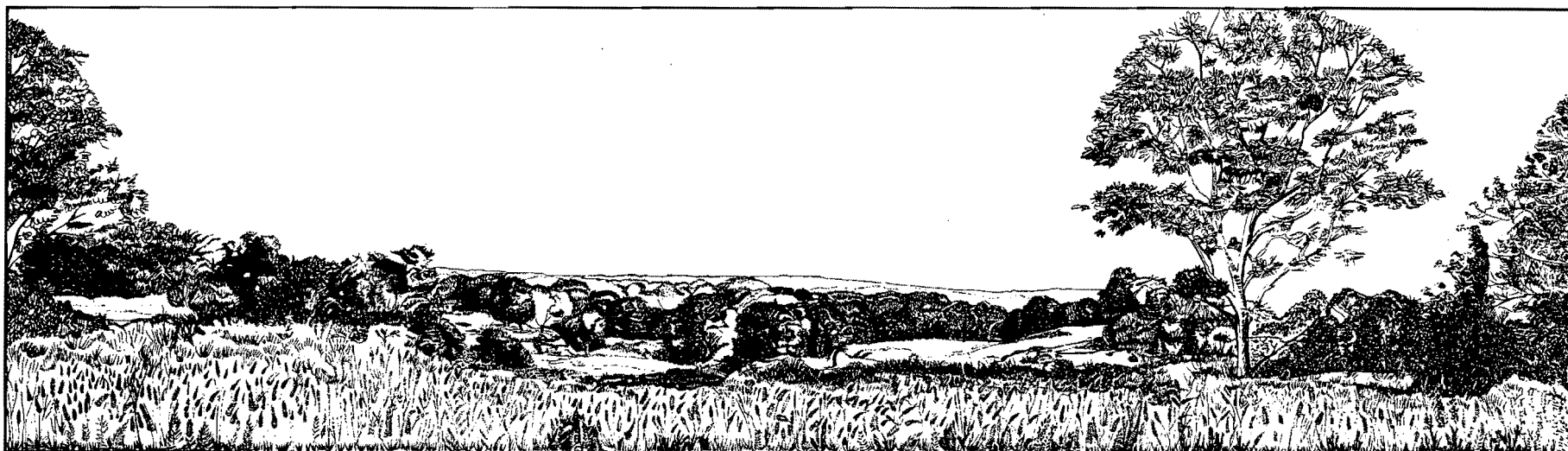
The production potential from privately owned nonindustrial forests is significant. These forests comprise 58% of all timber harvested in the nation and an even higher percent in Maryland. However, these potentially productive forests have suffered from poor management. This is evident by low productivity and underutilization. Sound management includes the efficient production of continuous crops of trees while managing these forests to be of multiple use for such benefits as wildlife, recreation, open space, water quality, and aesthetics.

The Maryland Department of Forests, Parks and Wildlife provides technical assistance in the preparation of Forest Management Plans and Forest Conservation Plans for landowners and also administers the Property Tax Reduction Program for Forest Management.

### ACTIONS:

1. Baltimore County will prepare a comprehensive plan to address management of the forest resources for multiple benefits and sustainable harvest.
2. Baltimore County will guide and support the activities of the Baltimore County Forest Conservancy District Board.
3. Baltimore County will encourage landowners to participate in the State programs for Forest Management/Forest Conservation.
4. Baltimore County will work toward educating the public about the importance of the County's forest resources.
5. Baltimore County will encourage a State-County landowner partnership in dealing with the problems of gypsy moths.





### ISSUE: Landclearing

Baltimore County's positive image and livability are partly the result of the natural landscape, including the tree canopy. Trees provide shade, soften the hard edges of buildings and roads, buffer dissimilar uses, shield against noise and glare, and contribute to the historic character of the County.

A great concern in the developing areas of the County is that of forest removal. This is particularly true in the density residential, commercial and industrial zoned areas. Presently, development practices in these areas result in virtual elimination of all trees and a massive regrading of the site. This results in tremendous impacts on stream systems due to increased stormwater runoff, sediment loads and stream temperature.

One of the stated purposes of the Development Regulations is to "preserve the natural beauty and topography of the County and to insure appropriate development with regard to these natural features". The County's Development Regulations, however, do not specify the types and extent of vegetation to be preserved. Despite the intent of the Development Regulations, it is possible to completely clear a site of vegetation to accommodate the density permitted on the site, (with the exception of the land within the Critical Area of the Chesapeake Bay, RC 20 and RC 50 Zones where clearing without reforestation is not permitted and the RC 4 Watershed Protection Zone where not more than 25% of a site may be cleared). A grading permit can be obtained prior to the submission of a development plan. As long as the soil is not disturbed, trees can be cut down. The applicant may state that the clearing is needed for forestry or agricultural purposes but after a minimal time period, the land is developed.

The Department of Environmental Protection and Resource Management has implemented policies to preserve forest buffers along stream systems. These policies will help to preserve woodland corridors in the County, however, there are no strong policies protecting the trees elsewhere on a site. The Landscape Manual encourages preservation of existing vegetation to the extent possible, and provides an incentive to preserve existing trees through credits against the planting requirements. This incentive has not led to the preservation of existing vegetation.

### ACTIONS:

1. Baltimore County will evaluate its policies and standards for public facilities to incorporate forest protection objectives.
2. Baltimore County will develop a comprehensive land clearing and forest retention strategy that will include a functional evaluation of the County's forest resources, limitations for forest and tree clearance in all zones, grading restrictions, Forest

Conservation Agreements, reforestations, and the preservation of specimen trees.

### ISSUE: Loss of Trees in Existing Developed Areas

Nationally, urban forests are dying. It has been estimated that four urban trees are dying or being removed for every new one planted, and that approximately 100 million "tree species" exist in urban communities. As much as 18 million tons of carbon dioxide reduction a year could result from the planting of these trees.

### ACTIONS:

1. Baltimore County will prepare Urban Forestry Plans in conjunction with economic revitalization efforts.
2. Baltimore County will establish forests on appropriate public land.

### HABITAT PROTECTION

### POLICY:

It is the policy of Baltimore County to improve the quality of its environment by preserving rare and significant species habitat, anadromous fish habitat, tidal and non-tidal wetland habitat, in-stream and riparian habitat, and upland forest habitat.

### ISSUE: Protection of Plant and Wildlife Habitats

Rare and significant plant and wildlife habitats in Baltimore County, including habitat of endangered and threatened species, habitat for forest-dependent species, wetland habitat, in-stream and riparian habitat, aquatic habitat for certain water-dependent bird species and anadromous fish, and other natural areas, are disappearing or becoming isolated at an alarming rate, due primarily to agriculture, development and other human activities. Effective methods of protection are needed to ensure long-term conservation of these habitats.

### ACTIONS:

1. Baltimore County will ensure that rare and significant species habitats are identified on development plans and protected through appropriate habitat protection requirements and construction design modifications.
2. Baltimore County will work in cooperation with the Maryland Environmental Trust and the Maryland Forest, Park and Wildlife Service to protect rare and significant habitat areas through conservation easements.
3. Baltimore County will protect contiguous forest habitat for forest dependent species and establish wildlife corridors composed of native vegetation in order to connect rare and significant habitats.

4. Baltimore County will require forest buffers along stream systems and work to restore degraded riparian, wetland and aquatic habitat.
5. Baltimore County will work to establish submerged aquatic vegetation (SAV) in appropriate locations.

#### GROUND WATER

##### POLICY:

It is the policy of Baltimore County to protect both the quantity and quality of the ground water resources in the County and to ensure that the resource is managed effectively to provide for continued use by future generations of Baltimore County citizens. It is also the policy of Baltimore County to require remediation of ground water contamination incidents to the maximum physical and economic extent, based upon risk assessments related to public health and environmental degradation.

##### ISSUE: Protection of the Quality and Quantity of Ground Water

The ground water resources of Baltimore County are fundamental to the quality of life in the County. Ground water is relied upon by agricultural, residential, commercial and industrial users. About 10 percent of the Baltimore County population relies on ground water as a primary source of drinking water. Approximately 25,000 to 30,000 wells are used to withdraw ground water for that use. In addition, there are currently 16 community well supplies in the County. Community well supplies exist where 25 or more people are using the system. The agricultural community also relies heavily on ground water for domestic, livestock and irrigation purposes. Industrial and commercial uses depend upon ground water for irrigation and process water.

Demand for ground water by individual and community well supply users occurs mainly in the northern half of the County in areas beyond the metropolitan water system. In those areas, ground water generally occurs under unconfined hydrogeologic conditions where the aquifer and ground water are directly susceptible to contamination from the surface. In order to protect the public health, it is essential to protect the ground water resources from contamination by petroleum products, septic systems, fertilizers, pesticides, salt, and industrial wastes. Although it is possible from an engineering perspective to service all geographic areas of the County with a public water supply system, the cost of providing this 10 percent of the population with public water is prohibitive due to low population density.

In addition to quality aspects of ground water in Baltimore County, there are quantity aspects as well. Although all of the Piedmont portion of the County is underlain by crystalline igneous and metamorphic bedrock with relatively minor well yields, there are some geologic units that are poorer than others. Those areas have not yet been clearly identified, however, protection of ground water quantity is as important as ground water quality, particularly in those locations.

##### ACTIONS:

Baltimore County will prepare a comprehensive Ground Water Protection Strategy to evaluate and manage the quality and quantity of the County's ground water resources. This Strategy will incorporate quality/quantity monitoring, will utilize ground water pollution potential maps, and will result in policies and programs for the implementation of controls for land use and pollutant sources such as underground storage tanks.

##### ISSUE: Remediation of Contaminated Ground Water

At the present time, there are approximately 200 unresolved ground water contamination problems in the County. Ninety per-

cent of those cases are directly related to contamination by petroleum products and 70 percent of these are directly related to leaking underground storage tanks. Although the majority of the problems occur in areas serviced by public water and sewer, potential threats to public health remain due to the possibility of accumulation of explosive vapors in basements and crawl spaces. In locations where gasoline vapors do not accumulate to explosive levels, additional health risks occur due to the inhalation of gasoline vapors. Furthermore, some of these contamination sites also cause degradation of streams and riparian habitat.

##### ACTIONS:

1. Baltimore County in conjunction with the Maryland Department of the Environment will prepare standards to guide ground water remediation efforts.
2. Baltimore County will study options for financing ground water remediation efforts.

#### RESERVOIR PROTECTION

##### POLICY:

It is the policy of Baltimore County to restore and protect the water supply reservoirs.

##### ISSUE: Protection of Reservoir Watersheds

Loch Raven, Prettyboy and Liberty Reservoirs are located in Baltimore County and provide the raw water supply for 1.5 million people in the Baltimore metropolitan area. Although most of the watersheds of these reservoirs are located within Baltimore County, the remaining watersheds are located primarily in Carroll County and to a much lesser extent, in Harford and York County, in Pennsylvania. Only 6 percent of the watersheds are owned by Baltimore City, which owns, operates, and manages the reservoirs.

All three of these reservoirs are in states of eutrophication or nutrient-overenrichment. Excessive phosphorus from sewage treatment plants, agriculture and urban development is causing excessive growth of algae. Algae blooms are causing water supply treatment plant problems, and taste and odor problems in the treated water.

In order to control pollution and manage the reservoir watersheds, Baltimore County, Baltimore City, Carroll County, the State of Maryland, the Baltimore County Soil Conservation District and the Carroll County Soil Conservation District entered into the Reservoir Watershed Management Agreement in 1984. Under the terms of this Agreement, an Action Strategy was prepared in order to: (1) prevent increased phosphorus and sediment loadings to all three reservoirs, (2) restore phosphorus loadings in Loch Raven Reservoir to pre-1970 levels, and (3) to reduce phosphorus loadings in Liberty and Prettyboy Reservoirs to acceptable levels.

The Action Strategy included a schedule of implementation for the control of pollutants from point sources, urban development and agriculture.

##### ACTION:

Baltimore County will continue to implement the Reservoir Watershed Management Action Strategy.

#### STREAM SYSTEM PRESERVATION AND RESTORATION

##### POLICY:

It is the policy of Baltimore County to preserve and restore its stream systems and to control impacts on these stream systems.



### ISSUE: Stream Preservation and Restoration

A stream system consists of a stream and its associated floodplain, wetlands and springs. Wetland and riparian vegetation play an essential role in the natural functioning of a stream system, including maintaining base flow, controlling stream temperature, controlling pollution, and providing habitat. There are approximately 1,000 miles of streams in Baltimore County. Many of these stream systems have been degraded by channelization of the streams, development on floodplains, filling and drainage of wetlands, removal of riparian vegetation, and development or clearing on steep slopes or erodible soils adjacent to stream systems. In order to maintain the ecological functioning of a watershed, it is essential to preserve all components of a stream system, to preserve the small tributary streams as well as the larger ones, and to control deleterious impacts on those stream systems.

On May 5, 1989, County Executive Rasmussen signed an Executive Order for the Protection of Water Quality, Streams, Wetlands, and Floodplains. This was the first of the Department of Environment Protection and Resource Management's comprehensive management strategies. These regulations provide for forest buffers along streams, wetlands and floodplains, building setbacks from those forest buffers, and regulations to control water pollution.

### ACTIONS:

1. Baltimore County will implement the Executive Order for the Protection of Water Quality, Streams, Wetlands and Floodplains.
2. Baltimore County will prepare standards to protect steep slopes and erodible soils adjacent to stream systems.
3. Baltimore County will prepare Watershed Plans to comprehensively manage its water resources.
4. Baltimore County will continue to implement its Capital Improvement Program for stream restoration, with a priority on reservoir watersheds.
5. Baltimore County will provide a public education and participation program for stream protection and restoration.



### TIDAL WATERWAYS

#### POLICY:

It is the policy of Baltimore County to improve our tidal waterways by controlling shoreline erosion, reducing navigation hazards, improving aesthetics and habitats of shoreline areas, and dredging tidal channels.

### ISSUE: Shoreline Enhancement

The natural conditions of Baltimore County's waterways range from low-lying marshes to gently sloping beaches to steep bluffs as high as 30 feet. The forces of wind and water have resulted in a dynamic, constantly changing shoreline. Development has been attracted to these waterways and has necessitated the construction of shore protection and water access structures such as piers, bulkheads, and revetments. With time, many of the shoreline structures have deteriorated or failed, often because they were built from inappropriate materials. In many places, the result is a blighted, obstructed and eroding shoreline.

The Baltimore County Shoreline Enhancement Plan identified existing conditions of the County's 173 miles of shoreline and recommended enhancement alternatives. The Plan presents enhancement alternatives that would (1) arrest or reduce erosion, (2) resemble natural conditions in appearance and function, and (3) maintain or improve aesthetic quality. The Plan includes 63 shoreline segments, totalling about 36,000 linear feet, recommended for non-structural enhancement and 29 shoreline segments, totaling over 33,000 linear feet, recommended for structural enhancement.

As part of a comprehensive Waterway Improvement Program, Baltimore County has committed capital improvement funds for shoreline enhancement, coastal zone acquisition, non-structural shoreline protection, structural protection and waterway reclamation.

### ACTIONS:

Baltimore County will:

1. Continue to implement the Shoreline Enhancement component of the Waterway Improvement Program via the Capital Improvement Program.
2. Review permits for construction of shoreline structures and encourage non-structural alternatives where appropriate.
3. Provide information and assistance to property owners on shore erosion control and removal of navigational obstructions.
4. Conduct stream and tidal waterway cleanups to remove debris, flotsam and other materials which adversely impact the water quality, habitats and aesthetics of Bay tributaries.
5. Develop a cost share program to assist property owners with implementation of non-structural shore erosion control methods on private property.

### ISSUE: Waterway Dredging

Baltimore County's 173 miles of shoreline along the sub-estuaries of the Chesapeake Bay offer many recreational and aesthetic qualities. These waterways have long been important to the growth of waterfront communities, recreational boating and associated industries. In the upper reaches of the County's waterways, erosion of fine-grained silts and clays from upland areas has occurred due to agricultural practices, urban development and mining. Many waterways which were once accessible by boat are now choked with sediment.

As part of a comprehensive Waterway Improvement Program, the dredging Prioritization Study was conducted to determine existing bathymetry, historical and current boating trends and environmental constraints for both the dredging process and the spoil disposal for over 60 shallow water creeks. Baltimore County has committed funds for waterway dredging through the Capital Improvement Program.

**ACTIONS:**

1. Baltimore County will continue to implement the Dredging component of the Waterway Improvement Program.
2. Baltimore County will monitor and control upland sources of sediment and other water pollutants carried to waterways as stormwater runoff.
3. Baltimore County will create marshes and construct facilities to prevent the transport of sediment into tidal systems.

**STORMWATER RUNOFF**

**POLICY:**

It is the policy of Baltimore County to control the quantity and quality of stormwater runoff and to secure funds for all facets of stormwater management.

**ISSUE: Control of Stormwater**

Uncontrolled stormwater runoff floods homes, roadways and private property; transports water pollutants, such as sediments, nutrients, toxics and oxygen-demanding materials into the County's waterways; and greatly alters the normal flow patterns of stream systems, thereby eroding the stream channels and diminishing the base flow of the streams.

In accordance with State Law, Baltimore County has Stormwater Management and Sediment Control Programs to address development and construction activities. However, because the knowledge base about stormwater is relatively recent and rapidly evolving, these programs are only moderately effective and only address a portion of the stormwater problem. Stormwater management problems, by and large, have been caused by the lack of stormwater runoff facilities and an emphasis on quantity rather than quality control. To resolve these problems, the County will retrofit older systems where they exist and use recent technology that addresses both the quantitative and qualitative aspects of stormwater management.

The 1987 Amendments to the federal Clean Water Act require jurisdictions to apply for permits for stormwater discharges from storm drainage systems by February 1990. Furthermore, the 1987 Chesapeake Bay Agreement requires 40% reduction of the nitrogen and phosphorous loads to the Chesapeake Bay.

**ACTIONS:**

1. Baltimore County will prepare Watershed Management Plans to comprehensively manage its water resources.
2. Baltimore County will revise its Stormwater Management and Sediment Control Programs to more effectively protect stream systems.
3. Baltimore County will retrofit existing stormwater devices in order to better control water pollution, channel erosion, and flooding.
4. Baltimore County will monitor and control its stormwater discharges in accordance with federal regulations.

**ISSUE: Financing of Stormwater Management**

Stormwater management facilities in Baltimore County are either publicly or privately owned. The long term costs of maintaining these facilities have not been adequately addressed in either the public or private sector. In addition, funding for preparation of watershed management plans, stormwater monitoring and retrofitting must be secured.

**ACTION:**

Baltimore County will study mechanisms, including a utility tax, to finance all facets of stormwater management.

**CHESAPEAKE BAY CRITICAL AREA**

**POLICY:**

It is the policy of Baltimore County to fully implement the Chesapeake Bay Critical Area Local Protection Program.

**Issue: Implementation of the Chesapeake Bay Critical Area Program**

Many adverse impacts to water resources, forest resources and habitats result from land development, shore erosion structures, water dependent facilities and agriculture. In order to control these impacts, the Maryland General Assembly enacted the Chesapeake Bay Critical Area Law in 1984. This law regulates land use activities within a minimum 1,000 foot strip of land along the County's tidal waters.

**ACTIONS:**

Baltimore County will:

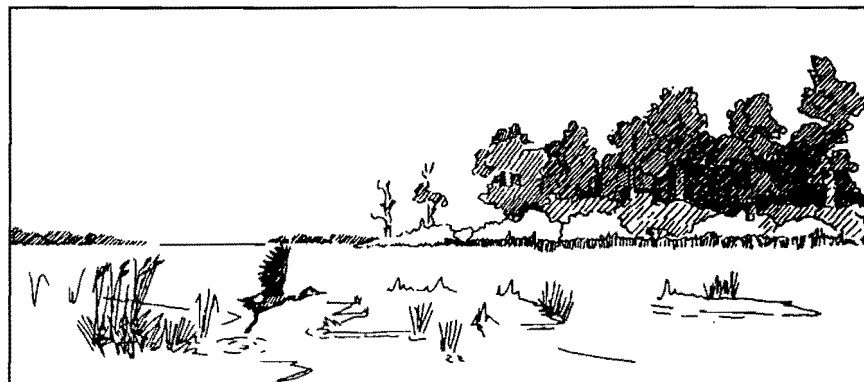
1. Conduct an evaluation of the shoreline to designate potential water dependent facility areas.
2. Construct shoreline stabilization projects in accordance with the Shoreline Enhancement Plan and Waterway Improvement Plan.
3. Implement a water quality retrofit program to improve stormwater runoff.
4. Develop an offset program to reduce pollutant loading by 10% for new development in Intensely Developed Areas.
5. Review development proposals to ensure compliance with the requirements of the Chesapeake Bay Critical Area Law.
6. Ensure the protection of buffers, wetlands, threatened and endangered species, significant plant and wildlife habitat, and anadromous fish propagation areas.
7. Ensure that forest areas are conserved and will pursue reforestation projects in the Critical Area.
8. Work with the Soil Conservation District so that all farms in the Critical Area have Soil Conservation and Water Quality Plans.
9. Acquire natural parks in the Critical Area.

**ISSUE: Boating and Marina Regulations**

Boating has become a major recreational activity, industry, and problem in Baltimore County. The County's waterways are one of the highest use areas of the Chesapeake Bay for recreational boating. Boating generates a demand for berthing, servicing and boat storage facilities. These water dependent facilities are located on private residential properties, public and community waterfront parks, and private marinas. The detrimental impacts from these facilities include stormwater runoff, chemical and petroleum spills, sewage disposal, traffic, boat wakes, and trash.

**ACTION:**

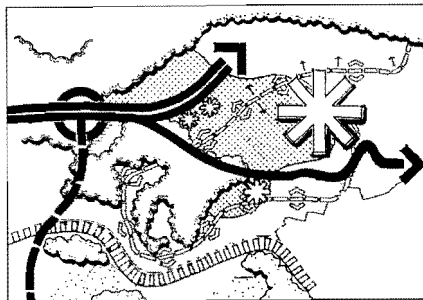
The County will develop a strategy to address boating and marina issues, focussing on boating congestion, mitigation of environmental impacts, inventory of marinas, permitting regulations, enforcement, revisions to zoning regulations regarding marinas (definition and changing technology), conformance with health standards, and education of shoreline property owners.





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## *Master Plan*



## *Implementing the Plan*

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The focus of the 1989 Master Plan is implementation, to be done primarily through the Capital Improvement Program, Comprehensive Zoning Map Process, and Zoning and Development Regulations. In this era of declining state and federal assistance, alternative ways to finance the Plan's recommended actions must also be explored and applied.

The vision of the 1989 Master Plan can only be realized through committed implementation of its policies and actions. The County is emerging as a unique and significant force in the region and must adopt a bold, but rational and responsible approach to its management. By taking the initiative, the County can use and expand the implementing tools described below to ensure the efficient and equitable control of growth and change in Baltimore County.

### CONTROLLING GROWTH AND CHANGE

#### Capital Improvement Program

The Capital Improvement Program is the means of implementing the County's goals for community conservation, commercial revitalization, environmental protection, new growth areas and a host of other issues. The Program covers the County's expenditures on capital projects such as water and sewer extensions, road maintenance and expansion, storm drains, bridge replacement and repair, landfill capping, renovation of government buildings, park development and expansion, modernization of schools, new senior centers, agricultural preservation, commercial revitalization, dredging tidal waterways and removal of architectural barriers for the handicapped. It consists of the capital budget for the current fiscal year plus the plan for the next five fiscal years. The planned or programmed years are adjusted and clarified as each year passes and the projects move forward or back as priorities change.

Although a priority for the capital budget is conservation of older communities, there is no consensus on how this is best achieved, or monitored. Some actions are recommended in the Community Development and Adequate Public Facilities portions of

the Master Plan, but ensuring the funding to meet specific master goals or objectives is often quite difficult. In the past each capital project identified one or more standard plan objectives it was designed to meet. The application of these standard definitions was not consistent due to the complex nature of many capital projects. As part of the next capital budget formulation process commencing in September or October, new categories and means of tying proposed projects to the Master Plan will be identified and explained to agencies submitting capital budget requests.

The adoption of new additional sources of funding also raises significant procedural questions. Many of the possible alternative or additional sources of funding are tied to new development. While this could have the effect of freeing more funds for investment in older communities, legal constraints on the timing of using funds raised from alternative sources may require the commitment of revenues from current sources.

All these factors will require detailed evaluation as part of any decisions regarding funding for capital projects. However, the County will explore alternative and/or additional sources of funding in an effort to reduce the economic burden on older communities.

#### Comprehensive Zoning Map Process

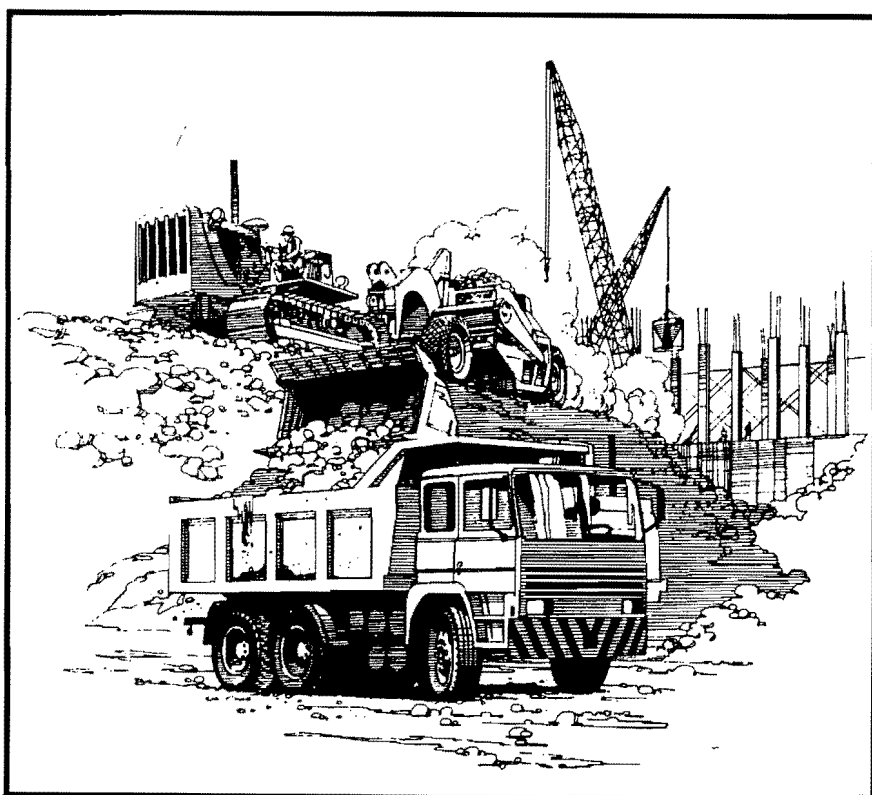
Every four years, the County conducts a comprehensive review of the zoning maps. This provides an opportunity to control the direction and intensity of land use and development throughout the County. Revenues from application fees, from taxes associated with increased zoning, or from the transfer of development rights in the zoning process are other mechanisms that could be used to address special land use issues such as equity for farmers, parks, etc. For the most part, zoning decisions over the past decade have closely followed the proposed patterns set out in the 1976 Growth Management Plan and in the 1979 Master Plan.

The relationship between the Master Plan and Zoning has been the object of much debate. The Master Plan, through its maps and written text, will set clear general guidelines for the future. Within this framework, sector and community plans--each with an appropriate degree of detail--will enable implementation of overall policies in accordance with local needs and identities. These more detailed plans and their maps are essential and provide the most effective way for County policy makers, governmental agencies, the public, development community, etc. to "see" what is planned for the future.

These plans can also be used as a basis for County initiated zoning changes that will implement the Master Plans policies of community conservation, economic enhancement, preservation of natural resources, etc.

The four year Comprehensive Zoning Map Process has distinct advantages in that it is on a set time schedule and results in County-wide zoning. However, the disadvantage is the County is not always able to respond to opportunities that require zone changes outside of the Map process. Zoning recommendations that result from community or special subject plans must also await the Comprehensive Zoning Process.

The County should consider establishing a task force to recommend revisions to the requirements under which zoning requests are reviewed by the Board of Appeals. The current standards of mistake/error or change need to be evaluated and expanded, where appropriate, so that a clearly defined public purpose may be attained.





The County Council should also consider the possibility of adopting zoning changes outside of the four year cycle which were recommended as part of a duly adopted local area plan. Zoning changes would only be considered for plans generated by County agencies and preapproved by Planning Board and County Council as being appropriate for zoning action.

Zoning increases often result in substantial individual profit. In other jurisdictions, these gains are tied to a specific public benefit. This is explained in greater detail in the Funding Section, but for example, zoning increases could be tied to the dedication of land for a park, provision of day care facilities, restoration of historic structures, provision of affordable housing, etc. The specifics would have to be thoroughly investigated, but the principles of linking private profit with public gain should be pursued.

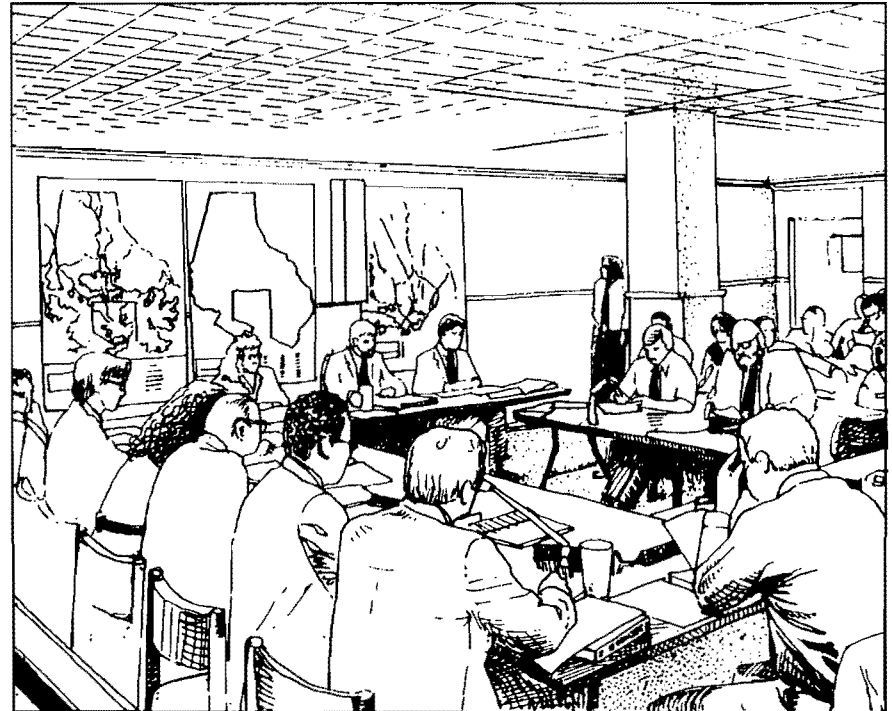
### Development Review Process

The development review process is one effective means of implementing the Master Plan. Public benefits could be negotiated from developers seeking waivers, special exceptions, or variances from County development regulations. This could be a means for the County, in an efficient manner, to ensure a beneficial return on its actions.

### Public Participation

The surest way for growth to be controlled and managed in concert with the wishes of the citizens is through active community participation in the planning and development process. This can be done through the creation of citizens councils, plan preparation advisory groups, through the Planning Board, or through participation on an informal individual basis at Planning Board meetings, Zoning Hearings, County Review Group meetings and Council Sessions.

Eight Advisory Groups were established to assist the Office of Planning and Zoning in preparing the Master Plan. Some form of these groups should continue to work with the County on a regular basis as do the development organizations such as the Homebuilders, National Association of Industrial and Office Parks, the



Chamber of Commerce, etc. True participation also requires increasing public knowledge and awareness of the development and review process and making sure that the public is an active partner with the development community and the County in the consensus of government.

### Ongoing Planning Process

The preparation of Sector Plans, community plans, local area action plans, revitalization plans, updating and revising the Zoning and Development Regulations, and the review and approval process are all methods whereby the Master Plan is implemented, and growth controlled and managed.

This is a major ongoing process in which all interested citizens and associations should be actively involved. It is also the process which ultimately determines the quality of life in the County and is of most immediate concern to the public.

## REGULATIONS AND STANDARDS

As part of the 1989 Master Plan process the Office of Planning and Zoning undertook a detailed analysis of the Zoning Regulations and Development Regulations. An advisory group was created to assist staff in this analysis. A copy of the group's report is available at the Planning Office, 1989 Master Plan - Regulations and Standards, May 1989. The office also received input from other Master Plan Advisory Groups as well as citizens and interest groups. The recommendations included within this Plan represent a compilation of these groups ideas and comments. The Regulations and Standards section was divided into three major subject areas: 1) General Recommendations, 2) Development Regulations, and 3) Zoning Regulations. The comments received indicate the regulations are sound but need some fine tuning.

The general philosophy of the development and zoning regulations is one of quality design and performance standards. Regulations that are loosely defined and vague result in chaotic, poor development, conversely regulations that prescribe strict standards often thwart creative or innovative development.

### ISSUES: General Recommendations

1. The Master Plan outlines general policies and direction regarding land use. Zoning Regulations are one of the tools that enact the land use policies and direction of the Master Plan. The Zoning Regulations outline and specify zones and uses within zones. The Development Regulations specify the standards by which development must comply. The supplementary manuals provide more specific guidance than is outlined within the three major documents.
2. The manuals enabled within the Zoning Regulations and Development Regulations need to be refined and consolidated. The proliferation of administrative policies, although necessary and useful also create conflicts and are frequently unavailable to the public.
3. The administration and enforcement of the three major documents clash. A clearer delineation of enforcement powers is required.
4. The timing for the review and updating of the County's major land use actions needs to be coordinated. The zoning of land and the allocation of public improvement monies (Capital Improvements Program - CIP) should reflect the direction of the Master Plan. Under the process currently established, the adoption of the Master Plan, comprehensive zoning and capital improvements funding does not follow a logical sequence.

### ACTIONS:

1. The three major documents, Master Plan, Zoning Regulations, and Development Regulations, should be amended to clarify the proper advisory and regulatory roles suitable for each document. The proper sequence should begin with the creation of the Master Plan (as a guide), the preparation of community plans (with specific recommendations), and the amendment of the legally binding Zoning Regulations, Development Regulations, development manuals or administrative policies to incorporate recommendations.  
Master Plan - The Baltimore County Code in Section 522.1 - Duties of the Office of Planning and Zoning (a)(1) states that a Master Plan shall be prepared "at least every ten years...". To provide a proper framework and relationship of the Master Plan to the Zoning Regulations, legislation and mapping, the Master Plan should be comprehensively revised every 8 years and reviewed every 4 years before the Comprehensive Zoning Cycle

begins. The scheduling of the Master Plan revision and review does not need to be enacted through a change to the County Code (Charter Amendment) but could be established as policy through an executive order or a County Council resolution. This change would establish the proper scheduling relationship between the Master Plan and Zoning legislation and mapping.

Zoning Regulations - The Zoning Regulations specify how and to what extent a property may develop. Legally, zoning is one of the major land use enforcement mechanisms of the Master Plan. Therefore, any standards such as setbacks, buffer areas, and signage requirements suggested within the Master Plan or community plan should be placed within the Zoning Regulations. After a community plan has been adopted, the suggested implementation mechanisms related to zoning standards should be adopted into the Zoning Regulations.

The Zoning Regulations also need to be amended to allow for better clarification of the relationship between the Master Plan and more detailed community plans. Section 600 should be amended to reflect the following.

- The Master Plan should be considered a guide.
- Community plans or other adopted plans that are part of the Master Plan and which include specific regulations or standards should replace applicable zoning requirements. The most restrictive standards shall prevail.
- Community plans or other adopted plans that are part of the Master Plan should have a life span equivalent to the Master Plan.
- The specific plans e.g., Liberty Road Action Plan, may be added by name into the Zoning Regulations.

Development Regulations - Unlike the Zoning Regulations the Development Regulations provide specific standards as to how the development is actually designed and constructed. Sidewalks, street widths, landscaping quantities, etc., are all specified in the Development Regulations or Development Manuals. Development should be in conformance with the Master Plan, however, any specific standards adopted as part of the Master Plan or a community plan should be adopted into the appropriate development regulations or manuals to the extent possible. This relationship needs to be maintained and reinforced through the Master Plan and community plan recommendations.

Section 22-58,59 and 60 of the Development Regulations should be reviewed and revised to specify 1) a conflict with the Master Plan and 2) the role of 22-18 as it relates to Master Plan conflicts. Conformance with specific community plans should also be included within the Development Regulations.

2. The Zoning Regulations, Development Regulations, Development Manuals, Comprehensive Manual of Development Policies and Administrative Policies have a great deal of overlap and duplication. This creates confusion and uncertainty. A committee should be selected to review, coordinate and consolidate the regulations, manuals and policies.

The issuance of administrative policies by various County agencies and departments needs to be formalized. Administrative policies should be available for inter-agency and public comment, provided in one document, and made accessible to the public. The language should be clear, concise and the policies should be enforceable. The whole system for the issuance, review, and publication of administrative policies should be formulated into a cohesive systematic process.

3. Develop a plan to resolve conflicts among the various policies and standards enabled by and contained within the County Development and Zoning Regulations. In these cases, final resolution could be provided by the County Administration or County Attorney.

4. To assist in fulfilling adopted goals of the County, the out of cycle zoning process should be amended. Major County initiatives such as affordable housing or economic development addressed in documented site plans could be handled upon request of the County.

## DEVELOPMENT REGULATIONS

The Development Regulations are of relatively recent origin and are essentially sound and good. Some fine tuning of the regulations, however, is required.

Major concerns regarding development regulations can be divided into three functional areas: 1) the development process, 2) standards for development, and 3) enforcement. Problems associated with the Development Regulations include the following:

- There are concerns regarding the functioning of the CRG review process.
- Regulations need to be upgraded and reorganized. Plan submittal requirements, conformance with Master Plan, special regulations, etc., that are enabled within the Development Regulations need to be consolidated in a clear, concise manner.

## ISSUES: Development Standards

1. The County Review Group development review process serves a vital function. This process needs to be modified to reinforce sketch plan review, community input and avoid unnecessary delays.
2. The standards for development are inadequate to assure quality development. The manuals enabled under the zoning and development regulations need to be consolidated and updated.

## ACTIONS:

1. The manuals enabled in Section 22-105 of the Development Regulations and Section 504.2 of the Zoning Regulations should be consolidated into a Comprehensive Manual of Performance Standards For Development. The consolidated manual would include Design Standards (old Comprehensive Manual of Development Policies), Landscape Manual, Open Space Manual (continued administration by Recreation and Parks), and Administrative Policies (Office of Planning and Zoning). The new consolidated manual would be legally enabled through the Development Regulations.
2. The current standards for office development as provided in Section 22-104 is an example of standards that are not enforceable as currently written. These types of development standards should be placed within a design oriented manual such as the proposed Comprehensive Manual Of Performance Standards For Development so the written regulations have a visual design element. The same idea can be expressed for regulations dealing with panhandle lots (Sec. 22-85), parking, signs, benches and transit facilities (Sec. 22-83), etc.
3. The development regulations should be evaluated to determine an appropriate level of information. Distinctions could be made on separate plans between existing conditions and proposed development. Separate regulations for minor subdivisions should be incorporated into the Development Regulations. The differences between the information required on the CRG plan and Final Development Plan should be clarified.
4. The waiver process for County Review Group, although necessary and useful, has created problems with community notification. A system of community notification involving mailings to community associations and groups should be investigated. The

requirement of the applicant's attendance at the Planning board meeting should also be studied.

5. Amendments to the County Review Group should be studied to meet the objectives below. Once approved, these objectives will be implemented through changes to the appropriate Development and Zoning Regulations. Advisory groups will be established and legislation must be approved by the Planning Board and County Council.

## A. Revise County Review Group - Process Pre-Development Conference

- a sketch plan outlining general site layout, schematic elevations, etc., should be submitted. The appropriate County agencies should review the submittal so that the plan presented to the community generally meets County regulations and standards.

## Community Meeting

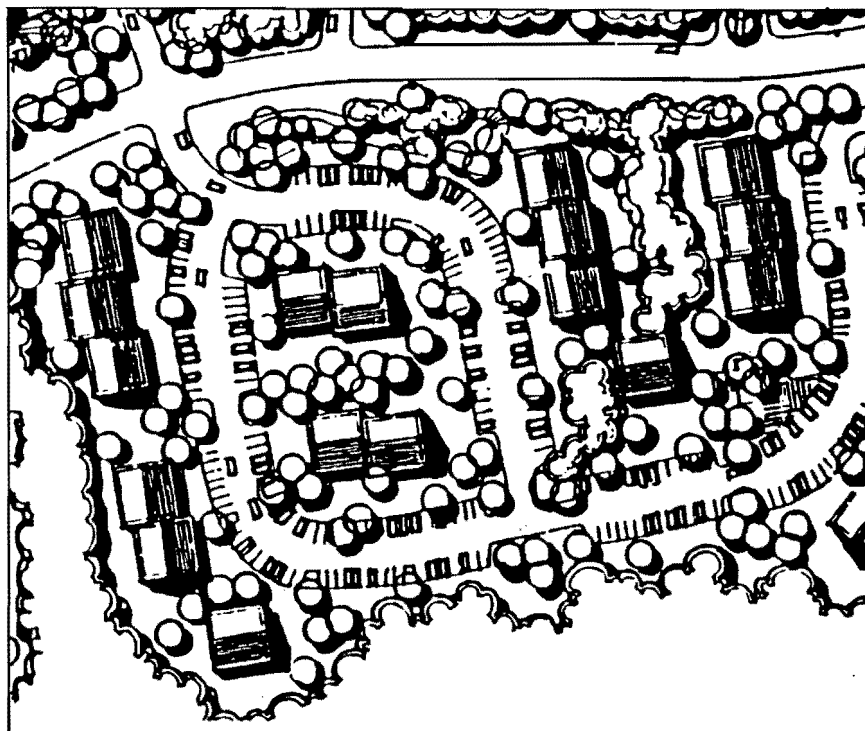
- a public meeting conducted by the Office of Planning and Zoning should be held within the affected community.
- the developer or his representative should present the sketch plan for community comments and discussion.
- community comments, which are advisory, should be entered into the County file.
- community notification could range from the posting of the site to notification of community organizations.

## County Review Group (CRG)

- a public CRG meeting is held
- one department should be responsible for compiling a complete report and presentation to the CRG.
- the CRG composition needs to be determined.
- the scope of County review should include all agencies such as Economic and Community Development, Police, etc.
- citizen's comments obtained from the community meeting should be addressed by County Agencies.

## B. Revise CRG Submittal Requirements

Current CRG submittal requirements are too detailed and need to be reduced. In addition to requiring compliance with County Regulations, the CRG should have the authority to make findings regarding compatibility, community impact, and site and building design. Guidelines for these determinations will be developed as part of the regulatory changes to the CRG and will be subject to public hearings and review and approval by the Planning Board and County Council.



### C. Revise Processing Procedures

A sole point of contact and coordination between developers and the County should be established.

At present, the permit review process is extremely complex and time consuming. It depends upon 1) grading, stormwater management, sediment control, and critical areas plan review by Department of Environmental Protection and Resource Management, 2) sidewalks, streets, water, sewer plans by Public Works, 3) CRG conformance, final development, zoning conformance by Planning and Zoning and 4) building and fire code conformance by Permits and Licenses, Fire Department, etc. This process needs to be consolidated and streamlined.

### D. Board of Appeals

The hearing and review process needs to be shortened and the standards for the basis of appeal established.

### CRG Plan Information

The language regarding the purposes and policies section of the Development Regulations states an intent to "protect the character... of the County", "to provide adequate...public... facilities", "to provide the most beneficial relationships between the uses of land and buildings..", "to establish reasonable standards of design", however, the mechanisms to accomplish this need to be strengthened.

A simplified CRG "Concept" plan, sufficient to meet the County's Development and Zoning Regulations should address two basic issues.

#### A. Compatibility With Surrounding Areas

1. Site design
2. Architectural Design
3. Performance Standards with review by Design Review Board where appropriate.

#### B. Community and/or Area Impact

1. Environmental Assessment
2. Traffic Impact - level of service, impact on intersections and roadways, trip generation and distribution, location of roads, mass transit accessibility, emergency vehicle access, parking layout and function, etc.

### 3. Community Service and Facilities

#### 4. Public Services and Facilities

- Water
- Sewer
- Parks
- Schools
- Police
- Fire

#### 5. Economic Impact of proposed shopping centers in the vicinity of Revitalization Areas.

#### 6. Public Safety - location of elements within commercial developments subject to review by the Police Department.

The Compatibility Review and Community Impact Statement should be incorporated into the development review process. The scope of the review may vary according to the size or scale of the project, however, some minimal level of information and analysis should always be included. Special exceptions and hearings should be required to submit an impact statement. Requests for rezonings whether cycle or comprehensive should also submit statements based upon the maximum buildout allowed under zoning and the expected level of buildout as projected on the documented site plan, if required. The actual process and procedure for submitting a statement should be outlined in the zoning and development regulations.

The use of compatibility review and impact statements must be viewed in conjunction with proposed changes to the current County Zoning Regulations. Together, they are a first step in the creation of more flexible, yet more responsible 'performance standards' for land use and development control.

### ZONING REGULATIONS

The Zoning Regulations are lengthy, complex, cumbersome, and often contradictory. The document as it exists today was originally established in 1955. Since that time, there have been major changes to the document. Some of these changes have been positive and many were instituted as part of past Master Plan recommendations. The major positive changes to the Zoning Regulations include the following:

- establishment of rural conservation zones (residential and commercial)
- creation of density residential (DR) zoning
- creation of overlay districts
- growth management/adequate facilities
- revision to parking standards
- detailed special regulations for specified uses
- revision to office zones

There are, however, major problems with the existing regulations. Many aspects of the current regulations are creating land use conflicts throughout the County. These conflicts generate a poor environment, do not provide adequate protection for residents, and often lead to requests for further rezoning.

#### ISSUE: Structure and Procedures

The Baltimore County Zoning Regulations (BCZR) are confusing, often inconsistent and in need of major editing. Variance and waiver procedures often discourage good development. Regulations do not encourage innovative housing types and new uses are not permitted.

#### ACTIONS:

1. Edit the Baltimore County Zoning Regulations. The regulations should be rewritten so they are clear, unambiguous, understandable and free from internal and external conflicts. Furthermore, where appropriate, the Interpretations of the Zoning Commissioner should be incorporated into the BCZR. In addition to a thorough editing of the BCZR, one of the commercial code companies should be retained to edit and publish annotations to



the BCZR at least semiannually. Furthermore, the opinions of the Board of Appeals and Zoning Commissioner should be made available to the public.

2. Compare each of the manuals against the others and resolve any conflicts.
3. Amend the BCZR to allow flexibility for the Zoning Commissioner to "fit in" uses which are appropriate and compatible in various zones.
4. Revise the Zoning Regulations to allow for different levels of variances. Minor variances as well as waivers should be approved administratively by either the Planning Director or the Zoning Commissioner.
5. Enact regulations to promote a wider range of innovative housing choices.
6. Make all of the manuals related to development available in the County Bookstore. When new policies or procedures are proposed there should be public notice, a comment period, and a set "effective date" provided. There should be clear grandfathering provisions, and all new policies should be made readily available to the public.

#### ISSUE: Density Residential Zones

Density Residential zoning is generally a progressive and farsighted technique and has been working fairly well since its introduction in 1970. Community concerns, expressed at CRG meetings, Wellness Audits and at Master Plan Advisory Group meetings, however, have all focused on the need to restrict the free transfer of development across DR zone lines.

Most jurisdictions would consider Density Residential zoning a planned unit development, and would require a public hearing and hearing officer/board approval for these projects, even though no additional density overall has been permitted.

#### ACTIONS:

The actions below will form the basis for revisions to the Density Residential Zoning Regulations:

1. Except for single family detached homes in DR 1 and DR 2 zones, transference of density between zones would only be permitted after review and approval by the Planning Board. Transfers would be granted upon the finding of public benefit such as provision of a park or public open space, off-site improvements, affordable housing, etc. All transfers would require community impact finding, compatibility finding and improved design standards. Any "clustering" in Community Conservation Areas in DR 3.5 or DR 5.5 independent of density transfer would require provision of public benefit, community impact finding, compatibility finding and meeting improved design standards.

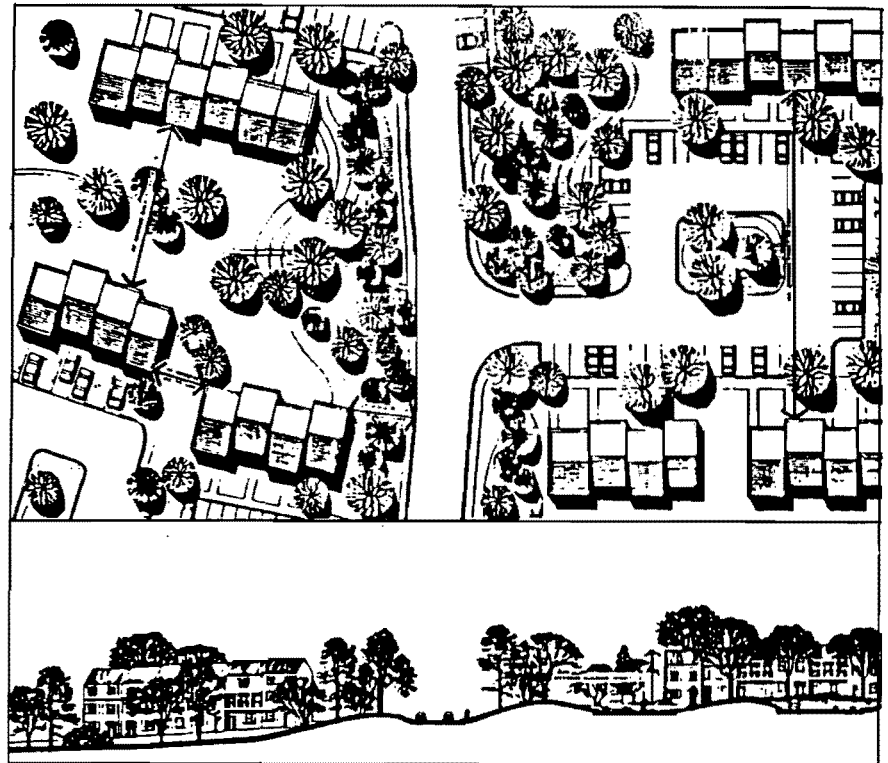
Residential Transition Areas (RTAs) may be waived when their purpose of protecting single family residences would be achieved through the compatibility findings and the restructuring of the DR zones.

These proposed modifications represent a delicate balance between performance standards, clustering, planned development review and stratification of the Density Residential zoning. This realignment will provide a level of assurance and a measure of compatibility for communities while maintaining the overall intent of Density Residential zoning. In this way we may help preserve the best of what is while providing the opportunities for the future.

2. Revise the regulations for the Residential Elevator Apartment zones to ensure that they are used to their fullest capacity and encourage high density, high quality residential growth in and adjacent to Urban and Town Centers.

#### ISSUE: Mobile Homes

Mobile home parks with the appropriate performance standards can be desirable and affordable communities. However, histori-



cal perceptions of "trailer camps", overcrowded mobile home parks, and substandard housing still persist in the public's image of this type of development. The provision of adequate areas for mobile homes and the development of mobile homes or manufactured housing needs to be addressed.

Mobile homes are not allowed as a matter of right in any zone. Mobile homes are allowed as special exceptions in the Density Residential 1,2, 3.5, Business Roadside, and Manufacturing Heavy Zones. Mobile homes work best at a density of 4-8 dwelling units per acre.

Distinctions also have to be made between mobile homes that are wheeled to the site and manufactured or component homes that are trucked to the site and then assembled.

#### ACTIONS:

1. Convene a working group of mobile home industry representatives, County agencies and community representatives to develop adequate zoning standards that would enable mobile home or manufactured home development.
2. Undertake a special study to 1) develop an effective zoning mechanism, such as an overlay district, that would allow mobile home parks 2) create performance standards and criteria.

#### ISSUES: Commercial, Office, and Manufacturing Zones

1. The business zones need to be updated and revised in a manner that does not generate a large amount of nonconforming uses and allows for flexible development.
2. The manufacturing zones are essentially sound and good. The zones need to be consolidated into viable office/service, light manufacturing, heavy manufacturing and mixed manufacturing categories. Of particular concern is the extent of office development in manufacturing zones which often precludes the uses for which these zones were created. The appropriateness of much of the industrial zoned land should be evaluated through a County-wide study to determine how much of this land is developable.
3. There are temporary land uses such as quarries and landfills that serve a public service or need, have strict locational requirements such as proximity to a resource, and do not lend themselves to rational planning or zoning principles. Quarries located within residential areas are zoned for manufacturing yet when the quarry use expires the appropriate replacement land use may not be a manufacturing use.



Section 22-106 of the Development Regulations addressed this issue through the requirement of providing a land reclamation plan that would specify the use of the quarry when the quarry operation is terminated. Temporary public service uses need to have a temporary holding or deferral zone that has adequate performance standards and allows appropriate zoning to be placed on the parcel when the operation reaches its life expectancy.

4. The office zones have been recently revised and updated. The zones appear to be functioning well and are not in need of major revision, however, fine tuning of the zones to address small lot requirements, and consolidation of requirements within the Development Regulations should be considered.
5. The sign regulations need to be completely updated and revised. The regulations should distinguish between new and existing signs as well as public and private signage. Incentives for compliance, quicker permitting, and phasing out of nonconforming uses should be evaluated. Compliance with adopted local community plans should also be considered.
6. A mixed use "employment/residential" zone needs to be established for use in Town Centers, Growth Areas and areas with a high potential for redevelopment.

### ACTIONS:

1. Investigate the creation of "Performance Districts" for business zones.
  - Create one general commercial base zone.
  - Establish a series of "performance districts" to overlay the base zones. The districts should include the following:
    - Rural Commercial - retain existing rural commercial district;
    - Neighborhood - local neighborhood serving services and related retail uses, no automobile-related uses;
    - Urban - major retail centers or commercial corridors, regional service area, automobile-related uses subject to special exception;
    - Mixed - higher density, high intensity uses such as office, hotel, motel, residential and retail in carefully prescribed ratios where retail uses could be economically displaced by
  - Prepare criteria for "performance districts" which, in addition to the development of design standards, should ensure the orderly growth of the neighborhood and community and prevent negative fiscal impact on the County. Suitable locations for their application will be identified as part of the ongoing Master Planning implementation process. Business interests and citizens groups will be invited to participate in this process.
2. Evaluate the light and heavy manufacturing zones to establish the proper relationships of nonindustrial uses within these zones. In addition, the Manufacturing Light Restricted and Manufacturing Restricted zones will be consolidated into one major mixed use industrial zone with performance standards and criteria.
3. Create an office service zone addressing more current development trends.
4. Conduct a County-wide study evaluating the economic viability, size of parcels, location, and environmental constraints and provide recommendations for zoning changes (legislation and mapping).
5. Evaluate the Residential Office zone to reduce certain standards for small lots. Section 22-104 of the Development Regulations regarding RO, O1, O2 and OT zones should be consolidated to provide general performance standards for all office zones.
6. Evaluate temporary uses serving a public purpose subject to

locational constraints to determine if a deferred zoning classification would be appropriate.

7. Complete the revisions to the sign regulations started prior to the 1988 Comprehensive Zoning. Develop an enforcement program that is coupled with monetary incentives to encourage upgrading and compliance with sign regulations.
8. Revise Planned Unit Developments (PUD) legislation to include proposals to create PUDs for commercial, office and manufacturing uses. This will enable the combination of uses that are not allowed in base zones, subject to performance standards and an evaluation of trade-offs.
9. Revise the regulations to include provisions for effective screening/buffering between commercial, office, and manufacturing zones and adjacent residential zones. Landscape Plans should be required for land used for heavy manufacturing.

### ISSUE: Planned Unit Developments

The current planned development guidelines as outlined within the Zoning Regulations (Bill 100 adopted 1970) and Comprehensive Manual of Development Policies (adopted September 21, 1972) are not adequate to address the conditions presented in major development proposals. An appropriate relationship of design and mix of elements needs to be created to guide major projects. Revised PUD legislation needs to be aimed at establishing an appropriate pattern of site design and formulating an appropriate mix of elements such as use, density bonuses, open space, parking streets, recreation areas, signage, landscaping, public services, affordable housing, etc.

### ACTIONS:

1. Revise the current legislation to provide for PUDs with a minimum site area of 50-acres, instead of the 250-acres currently required.
2. Develop performance standards and design guidelines for these developments in association with County agencies.
3. Establish a simplified review and approval process for Unit Developments.
4. Require that Planned Unit Developments contribute to the public good by providing affordable housing, community services or facilities, contributions to Agricultural Preservation, etc.

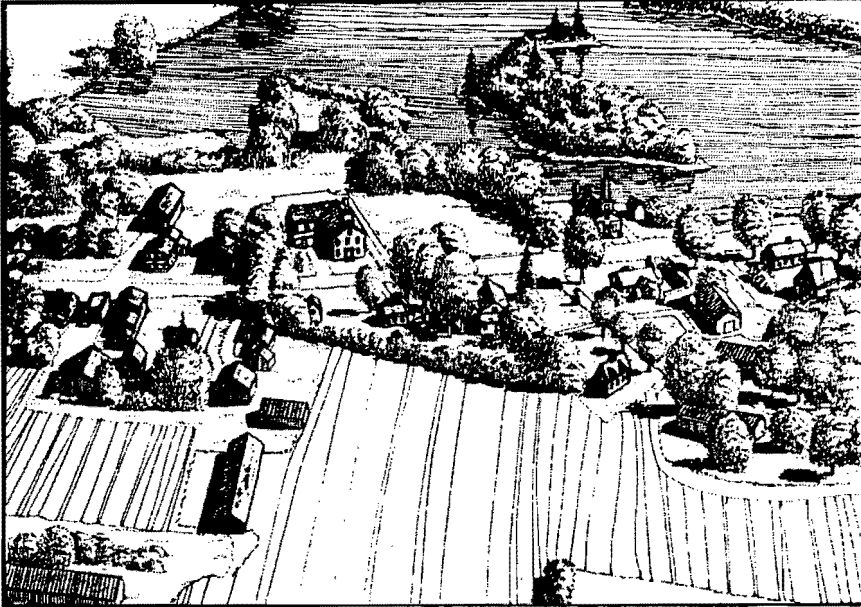
### ISSUES: Resource Conservation Zones

1. The RC 2 zone is working well and accomplishing the purposes for which it was created. However, the zone needs to be fine tuned and other complementary means to preserve agricultural land while ensuring equity need to be investigated and developed for Baltimore County and the Region.
2. All too often, development is not compatible with rural surroundings, conflicts with agricultural uses, and threatens environmental quality. Unfortunately, County regulations for roads, sidewalks, gutters, etc., sometimes foster this type of development.
3. Some rural residents, especially newcomers, expect the services and facilities associated with urban development. Expanding and extending nonessential services to rural areas would be prohibitive and possibly to the detriment of older urban communities.

### ACTIONS:

1. Update the RC 2 zone to permit new technological and operational advances in agriculture, and revise the zone to eliminate uses incompatible with agriculture and refine policies on the tabulation of subdivision lot densities.
2. The County and a broadly representative working group will develop a comprehensive strategy to preserve agricultural as a viable industry in the County. The group will investigate and evaluate cluster development options, transferable development rights, financial incentives, etc.





3. Evaluate the RC 4 (Watershed Protection) and RC 5 (Rural - Residential) zones as to their effectiveness in protecting environmental quality and fostering compatible rural development. Performance Standards for site layout, limits of disturbance, agricultural buffers, grades of streets, tree clearance, impervious surfaces, etc., will be developed and adopted as part of the Comprehensive Manual of Performance Standards for Development.
4. The Departments of Public Works and Environmental Protection and Resource Management and the Office of Planning and Zoning will work with various interest groups to evaluate and develop acceptable and safe Public Works standards (streets, grades, etc.) for rural development.
5. Investigate the feasibility, legality, and desirability of different standards for services and facilities in rural and urban portions of the County.

### ISSUE: Enforcement

The lack of enforcement can render the best regulations ineffective. The County's zoning enforcement staff is small and as such, is limited to responding only to complaints. There is minimal enforcement of the Landscape Manual and no comprehensive follow up on development, grading, or sediment control plans or for building permits.

### ACTION:

The enforcement of the County's regulations must be thoroughly reexamined. Possible changes include restructuring all enforcement responsibilities under one authority, increasing processing fees to cover the cost of enforcement actions, increasing the number of inspectors, substantially increasing the fines for violations and for not obtaining a permit, etc.

### DESIGN GUIDELINES

Baltimore County's character over the last decade has been marked by the changes which come with increasingly dense growth. The "Beltway communities" have experienced the transformation from suburb to town as infill development has converted wooded open spaces into townhouse tracts and growth areas have spread across the rolling countryside, replacing former pasture and woodland. Towson has become the focus of large scale high-rise office development set among the remnants of an older nineteenth century

town. Beyond the old suburban fringe, the rural parts of the County are experiencing an increase in the number of houses on former agricultural land.

The majority of this growth has taken place under zoning and development regulations intended to encourage flexible suburban growth. Design controls are limited to setbacks, height, and signage control. Qualitative requirements are confined to certain office zoning, and landscape screening and buffering. Through increased urbanization it has become apparent that such a system of design control cannot deal satisfactorily with the serious issue of design quality now facing the County. The increasing scarcity of land, the density of new development, and a growing public sensitivity to the environmental and aesthetic impacts of new growth all point to the need for better methods of design review and control.

In response to this need, a Design Advisory Group composed of representatives named by business and professional associations involved in development and design was included in the Master Plan process. The Group determined goals and objectives, identified priority design issues, and proposed ways of practically dealing with these issues.

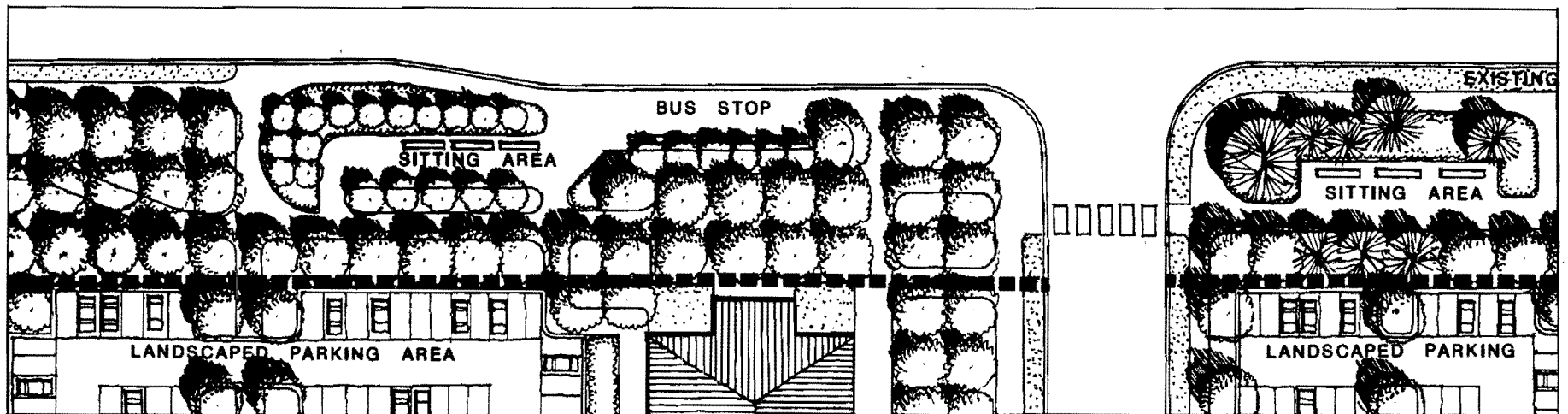
The difficulties of trying to improve design quality by legislation are well known. These difficulties involve not only the subjectivity of taste, but an even more basic problem. The more general and widely acceptable the regulation, the more difficult it will be to apply and adapt it to specific cases. Conversely, the more specific and detailed the regulation, the more likely it will lead in some cases to rigid and inappropriate solutions. The Master Plan, supported by the consensus of its Design Advisory Group, proposes a dual solution based upon 1) the creation of advisory Design Guidelines which incorporate general principles and broad statements of intent and 2) the formulation of a advisory Design Review Board, whose role will be to interpret the guidelines and apply them to specific projects under review. In addition, this proposal recommends changes to the Planned Unit Development regulations which will allow greater flexibility and promote better design.

### POLICY:

The County will promote good quality new development, enhance the quality of existing communities, facilitate the plan approval process and increase efficiency by clarifying in advance of plan submittal the kinds of development which would receive approval without delays and changes.

The Design Guidelines should fulfill the following specific objectives:

- promote a liveable and pleasant environment by ensuring that new development provides adequate privacy, noise control, open space, community facilities, pedestrian systems and other amenities essential to healthy communities.
- integrate new development into existing built and natural environments by minimizing site disturbance and visual intrusion.
- encourage sensitive site design that would prevent the waste of limited land resources, take advantage of existing site features, and help ensure the protection of scenic and historic areas.
- enhance and strengthen a sense of place, of local/regional identity and of historical continuity by identifying and encouraging desirable site layouts and architectural design themes typical of the locality.
- promote a sense of order and harmony by discouraging jarring contrasts of scale, form, material and style.
- encourage and guide imaginative variety, where appropriate, to avoid excessive repetition, rigidity, uniformity, and monotony.



- help ensure economically sound, financially viable development.

The Design Guidelines are intended to help improve the quality of new development and introduce an element of predictability into the qualitative part of the plan approval process by setting out evaluation criteria for new development. The intended audience for the Guidelines includes architects, landscape architects, civil engineers, surveyors, developers, community groups, CRG staff and County Departments and Agencies involved in plan review and approval, Planning Board, County Council, Executive staff, and a possible future Design Review Board.

The creation of an advisory Design Review Board for Baltimore County will be considered as part of the CRG process revision. Experience with Design Review Boards in numerous jurisdictions has shown this form of development control can substantially raise the level of design quality without acting as an undue impediment to growth. Baltimore City's program of design review has been in operation for twenty years. The program has earned the acceptance and respect of both architects and developers, and has helped Baltimore City gain a reputation as a nationally recognized example of inner-city renaissance. Baltimore County has reached the level of urbanization at which pressures for increased development should be tempered by a form of quality control beyond that offered by zoning and development regulations.

It should be emphasized good design is an essential part of good planning. It can help ensure new buildings will enhance the quality of life and protect the environment so Baltimore County will continue to be a pleasant and beautiful place to live. A Design Review Board can be an effective tool in achieving this goal.

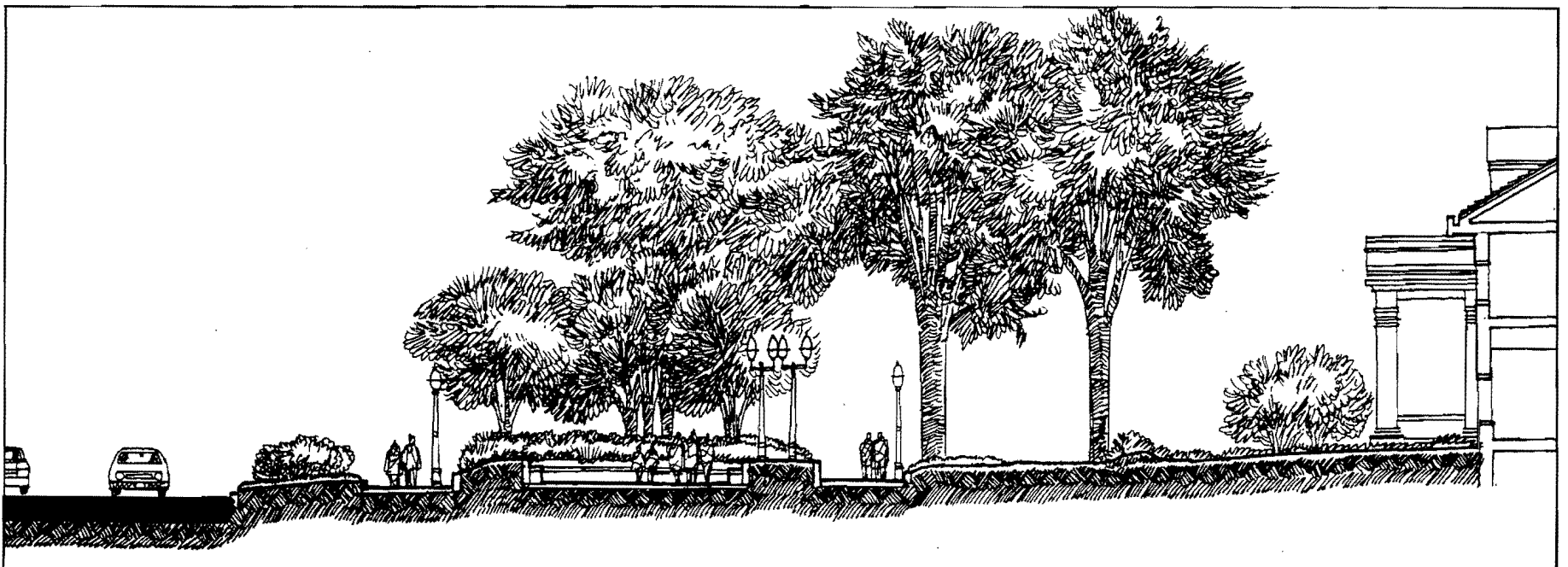
### ISSUE: Site Design

There are a series of quality design issues (site design and architectural design) that need to be evaluated and corrected. Quality site design depends upon the actual layout of the site and includes streets, building locations and parking areas. Additional site amenities include walkways, open spaces, sitting and playing areas. Architectural design issues include elements such as length of buildings, pitch of roofs or facade treatments. As the County becomes more urbanized and development becomes more compact, the provision of these elements will be critical to maintaining our high quality of life. In many cases stream valley buffers or other County requirements can serve dual purposes of providing open space and saving environmentally sensitive areas.

The County needs to work with development business, Community, and environmental interests to prepare guidelines and performance standards to improve the quality of development in Baltimore County. These regulations would be subject to public hearings and review and approval by the Planning Board and County Council.

### ACTIONS:

1. Revise the regulations so distances between buildings, tract lines and streets become a function of good design rather than window locations.
2. Examine the length of buildings to determine appropriate dimensions.
3. Establish special standards for innovative house types such as



zero lot line, "zipper lots", or multiple connections such as quads, duplexes, etc.

4. Create performance standards for all development and housing types and place into a comprehensive manual that is updated on a periodic (5 year) basis.
5. Evaluate the use of the Residential Transition Area buffer and setback requirements to establish appropriate performance standards. A minimum setback and landscape treatment would be provided with flexibility to extend the buffer as landscaping or berming are reduced. The use of a special berming to reduce the buffer to the minimum requirements should also be considered.
6. Evaluate the retention of existing trees within designated RTA buffer areas. A 'finding' by the Director of the Office of Planning and Zoning should be made and submitted to the CRG for their consideration prior to the granting of approval to clear existing vegetation in RTA buffer areas.

## PRIORITY DESIGN ISSUES

The Design Guidelines should be adopted into a Comprehensive Manual of Performance Standards for Development (old C.M.D.P.), and a Design Review Board should be created.

Planning Staff and the Master Plan Design Advisory Group have identified a limited number of priority design issues which are the focus of the Design Guidelines.

The choice of these priority design issues does not deny the importance of others which should be dealt with in the future. Prominent among these should be guidelines for Revitalization Areas, Community and Neighborhood Centers, as well as site specific and detailed urban design plans for Growth Areas and Urban Centers.

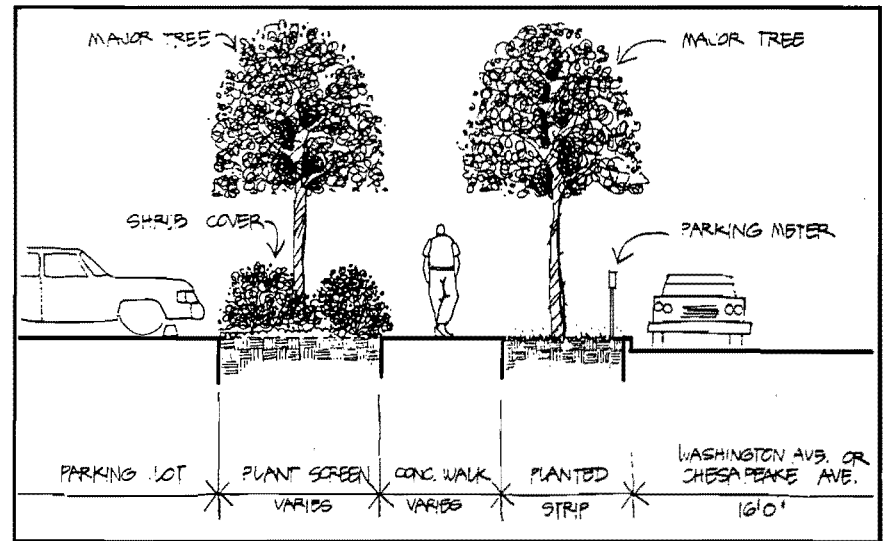
## ISSUE: Site Development and Site Protection

### POLICIES:

1. Every plan submitted for CRG approval will be based upon a thorough and comprehensive site analysis, carried out according to good professional practice
2. There will be an evaluation by a Landscape Architect of existing tree cover. Trees for preservation shall be clearly marked on the plan.
3. Retention and protection of wooded hilltops and ridges is an important principle of good design. Hilltop development in general should be carefully evaluated for negative visual impact. Particularly important are the hills and ridges which form the visual boundaries of the County's major landscape spaces--The Valleys and important "gateways" as identified on the Sector Plans.
4. Multiple housing units on steep slopes are discouraged.
5. Grading and shaping of land will be in harmony with the character of the local topography. Intense berming and "manufactured landscapes" are generally out of place in the local context. To encourage limited grading, grading permit fees could be based on the site area to be disturbed.
6. Stormwater management facilities should be designed as attractive features integrated into the site plan. Emphasis should be given to appropriate planning of management ponds.

## ISSUE: Design Treatment of Commercial Corridors

The visual quality of the County's major commercial corridors is one of the most dominant features of the regional image. Essential improvements in these corridors should take place as redevelopment and renewal occurs.



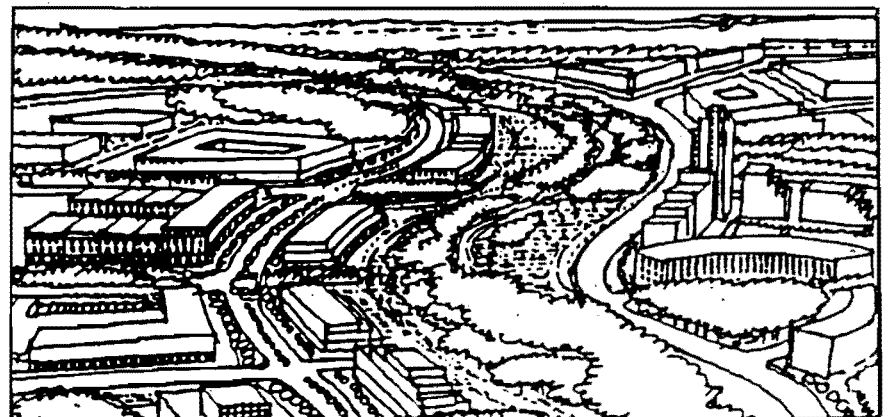
### POLICIES:

1. Random curb cuts should be prohibited, and shared access or the creation of frontage roads should be required.
2. Areas devoted to landscaping in parking lots should be increased. Streetscape planting should be increased.
3. Signage control should be mandated according to strict standards of placement, size and design.
4. Uniformity of setbacks and harmonious architectural designs should be basic principles.
5. Utility lines should be either placed underground or moved to the rear of properties.
6. Special attention should be placed on screening of areas adjacent to or directly affecting residential properties.

## ISSUE: Site Planning and Architectural Standards for Growth Areas and Town Centers

### POLICIES:

1. Growth Areas should be designed as integrated, coordinated developments. Buildings should not be conceived as isolated, freestanding objects surrounded by parking lots. They should be grouped together to form visually and functionally consistent spaces.
2. The provision of public facilities and amenities, streets, parks, open spaces and public buildings should be the subject of careful design attention, with emphasis upon the systematic connection of the various public elements.
3. Continuity of streetscapes should be enforced by means of design review to insure the architectural and landscaping consistency of new projects and their surroundings.
4. New tall buildings should be sufficiently set back from the street to allow for a pleasant pedestrian environment.
5. The preferred sites for tall buildings in Urban Centers should be on or near major streets and arterials.



### ISSUE: Appropriate Rural Development

#### POLICIES:

1. The rural landscape of Baltimore County represents a precious heritage containing some of the oldest cultivated landscapes in the New World. The site layout and architectural quality of new development should incorporate design principles which will help retain the essential visual, spatial and environmental qualities of the traditional landscape. The primary intent of the Master Plan for rural areas is that new development be very carefully adjusted to the visual and environmental character of the area. New buildings should fit in to their surroundings rather than stand out from them.
2. In rural towns new development should respect the scale, siting pattern, streetscape and architectural character of the traditional town.

### ISSUE: Infill - Building in Context

New development should be compatible with its surroundings. Compatibility implies the design of projects in built up areas should begin with a thorough and comprehensive analysis of the surrounding environment.

#### POLICIES:

1. The development of difficult infill sites, often wooded stream valleys, should be controlled by performance standards based upon reasonable protection of site features and a pleasing architectural relation between new and existing buildings. The interpretation of these performance standards should be the task of a Design Review Board.

2. Where multiple units are proposed as fill in single-family neighborhoods a review for compatibility would be made by the Design Review Board amid recommendations submitted to the CRG.
3. The use of traditional local house designs should be encouraged, particularly where compatibility of design is an issue.
4. In townhouse developments, the use of rear parking, garages and alley access should be encouraged.
5. Rear parking is preferred in "Residential Office" development.
6. The protection of landmark buildings and places should be extended to include their sites. Grounds, gardens, important trees and significant views should be treated as integral with the Landmark itself.
7. New buildings adjacent to Historic Landmarks should not overpower or clash stylistically with the building to be protected.
8. Scenic landscape areas and features, scenic routes, vistas, and "gateways" as designated on the Master Plan Maps should be taken into account as part of the plan approval process. A Design Review Board may be empowered to review plans for these sensitive areas.

Policies 2 - 5 are supplemented by the Baltimore County Neighborhood Design Guidelines. These Guidelines encourage a "street-positive" approach to the design of new residential neighborhoods. Included are design standards for open spaces, squares and parks, as well as for shopping areas. The examples and techniques are intended to reinforce street spaces as a major community design element providing orientation and a sense of identity to residential areas. Given increasingly limited land resources and the tendency toward higher densities, this seems a sensible and timely way to provide attractive public area design and give focus to residential developments.



The provision of adequate public facilities and services is inextricably tied to funding. As such, the actions for these issues will be outlined at the end of this section.

### ADEQUATE PUBLIC FACILITIES

Adequate Public Facilities regulations set minimum standards for certain facilities or services such as roads, water, sewer, schools, police, fire, etc. These regulations are used as a growth management tool, often in conjunction with funding mechanisms, to direct and phase development.

In response to the 1979 Master Plan policies, Baltimore County enacted Basic Services Legislation that permits nonindustrial growth only if adequate sewer, water, and transportation facilities are available to serve the needs generated by new development. The legislation applies only to "predominantly urban areas" and Town Center Districts are exempted. The County maps the areas with inadequate services every year.

An initial analysis of the legislation has indicated the standards for determining inadequacy, especially for transportation which is based on failing intersections, should be more thoroughly evaluated and the scope of the legislation should be expanded to include schools and possibly police, fire, and open space.

#### ISSUE: Transportation

The legislation has been effective in that there were 33 failing traffic intersections in 1970, and now there are only two. However, an examination of other jurisdictions' Adequate Public Facilities regulations coupled with the public concern expressed at CRG meetings, zoning hearings and advisory group meetings, strongly suggests the scope and standards for determining the adequacy of transportation should be thoroughly evaluated.

#### ISSUE: Sewer and Water

As was discussed in the earlier sections on Infrastructure, there is a need to monitor sewage flows, especially in the Patapsco/Gwynns Falls sewersheds, to accurately determine capacity levels throughout the system. Additionally, the legislation may need to include the availability of groundwater in certain portions of the County.

#### ISSUE: Schools

When the 1979 Master Plan was adopted, the overcrowding of schools was not an issue. Just the opposite was true--total school enrollment was down and eight schools had been closed or converted to other uses. However, since that time, elementary enrollment has begun to climb. In 1988, 19 elementary schools were over capacity and it is projected the number will climb to 29 by 1989. Only one middle school is now over capacity, but as the elementary school age children enter middle schools, overcrowding problems will carry over into the middle and high schools.

The usual methods for alleviating overcrowding--school district boundary adjustments and the use of relocatable/trailer classrooms--are becoming less viable as the limits of both are reached.

#### ISSUE: Other Public Facilities and Services

Other public facilities and services such as open space, police protection, health care, and child and senior care should possibly be included in Adequate Public Facilities regulations. Four of the County's nine police precincts are at

capacity which may delay response time. The Police Department has expressed concerns about providing service for new developments and would like the inclusion of police service investigated. The County has Local Open Space requirements, but the ending of Program Open Space in 1990 and the increasing population will make the County's acquisition goal of 20 acres of open space for every 1000 County residents increasingly difficult to achieve.

The provision of these types of services and facilities is especially important in older communities, where new development continues to apply pressure on already stressed existing infrastructure and services.

### FUNDING

In his address to Council on the 1990 Budget, County Executive Rasmussen summed up the current fiscal realities facing local jurisdictions across the County:

We are at the beginning of very challenging times for local governments nationwide. Without question, the next decade will test the fortitude and commitment of policy makers at the local level.

What we have seen, and what we will continue to see, is a two-fold dynamic. One aspect is the dramatic reduction of Federal funding to support local efforts.

The other is increased State regulation, which often translates directly into additional local expenditures.

The obvious long-term trend is toward more local dollars.

To local governments here and elsewhere, the message is clear. We have entered a period where good management will make the difference between success and failure. This means establishing priorities, redeploying existing resources, and focusing on essential services. It means listening to our citizens.

In order for local government to shoulder the responsibilities being passed along by Federal and State governments--while at the same time fulfilling the expectations of their citizens--some basic changes must occur.

This is particularly true in subdivisions such as Baltimore County, where there are no incorporated municipalities collecting separate taxes and delivering separate services.... I am simply emphasizing the unacceptability of reliance upon what I believe to be the antiquated, obsolete, and discriminatory mechanism of the property tax as our primary revenue generator.

Revenue enhancement connected to a phasing out of the property tax is an issue which must be addressed, and one which this administration intends to address in concert with the County Council. This fall, we will be proposing .... a package of measures designed to begin the process of reducing our reliance on the property tax while ensuring that we have the resources necessary to meet the needs and expectations of our citizens.

Despite the extensive financial savings which can be made from better governmental management techniques it is clear that if the County is to meet the challenges of increased urbanization and the



need to further protect and manage the natural environment and resources, additional sources of revenue must be found. Improving roads, utilities, schools, playing fields, community buildings, and encouraging the revitalization of town centers, older commercial areas and older residential neighborhoods will all require significant sums of money. If the County is to continue to strive for an improved environment, for better standards of education, for well designed attractive neighborhoods and communities, the realities of paying the price for quality must be faced. This is not to say the County can afford to be extravagant or imprudent. But for the County, as for each and every person and family, there are few free meals.

Not all the costs are directly financial. Individual and community attitudes may need to change. Ideas as to what constitutes "reasonable" driving time from home to work may have to alter. Limitations on existing zoning and development "rights" may need to be strengthened in order to protect existing communities or environmentally sensitive areas. Attitudes as to what constitutes the "perfect dream home" may need to alter if development is to be prevented from destroying our precious natural landscape.

The most difficult cost to identify and measure is the one involved in not taking the necessary actions now in order to achieve the Master Plan's stated objectives. The future costs of urban decay, of blighted communities, of inadequate education, of unemployment, and of general community despair far outweigh the present day costs that would be incurred to ensure enhanced community welfare and prosperity.

### ISSUE: Alternative Funding Sources

While the fiscal year 1990 six year Capital Improvement Program exceeds one billion dollars, it is not enough to keep pace with infrastructure which is both aging and expanding. The demands of recent and proposed development need to be balanced with the problems of deteriorating public facilities in older communities. Due to reduced contributions from Federal and State sources, and County-wide resistance to increases in taxation, especially among the elderly and those on fixed incomes, new sources of funding must be identified, investigated, and implemented.

One financing option is user fees. Such fees can cover as many or as few public services as desired. Some possibilities include charging the full cost of sewer and water extensions and hookups, building permit review, and the activities of the County Review Group. Fees could also be levied for benefits derived from the actions of County government, such as waivers reducing development standards, and rezoning requests resulting in increased property values. During the 1988 zoning cycle, the Office of Planning and Zoning handled 1200 issues. If a relatively modest fee of \$1,000 per request had been charged, over \$1 million would now be available for community plans. User fees can also be levied for borrowing books from libraries, use of parks, garbage collection and ambulance service. Such fees have the potential to raise objections from all elements of the community.

Another financing option is impact fees--a preset amount per unit calculated to reflect the actual "impact" of a development on the surrounding community's roads, schools, parks, sewer, water and public safety facilities. While generally disliked by both the development community and no-growth organizations--the first would prefer infrastructure to continue to be financed through local taxes, the second perceives the fees as accommodating growth by financing the infrastructure necessary to allow growth to occur--impact fees have positive aspects since the cost is up front and predictable, and in the presence of adequate facilities legislation, can prevent a building moratorium.

The proffer system in Virginia is successful. Property

owners wishing to build at a high density will proffer conditions in writing in advance of the public hearing on the proposed zoning map amendment. These conditions, while theoretically voluntary, are in fact a negotiated exaction that becomes a permanent condition of the zoning and is legally enforceable. The conditions are public facilities necessitated by the development, such as an extra lane on an adjoining highway. Generally proffers cannot be made for off-site facilities.

Another concept is linkage--developers are required to contribute some of their profit for the betterment of the community. These funds are used for a variety of programs including housing, job training, and day care.

Montgomery County's linkage package has resulted in 7,000 units of affordable housing in ten years. Since linkage does not always obviously and directly benefit the development from which the terms were exacted, it is controversial.

Another alternative proven effective in redevelopment areas is tax increment financing. Increased property values due to redevelopment generate higher tax revenues which are placed in a special fund used only to improve the redevelopment area. This makes the area more desirable for additional redevelopment projects which generate more revenue. The project continues to build on itself. Only the difference between the amount of taxes collected prior to the start of the project and after it is begun is placed in the special fund--hence tax increment financing.

Special assessments are charges paid by property owners within a specified area to finance public improvements which directly benefit their property and increase its value. Special assessment or benefit districts have grown in recent times to include building authorities and improvement, parking and renewal districts.

Most problems are associated with independent special districts. Proponents argue special districts are an efficient way of meeting the different needs within a community. Opponents charge districts create unresponsive local government. Sometimes the interest of the district conflict with the needs of the region as a whole.

Another troublesome issue is district boundaries. Established residents do not want to be included, and could prevent the voter approval often required by the enabling legislation to establish a district. A final concern is ensuring the assessment charge is equivalent to the benefits.

In conclusion, special assessment districts provide only limited relief for the negative effects of growth.

### ACTIONS:

Immediately following the submission of the 1989 Master Plan document to the Planning Board for review and adoption, the County will establish a working group or groups to deal comprehensively with issues affecting alternative sources of funding, the provision of basic services/adequate facilities, the development review and approval process and the management of County government as it relates to development. The groups will be composed of staff from various County agencies and the County Council and will be supplemented where appropriate by individuals or organizations having expertise and experience not available in County government.

Fire and police protection, schools and open space shall be studied and considered to determine whether they should be included in the basic services/adequate facilities legislation. Schools remain the highest priority.

Funding, facilities, development process and County organization and management are all pieces in a complex interlocking puzzle which will require comprehensive solutions. Implementation of the 1989 County Master Plan will in large part depend upon the ability of these working groups to generate effective practical proposals and upon the willingness of the County's government and citizens to accept and carry them out.



## GROWTH MANAGEMENT

The Built Environment chapter of this Master Plan identified and described a set of "Growth Management" Areas that ranged from Urban Centers to Agricultural Preservation Areas. These areas with their related actions provide the framework for an overall program to control the location, quantity, and quality of future development in Baltimore County. The essential goal of this program will be to protect the County's existing communities and sensitive natural environments from development and to encourage and promote development in the Urban Centers, Commercial Revitalization Areas, and areas designated for employment and service uses.

The Office of Planning and Zoning will prepare legislation for review and adoption by the Planning Board and County Council to implement the policies outlined below.

### Management Areas

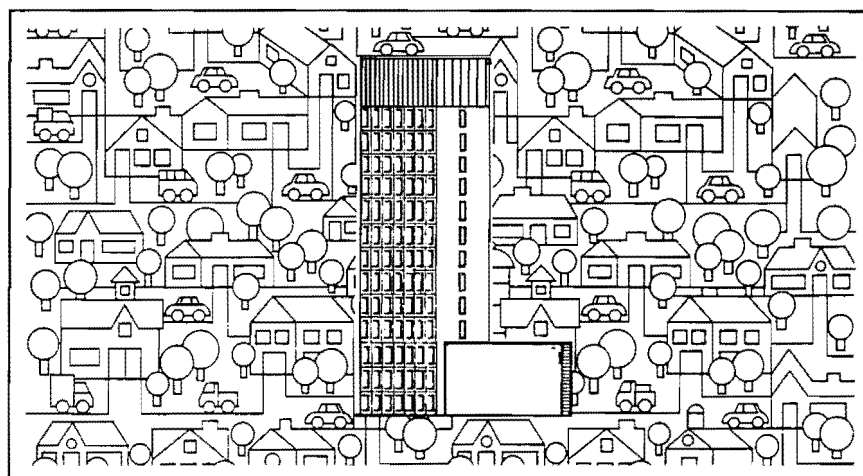
The Baltimore County Master Plan identified the following General Management Areas: Community Conservation Areas, Urban Centers, Revitalization Districts, Employment and Service Areas, Agricultural Preservation Areas, Rural Protection Areas, Resource Conservation Areas, Rural Centers, and the Chesapeake Bay Critical Area.

### Community Conservation Areas

Community Conservation Areas (CCAS) are the County's older existing communities. In general, these areas are largely built out and have a well established physical and social structure which should be maintained. New infill development or the construction of public facilities such as the widening of roads have severe impacts on the existing residences and the character of the neighborhood. The precise mapping of Community Conservation Areas will be done as part of the Growth Management Program and they will not overlap any other management areas.

### POLICIES:

1. Control the density, intensity, and quality of new development and redevelopment in older urbanized communities through selective down zoning and revisions to the Development Regulations.
2. Stop new development where infrastructure, services, and facilities are inadequate by expanding and upgrading the Adequate Public Facilities legislation.
3. Discourage the utilization of undeveloped land in favor of redevelopment in Community Conservation Areas and new development in Urban Centers.
4. Direct private and public services and facilities (schools, day care, housing for elderly, and public transportation) into areas where they are presently inadequate.
5. Regulate private and public uses that may be detrimental to the economic and social well being of the community.
6. Disperse low income housing to maintain community stability and avoid overconcentration.
7. Establish land use patterns that do not increase extraneous traffic through residential neighborhoods.
8. Maintain or improve the quality of the existing housing stock.
9. Mitigate the adverse impacts arising from conflicting land uses.
10. As part of the implementation plans for CCAS, area specific growth caps should be considered where necessary to supplement adequate public facilities and zoning changes.
11. Investigate new County-wide revenue enhancement programs which will facilitate the provision of increased capital funding for the maintenance and upgrading of CCAS.



### Urban Centers

The 1989-2000 Master Plan identifies four urban centers and one urban/rural center. These are the two designated Growth Areas of White Marsh and Owings Mills, the existing urban center of Towson, and two study areas - the Urban Center of Hunt Valley - Timonium and the Urban/Rural Center of Patapsco. Although Towson is a Commercial Revitalization District, it is included here due to its unique position as both the seat of government and a major urban center. Urban centers are particularly suited for development at densities which are higher than those permitted in surrounding areas. They have good accessibility, the potential to serve as a focal point for adjacent residential communities, and have been targeted for public and private investment. However, these high densities have a significant impact on surrounding areas and require heightened scrutiny to determine the extent to which they are deleterious to communities. The proposed Urban/Rural Center of Patapsco has been so designated in recognition of the strong rural residential component. The integration of an Urban - Rural interface in Patapsco will be essential to the success of a Plan.

### POLICIES:

1. Direct new residential, service, and employment development into the Urban Centers.
2. Recognize that each Center is unique and should have a different management program which will be based upon urban area plans and/or studies specific to each area.
3. Relate the rate and location of development to the provision of the major public facilities needed to accommodate the growth within the context of each Center's adopted plan.
4. Make provisions for a wide range of housing types and prices including affordable housing for first time buyers and lower income groups.
5. Ensure a high quality of design and development in the Centers so that they are attractive areas for living, working, and for investment.
6. Ensure that the development of the urban area does not adversely impact adjacent residential and commercial areas.
7. Encourage the creation of a "total community" which provides a full range of high quality opportunities for living, working, shopping, education, recreation, and service provisions.
8. Foster a specific identity for each Center which is unique, based on particular characteristics of the site, landscape, history, location or function within the County and/or region.

### Employment and Service Areas

These are existing and proposed retail, office and manufacturing areas which provide significant County-wide service and employment opportunities. They require good regional accessibility and tend to locate along significant transportation corridors.

## POLICIES:

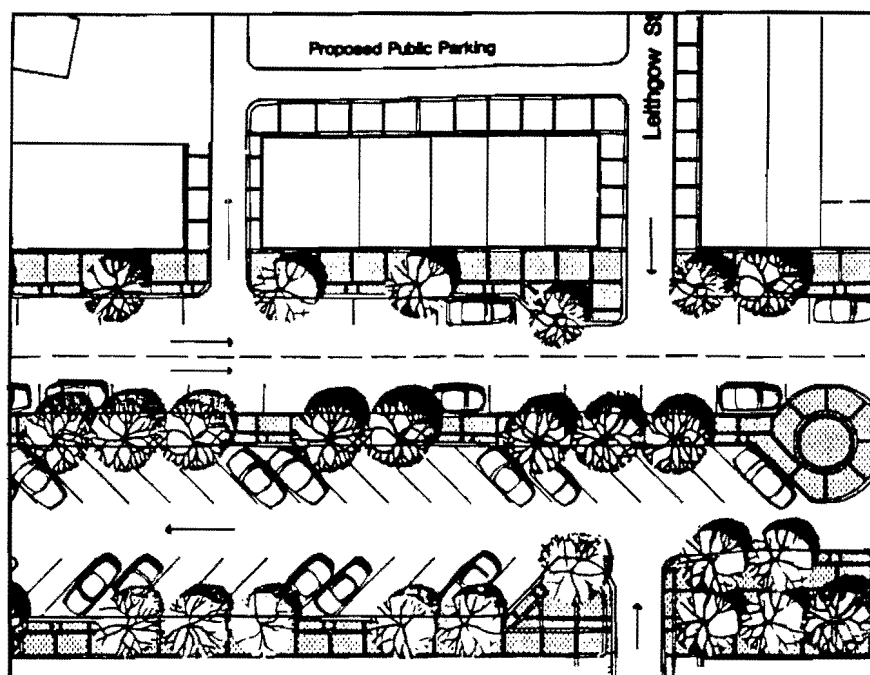
1. Encourage development of major Employment and Services Centers where adequate existing or planned transportation and public utilities are available.
2. Establish high standards of site and building design and provide a full range of site amenities and services to make these areas attractive to both users and employees.
3. Encourage mixed-use development to provide a wide range of consumer, housing and employment possibilities.
4. Promote higher intensity new development and redevelopment of older areas instead of rezoning new areas.
5. Establish design and performance standards to ensure compatibility with adjacent residential areas and prevent conflicts due to appearance, noise, air pollution and traffic.
6. Encourage public and private efforts to revitalize or redevelop older employment and service areas, especially where neglect is having serious impacts on the viability of surrounding areas.
7. Ensure that county standards, regulations, policies and procedures are sensitive to the needs of both new businesses and for the expansion of existing operations.

## Commercial Revitalization Areas

Revitalization areas include Commercial Revitalization Districts with plans adopted by both the Planning Board and the County Council, as well as other commercial areas and corridors identified by the Office of Economic Development as in decline or under stress.

## POLICIES:

1. Commercial Revitalization Areas are often an integral part of older communities and have a strong impact on the health and public perception of a neighborhood. As such, commercial revitalization programs must complement community conservation plans and be coordinated with community improvements.
2. Prepare revitalization plans that focus on encouraging redevelopment and private reinvestment and on improving the quality of development. The plans should be legally enforceable.
3. Actively encourage the redevelopment of parcels containing deteriorating businesses or building.
4. Allocate a significant portion of the Capital Improvement Program funding for commercial revitalization in older neighborhoods.



5. Relate public investment to private investment in revitalization areas.

## Agricultural Preservation Areas

Agricultural Preservation Areas are acreages adjoining Resource Conservation Areas which warrant long-term protection as an irreplaceable resource.

## POLICIES:

1. Protect productive agricultural soil types from development.
2. Discourage the continued conversion of agricultural land to preserve farming as industry in Baltimore County and develop a policy to provide equity to the owners of agricultural land who are prohibited from developing same.
3. Ensure equity for landowners in Agricultural Preservation Areas.
4. Afford agricultural operations, when conducted in accordance with good and reasonable husbandry practices, preferential treatment over and above all other permitted uses in R C 2 zones.

## Resource Conservation Areas

These are areas in which resource based and resource conserving uses (agriculture, forestry and the like) should have clear preference over all other uses. The primary purposes of the area include protecting groundwater reserves and surface water flows to the reservoirs and Chesapeake Bay, as well as conserving historic rural landscapes and the soil's natural productive capability.

## POLICIES:

1. Protect sources of water supply within Baltimore County.
2. Manage forests to provide lumber and wood products, purify drinking water, reduce soil erosion, provide wildlife habitat, produce oxygen, reduce noise and air pollution, and provide numerous recreational opportunities.
3. Maintain fragile wildlife and plant habitats in parklands, including stream valley parks, stream buffers and open spaces.
4. Provide for the protection of groundwater resources.

## Rural Protection Areas

Rural Protection Areas are lands already committed to individual residential development that will not jeopardize with Resource Conservation or Agricultural Preservation Areas. These developments should strive for better visual and functional compatibility with their rural setting.

## POLICIES:

1. Provide for rural-residential development in suitable areas in which no basic services are anticipated.
2. Eliminate scattered and generally disorderly patterns of future rural-residential development.
3. Minimize encroachment onto productive or critical natural resource areas.
4. Require a minimum lot size sufficient to provide adequate area for the proper functioning of on-lot sewer and water systems.
5. Protect traditional historic and scenic resources.

## Rural Centers

These are commercial centers for the surrounding Rural Protection Areas. Such centers should have grocery store, restaurant, pharmacy, bank, gas station and other appropriate limited convenience retail and service establishments. These areas may also be appropriate for office and community services such as libraries and senior centers.

## POLICIES:

1. Rural Centers provide opportunities for convenience shopping and personal services that are customarily and frequently needed by the rural residential and agricultural population and tourists. Apply this designation only to areas where such facilities are not available within a reasonable distance, where sewerage treatment and a potable water supply can be provided without an adverse effect on the environment and neighboring uses, and where public roads are capable of handling the anticipated increase in traffic without adverse impacts on surrounding areas.
2. The Rural Centers are not intended to be regional facilities providing specialty goods to a population outside of the rural area.

## Chesapeake Bay Critical Area

The Chesapeake Bay Critical Area Law of 1984 regulates land use activities within a 1,000 foot strip of land along the County's tidal waters. Since the Chesapeake Bay Critical Area Local Protection Program has already been passed by Council and is under implementation, the program will be incorporated in Growth Management Program.

## POLICIES:

1. Protect and conserve the County's Critical Area.
2. Use the Growth Allocation Procedure to ensure that new development is environmentally sensitive, of a high quality, and can improve offsite impacts.



### REGIONAL COOPERATION

Under the direction of Governor Schaefer and the Chairmanship of Baltimore County Executive Rasmussen, the Baltimore Regional Council of Governments is taking significant steps to coordinate and facilitate planning and development actions by member jurisdictions.

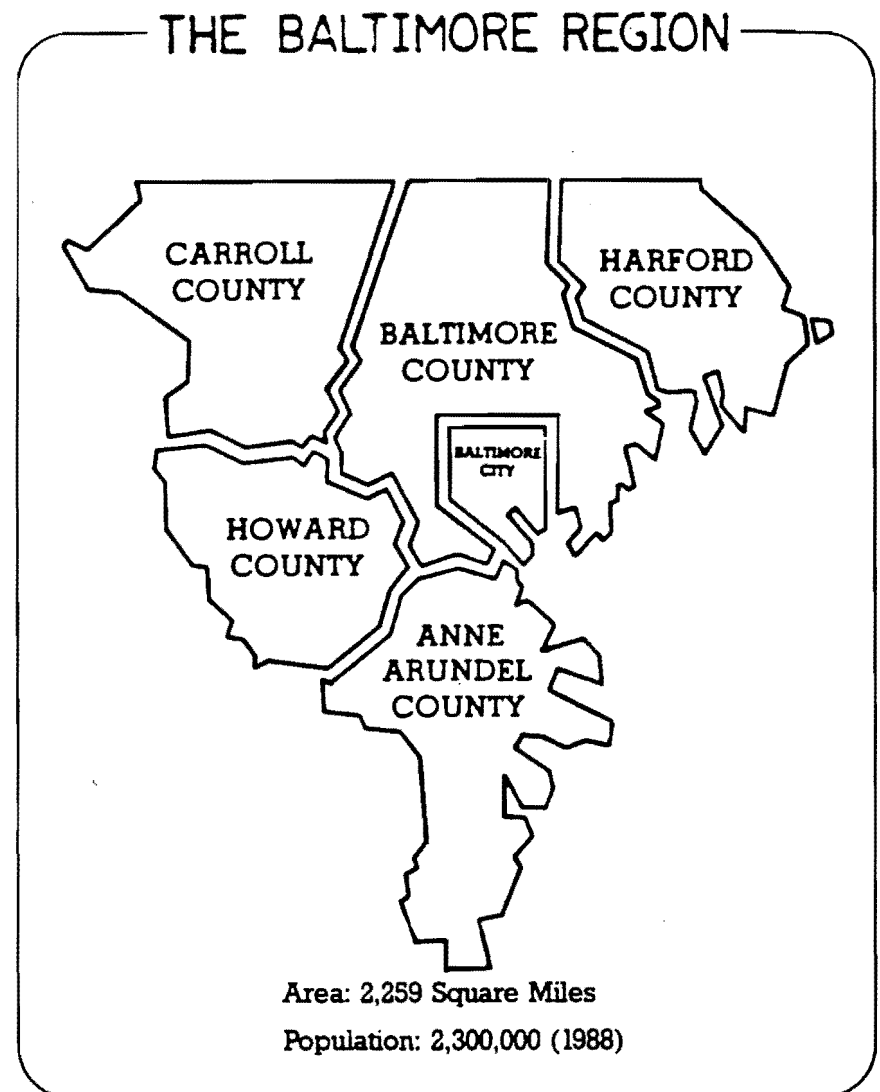
The current restructuring of the Council should pave the way for overall strategies at the regional level to effectively address the issues of increasing urbanization, the need to protect the environment, and the growing necessity among local governments to fund their own programs.

Information and data collection, planning for regional elements—such as roads, mass transit, sewer, water, recreation, etc., and programs for regional cooperation in economic development and employment opportunities, will all play an increasing role over the coming decade in influencing the development of each individual subdivision, and in the region as a whole.

Steps to be taken by Baltimore County with respect to revenue enhancement, affordability of housing, incentives for revitalization, etc., must all be viewed from the regional perspective as well as from that of the County.

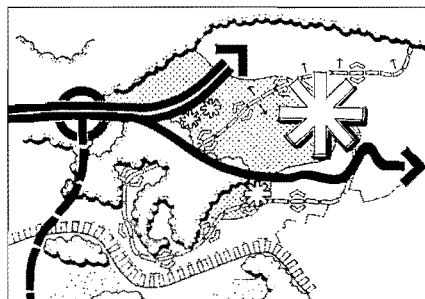
In the long-term the solution to many of our common concerns may well lie in regional cooperation and perhaps, regional specialization.

This Master Plan has recognized that the County's prosperity and the quality of life that can be achieved by our citizens is dependent on the future prosperity of the Region. By acknowledging the extent of their interdependency in the 1989 Baltimore County Master Plan, we are accepting the responsibilities of our leadership role in regional affairs and restating our commitment to effective regional cooperation.



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# *Master Plan*



## *Sector Planning*

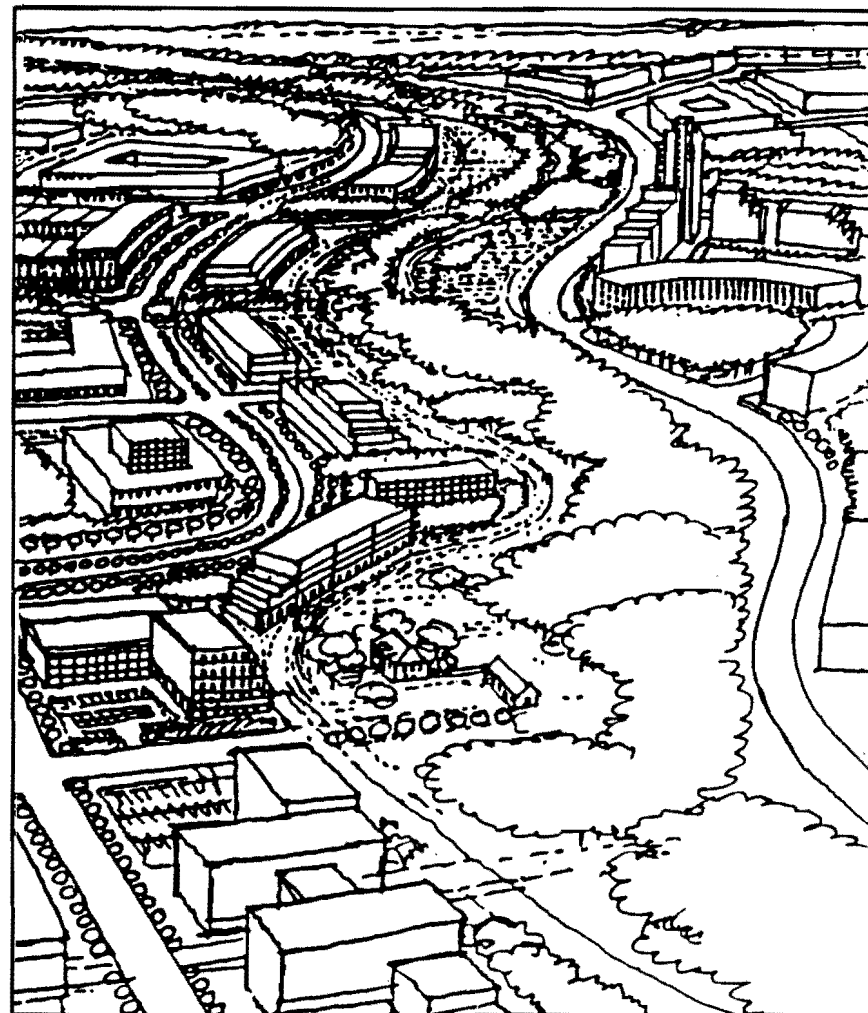
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### THE SECTOR APPROACH

Some elements of the Master Plan such as the major transportation network and the basic Urban-Rural Demarcation Line are comprehensible at a County-wide scale. Most of the implementation of the Plan's policies, however, will occur at a very local, detailed scale. Eventually, the ongoing Master Plan process will provide the detailed framework for local area plans through the Community Planning program. These plans, such as the ones now underway in Towson, Pikesville, Catonsville and the North Point Peninsula, are to be prepared in close cooperation with community organizations, business interests, etc. It is important the Master Plan provide an intermediate level of detail at a larger scale than the eventual community plans.

This need is addressed by dividing the County into geographic Sectors. Certain kinds of issues or policies such as collector road networks or major land use patterns are not at a County-wide level of significance but still do affect more than a single community. The Sector approach allows these issues to be shown at a readable map scale (1"=2000'). By being able to show a greater level of detail in roads and streets, land uses, school sites and other community facilities, etc., the Sector Maps reinforce the importance of understanding the complexity and interrelatedness of the County's communities. This should help guard against focusing too narrowly on solutions in one area that might work to the detriment of neighboring areas.

The Northern Sector was delineated to include essentially all of the land outside the planned limits of public sewer and water service (Urban-Rural Demarcation Line or URDL). To avoid awkward map sizes, the southern limits of this Sector were set at Westminster Pike on the West and the Gunpowder Falls on the East. The



relatively urbanized remainder of the County was divided into three Sectors according to general patterns of development, relationships among communities, and features that could most reasonably serve as approximate boundaries. These boundaries are basically for convenience of mapping, and should be considered flexible.

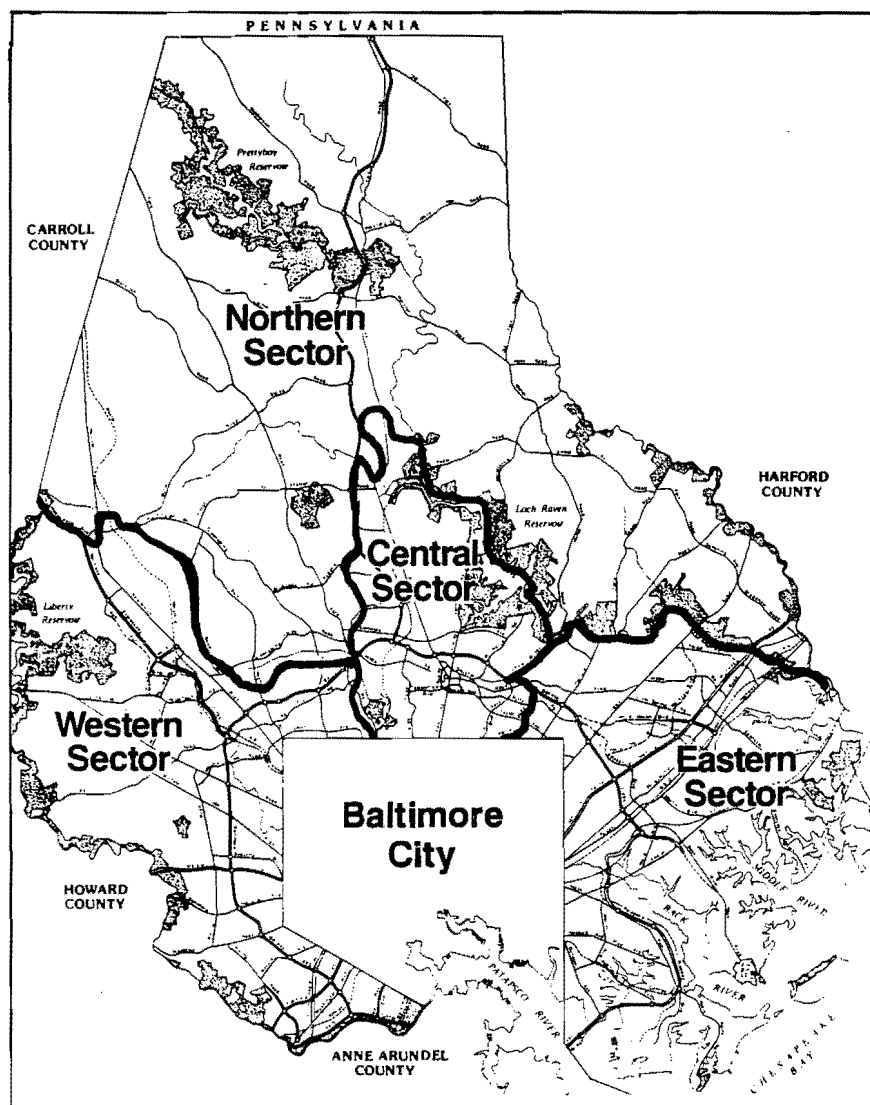
In each Sector, a series of plan maps are included that graphically represent the actions recommended throughout the Master Plan. Full scale copies of these maps are available for purchase at Central Printing in the County Office Building. A detailed explanation of the of the legends is contained in the Appendix.

#### Comparison of Sectors

Since the Sector boundaries do not necessarily coincide with statistical boundaries such as Census Tracts, comparative measures are approximate. The 1990 projections are used, in the opposite table, as indicators of current conditions.

The 319 square miles in the overwhelmingly rural Northern Sector cover more than half of the County's land area, but are home to less than a tenth of the total population. Comparing this Sector's population percentage with its share of households and participants in the labor force suggests the households in the Northern Sector occur mostly as family units, with a higher than average size due to more dependents such as school-age children.

Despite their differences in size and character of development, the three urban Sectors coincidentally have a remarkably similar average population density per square mile. The Eastern Sector is slightly larger than the Western, and each is more than twice the size of the Central. The percentages of population, households and labor force show only minor variations within each Sector, which probably are not significant.





## COMPARATIVE DATA, BALTIMORE COUNTY SECTORS, 1990

AREA	SECTOR				COUNTY TOTAL
	WEST	CENTRAL	EAST	NORTH	
<u>AREA</u>					
Square Miles	110	53	124	319	606
% of County	18.2	8.7	20.5	52.6	100
<u>Average Popula-</u>					
<u>tion Density</u>					
Persons/sq.mi.	2206	2363	2176	155	1134
<u>Population</u>					
Total	242,700	125,200	269,800	49,300	687,000
% of County	35.3	18.2	39.3	7.2	100
<u>Households</u>					
Total	95,200	50,900	105,600	17,100	268,800
% of County	35.4	18.9	39.3	6.4	100
<u>Labor Force</u>					
Total	125,500	64,300	136,400	23,200	349,400
% of County	35.9	18.4	39.0	6.6	100
<u>Employment</u>					
Total	136,900	131,300	95,100	11,800	375,200
% of County	36.5	35.0	25.4	3.2	100
<u>Retail Employment</u>					
Total	31,100	22,900	26,900	1,500	82,400
% of County	37.7	27.8	32.7	1.8	100
<u>Non-Retail Employ-</u>					
<u>ment</u>					
Total	105,800	108,400	68,200	10,300	292,800
% of County	36.1	37.0	23.3	3.5	100

The more interesting differences emerge by comparing labor force (number of residents in the Sector who are employed) with employment (number of jobs within the Sector, regardless of where the workers reside). On the average, for example, there are jobs located within the Northern Sector for only about half of the workers who reside there; the other half obviously commute to jobs in other Sectors (or other jurisdictions). The Eastern Sector is a significant exporter of workers to jobs located elsewhere. It contains only about a quarter of the jobs in the County, but houses almost 40% of the County's labor force.

The potential traffic congestion implications of these kinds of disparities in job opportunities is suggested by also examining the balance in the Central Sector. With less than a fifth of the County's total labor force, and comprising less than a tenth of its land area, this Sector provides more than a third of all the employment in Baltimore County. In contrast, the Western Sector is essentially in overall balance between labor force and employment (although it, too, experiences substantial traffic problems for other reasons).

Similar patterns can be observed when the total amount of employment is divided into two major components, "retail" and "nonretail" (i.e., offices, services, manufacturing, and all others). The Western Sector is approximately in balance, while retail trade predominates in the Eastern Sector and has a much lesser role in the Central and Northern Sectors.

### WESTERN SECTOR

The broad arc of Baltimore County's Western boundary formed by the Patapsco River is roughly paralleled by the 110 square miles of rural and urbanized land comprising the Western Sector. This area extends from Baltimore Highlands, Northwest through Catonsville, Woodlawn, Pikesville and Randallstown to Reisterstown and Glyndon. Its northeastern boundaries (adjoining the Northern Sector) follow the outer edges of the urban/suburban development paralleling Reisterstown Road and the Baltimore Beltway to the Jones Falls Expressway (where the Western Sector abuts the Central Sector).

Development of the Western Sector has been heavily influenced by the transportation corridors radiating outward from Baltimore City. Only a very few of the major roads in this Sector (such as Rolling Road, Old Court Road, and the Beltway) are not radial highways. Initially, development clustered in "villages" (Catonsville, Pikesville, Reisterstown) along these inter-city routes. Later, early "suburban" development spread across the City-County boundary.

From the mid-1950s onward, the suburbanization of the Western Sector increased dramatically, spreading beyond the arterials into the formerly rural and undeveloped areas.

There is a pattern of suburban single-family residences, townhouses and apartments covering most of the Western Sector, but with a number of significant land use exceptions. For example, retail and other commercial services stretch in strips along Reisterstown Road, Liberty Road, National Pike and other radial arterial highways. While providing outlets for food, clothing, and other essentials for suburban living, these commercial strips have a visually chaotic appearance and negative effect on traffic flows.

Convenient access to the regional expressway network via I-95 is especially important for the three major institutional land uses in the Catonsville - Arbutus area--Catonsville Community College, Spring Grove Hospital, the University of Maryland Baltimore County campus--and the nearby Martin Marietta Laboratories. The State is considering development of a research center on the 200-acre Spring Grove site to complement the emerging research orientation at UMBC.

Other major nonresidential land uses are also significant in the Western Sector. Manufacturing activities occur in isolated places throughout the Sector but are clustered principally in Halethorpe-Lansdowne, Rutherford Meadows and Owings Mills Industrial Parks. Offices are also an important land use not only in individual units throughout the Sector but also in major concentrations in the Owings Mills and Rutherford Centers and especially at the national headquarters of the Social Security Administration at Woodlawn.

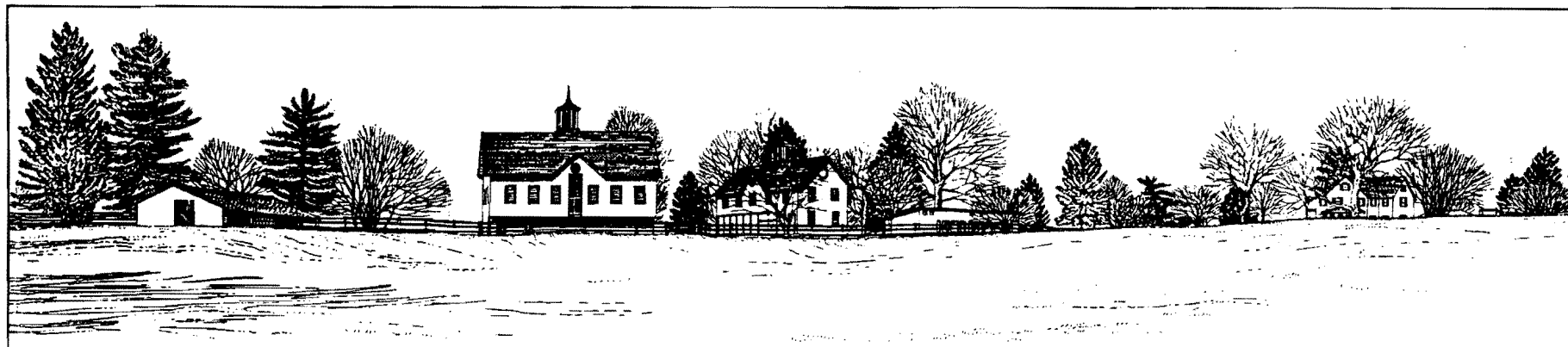
Retail trade, as mentioned earlier, also comprises a substantial nonresidential land use. In addition to the hundreds of individual businesses lining the arterial roads, there are distinctive commercial cores in the older communities such as Pikesville and Catonsville as well as a variety of "shopping centers". These range in size and character from small neighborhood strips of a dozen or fewer businesses through intermediate size centers to the major malls at Owings Mills and Security Square.

While the industrial and commercial uses are essential for the jobs and services they provide, the character of the developed part of the Western Sector is principally residential. This includes dozens of communities ranging from the earliest settlements predating the founding of the County through the newest suburban subdivisions. Ellicotts Mills, Oella, Sudbrook Park, Rockland, Reisterstown, and Glyndon have received formal recognition on County and/or National Historic Registers. Almost all of these are well regarded as stable, desirable residential areas, although those closer to the City have to manage changing demographic composition, increasing traffic, and incompatible new development "infilling" on previously vacant parcels. These localities are prime candidates for the "Community Conservation" program envisioned by this Master Plan.

The portions of the Western Sector that are not yet "developed" occur principally within the valley of the Patapsco River and its immediate tributaries. Very rugged terrain and the virtual absence of major roads or centralized water and sewer services have left this area remarkably rural despite its proximity to the urbanized Baltimore area. A significant part of the Granite - Patapsco area was designated in the 1979 Master Plan as a potential site for a new Growth Center in the 1990s. This concept has been carefully reexamined in this Master Plan and specific proposals are set out later in this document. Much of the remainder of the rural land in the Western Sector has been included in the Patapsco Valley State Park, the Soldiers Delight Natural Resource Area and the City-owned Liberty Reservoir watershed.

In marked contrast to the rural western fringe of this Sector is the new urban center dramatically emerging between the Liberty Road and Reisterstown Road corridors. The Owings Mills Growth Area was formally designated in the 1979 Master Plan. Subsequently, a detailed study was prepared for this 13,000-acre area, and was formally adopted in 1984 as an amendment to the County Master Plan.

Progress in implementing the Plan has been striking. The State and County have invested upwards of one billion dollars just in the transportation facilities and utility lines serving the Growth Area. Private investment has been equally vigorous. The Rouse Company has completed a regional shopping mall on a 126-acre tract in the Owings Mills Town Center. Other development proposals approved to date by the County total more than 12,000 dwelling units and more than 15 million square feet of office, retail and



manufacturing floor area. Owings Mills is well on its way to fulfilling its promise for being the County's economic development flagship for the 1990s, and its continuing, orderly growth should help to relieve some of the pressures which the older communities have been experiencing during the 1980s.

#### STRATEGIC ISSUES & RECOMMENDATIONS

The two major strategic land use issues in the Western Sector are the County's continued commitment to the development of the Owings Mills Growth Area, and a clear decision on the basic character and amount of future development in the Patapsco area.

Beyond these two issues the 1989 Master Plan does not propose any significant changes in County land use or zoning patterns. Particularly because the capacities of the three main sewer trunk lines and of the Patapsco Sewerage Treatment Plant are very substantial physical and financial constraints. The County remains determined to continue active pursuit of revitalization programs in Pikesville and on Liberty Road and to initiate a program in central Catonsville. The conservation of existing residential communities will be the principal focus of the community plan preparation program. Several transportation issues in this Sector are of strategic importance but are not expected to move beyond the study phase during at least the early 1990s.

#### OWINGS MILLS GROWTH AREA

Although certain possible obstacles are just becoming evident, growth at Owings Mills generally meets the Plan's expectations. A discrepancy in statistical boundaries makes precise analysis of Owings Mills data difficult. One way of measuring the prospective pace of development is to count projects at the initial step of the process. The total at Owings Mills is now more than 12,000 dwelling units. Although the construction of most of these units is not expected to begin for at least the next several years, the volume of developer interest in this Growth Area is evident.

In addition to this substantial latent residential growth and the 860,000 sq. ft. Mall, the Owings Mills area has experienced a steady rise in the level of available office space coupled with a remarkably low vacancy rate of 10% or less. By the end of 1989, the area will have nearly 2 million square feet of available office space. New projects by GBMC, Trammell Crow, Attman Properties, Riparius and others will assure a more than adequate supply of office space well into the 1990s.

Large tracts of land with light manufacturing zoning are available in this area for development. The Business Center at Owings Mills is a highly successful, 125-acre industrial park to the northeast of the Town Center. This has been the principal industrial building site in the area, and at this point the only use of the available land for industrial purposes. The largest available tract of land is a 160-acre parcel controlled by the Riparius Corporation and located north of Pleasant Hill Road, adjacent to I-795. Riparius has filed a CRG Plan for the site as an office park. The other major parcels available in the Owings Mills area have not been committed, and it is difficult to judge at this point whether they will be put to industrial use.

Because of the expected rapid development of the Growth Area, it will be necessary to maintain flexibility to respond to opportunities and problems as they arise. In the Owings Mills Area particularly, the land use designations shown on the Land Use Maps will be subject to ongoing modification and adjustment through special studies and the Comprehensive Zoning Maps.

#### ISSUE: Quality of Design

The high quality of design advocated by the Owings Mills Plan has been established in large part by the Rouse Corporation's development of the Mall and adjoining office buildings. It is important to ensure this quality of site design and construction is maintained throughout the Growth Area. A preliminary review of commercial and office projects currently under design indicates these high standards are being met, and there is a strong possibility Owings Mills will become the quality focus it was planned to be for new development in the County.

Particular attention must now be given to four other design-related aspects: 1) proposed development on the lakefront, 2) the stream valley park system, 3) the livability of new residential development areas, and 4) the joint public-private development possibilities at the Metro Station area.

#### ACTIONS:

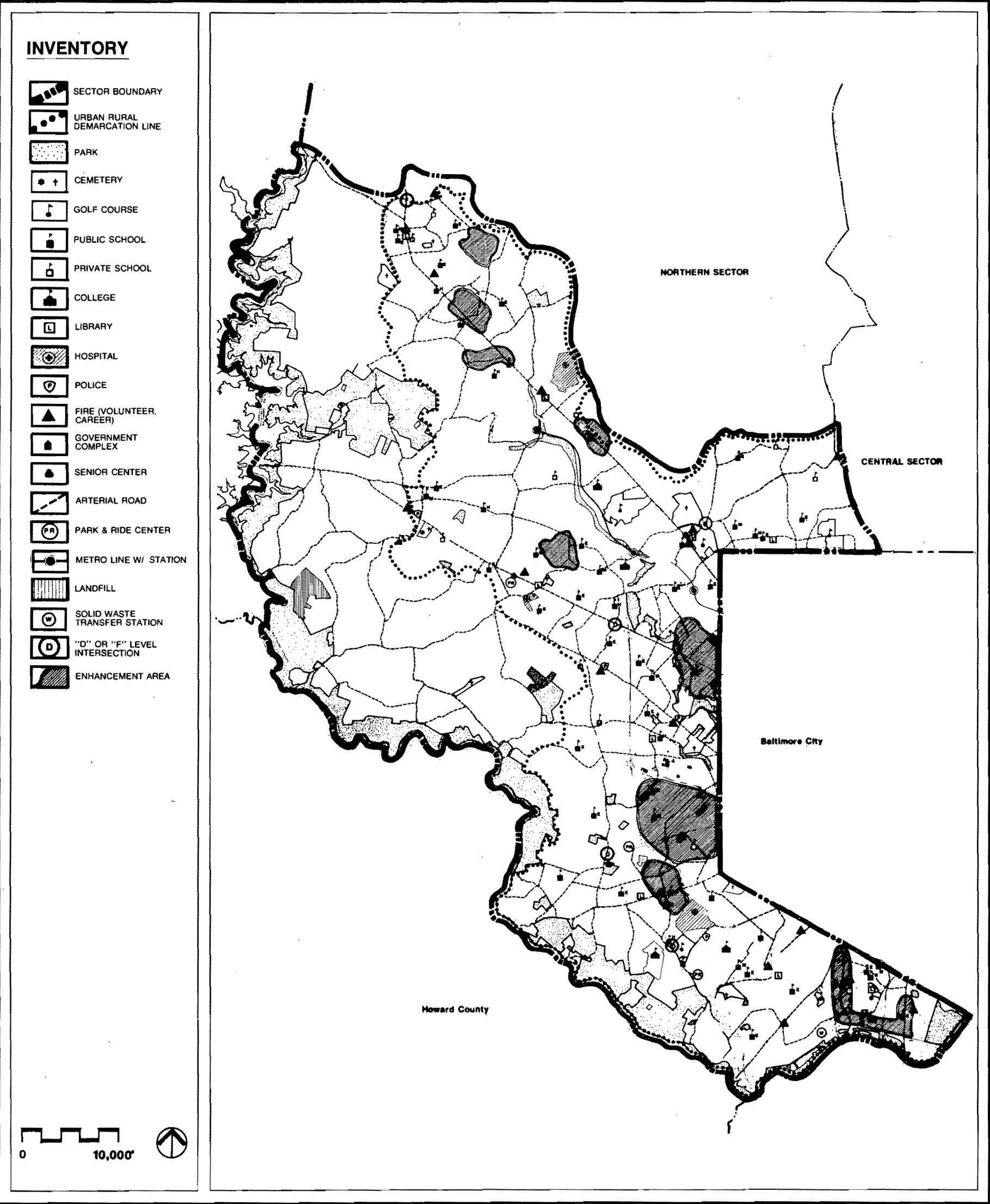
1. The County together with the development industry will prepare a comprehensive set of design and architectural principles and standards for the Owings Mills Growth Area. Those guidelines should at least deal with the composition of building groups; visual as well as functional relationships between adjoining, separate developments; the design qualities of roadways and other public spaces; integration with the stream valley system; and, in general, ways to achieve a superior quality, distinctive, visually-integrated sense of place.
2. Recognizing that the lake and the stream valley network will form the major open space amenity system in the area, the County will prepare a stream valley/open space/recreation plan for Owings Mills. Elements to be addressed will include the design of the park system, identification of activity areas, access to the lakefront, views to be protected, and a general landscaping/planting plan.
3. The County will work with the private development sector and the State to plan for the design and scheduling of an intense urban center for Owings Mills, centered on the Mall and the eventual development of air rights over the MTA Metro station site. Ways to incorporate housing into this development will also be pursued. The timing of the development will be very carefully evaluated in relation to the schedule of County and private investment commitments in the County's other Growth Areas.
4. The County will work with the developers of residential projects to help ensure the integration of individual projects into a system of fully functional neighborhoods with all the necessary community services and facilities such as churches, synagogues, day care and elderly centers, open space and playing fields, etc.

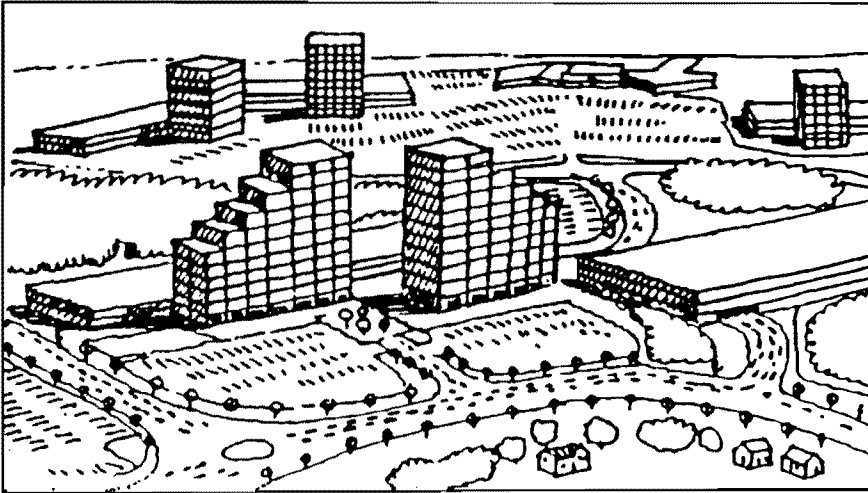
#### ISSUE: Needed Capital Improvements

Besides the hundreds of millions of dollars for the Northwest Expressway and the Metro Line, the Owings Mills area has received more than \$91 million invested by the County in roads and other capital improvements. Additional public investments will be needed to complete major facilities and schedule others so the successful pace of private development can continue. However, the County finds itself with severe budget constraints. In addition, the Corps of Engineers has not yet approved the proposed lake on Red Run which is intended to be a design centerpiece for Owings Mills as well as a multipurpose impoundment. These situations will require close attention lest they impede the further progress of Owings Mills.

#### ACTIONS:

1. In view of the reductions and terminations in Federal and State funding for local projects, the County will make every effort





through the Capital Improvement Program to ensure that infrastructure and community facilities are completed at the same time as residential areas are occupied. Joint development possibilities with the private sector for this purpose will also be explored.

2. The County, in cooperation with appropriate community organizations and Federal and State agencies, will assure the protection of rights-of-way for the eventual construction of two additional interchanges with I-795--one at McDonogh Road and a second at Dolfeld Boulevard.
3. Although fully aware of the potentially disruptive effect on existing communities, the County is convinced that eventually it will be necessary to extend Owings Mills Boulevard south from Lyons Mills Road to Liberty Road. The County is pledged to work closely with representatives of all communities which may be affected by this road construction.
4. The County will continue to advocate approval of the proposed lake in Owings Mills with State and Federal agencies. The lake will be a major environmental and design element and a focal point for the Owings Mills area.

#### THE PATAPSCO AREA

The proposals for the future development of the Patapsco area, which also have significant implications for the Western Sector in general and for Owings Mills in particular, are discussed in a separate section in this document.

#### DEVELOPMENT IN RURAL AREAS

The 1989 Master Plan does not propose changes to the patterns of resource conservation zoning in the Western Sector, with the exception of areas of RC 3 (Deferral of Planning) which are part of the Patapsco Plan.

Much of the land outside the Urban-Rural Demarcation Line in this Sector is zoned RC 5 (Rural-Residential) or RC 4 (Watershed Protection). In both these zones future studies to be undertaken in conjunction with the Department of Environmental Protection and Resource Management will determine if current zoning and development regulations are appropriate for resource conservation.

In the central/southern portions of the Sector there is a small area of RC 2 (Agricultural Protection) zoning which includes three farms in agricultural protection programs, one of which has sold easements to the State and County. This RC 2 zoning should not be altered, nor should the RC 2 designation which is currently applied to the Soldiers' Delight Natural Environmental Area.

The areas immediately north and northwest of Reisterstown, above Westminster Pike, are in the Northern Sector because they lie outside the Urban-Rural Demarcation Line. As indicated in the Plan for the Northern Sector, there are compelling environmental reasons to resist the spread of development into these areas, but they are increasingly subject to commuter traffic using the Northwest Expressway.

#### ISSUE: Limiting Development Beyond Reisterstown

Both Westminster Pike and Hanover Pike carry increasing numbers of commuters from the Westminster and Hampstead areas. With the increase in traffic and thus the increase in exposure it is expected the land adjoining these roads will come under growing pressure to allow additional development, despite the affirmation by this Master Plan the present zoning should be retained.

#### ACTIONS:

1. Traffic conditions will be monitored and a land use analysis will be performed before the next Master Plan Update.
2. Land use studies will be undertaken when the Montrose Property is developed to determine what the appropriate uses should be near that site.

#### HOUSING AND COMMUNITY CONSERVATION

As in other Sectors, the County's key goals are 1) preventing the deterioration of the existing housing stock in older communities, and 2) finding ways to assist the private sector to build affordable housing, especially for first-time homebuying families.

#### ISSUE: Protecting Communities

There are many communities within the Western Sector which are desirable older residential areas and have a high potential to attract first-time homebuyers. Some of the neighborhoods in these communities are beginning to show signs of stress.

The County intends to develop County-wide programs to strengthen maintenance and occupancy standards, ensure the upgrading of streets, parks and other public facilities, and help sustain the positive self-image so necessary to community health and viability. Selecting and adapting these programs for the needs of particular areas in the Western Sector can best be accomplished through local community plans.

#### ACTION:

The County will work with local associations to prepare conservation plans for communities under stress, with high priority given to the localities suggested at both the County Executive's Wellness Audits and the Master Plan Sector Advisory Group meetings. The work is already underway in Pikesville to update the revitalization plan, and detailed studies are about to begin in Catonsville, for both the village commercial core on Frederick Road and the residential neighborhoods.

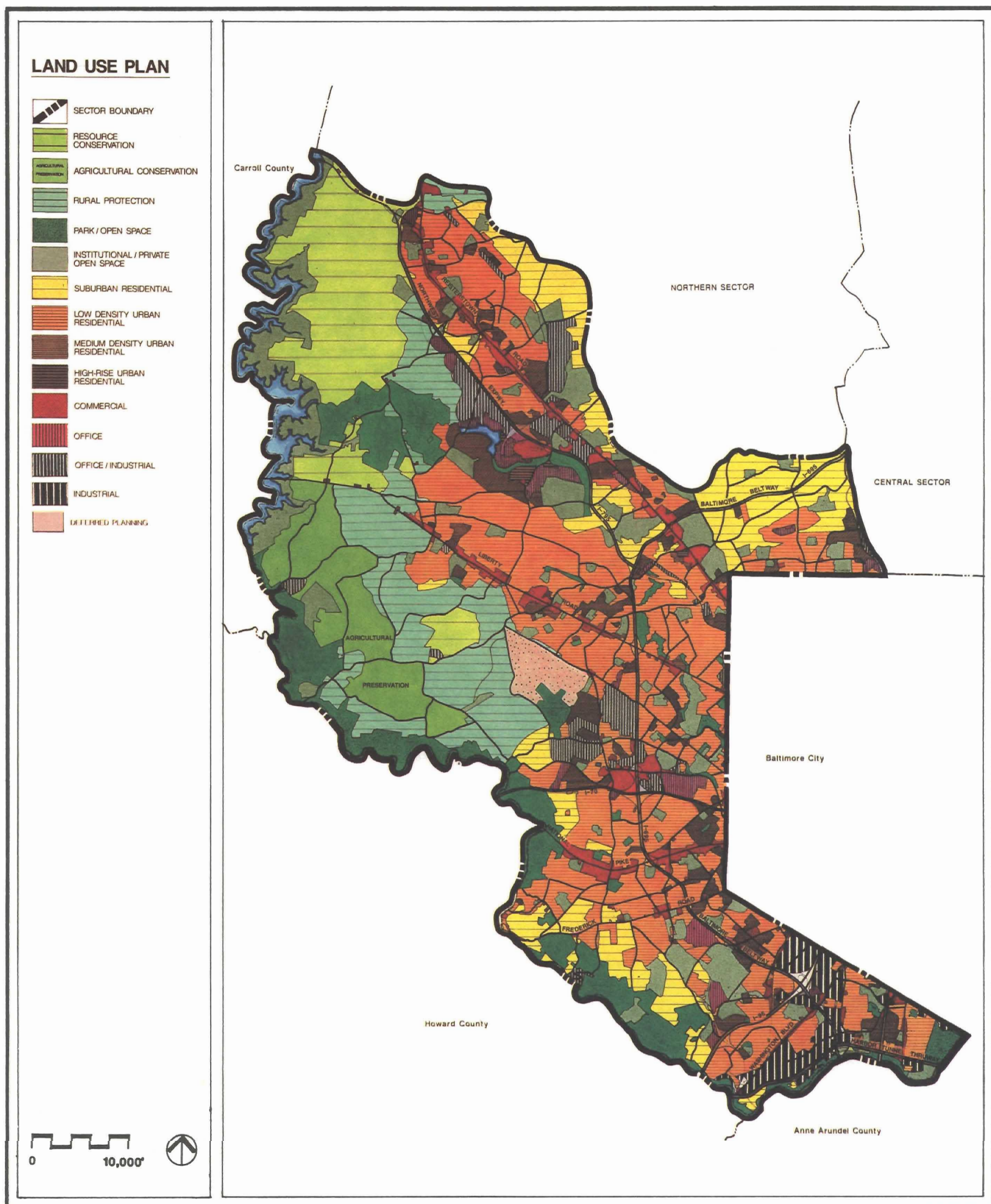
The first Community Action Plan for the Western Sector will be for the Woodmoor - Lochearn - Woodlawn area. The Plan will address issues of interracial community stability, stormwater management, commercial revitalization, education, police protection, traffic, land use, and community facilities. The Plan will involve various County agencies and have broad based citizen representation.

The County is also committed to action plans for community conservation for Landsdowne - Baltimore Highlands, Randallstown, and the Reisterstown Road Corridor Extended.

#### ISSUE: Housing in Owings Mills

The Owings Mills Growth Area, with over 12,000 residential units approved through initial County review, presents the







biggest single opportunity for new housing in the Sector. The housing industry has proven its ability to build a wide range of housing types attractive to prospective homebuyers. The question of affordable housing for families with incomes below \$40,000 has not been addressed. County government must work with the private development sector to achieve an affordable housing component in this area. Owings Mills is intended to become a model in Baltimore County for high quality, diversified growth.

#### ACTION:

The County through its Department of Community Development will work rigorously with developers and builders active in the Owings Mills Growth Area to ensure the provision of a range of affordable units for both first-time homebuyers and for special markets such as the elderly.

#### REDEVELOPMENT

The 1989 Master Plan defines redevelopment as the process whereby viable business areas built at densities well below existing zoning are reviewed and replaced by higher density projects, such as the dramatic improvement recently made adjoining Eastern Avenue at Diamond Point. The concept also can cover the recycling of underused industrial land such as Sparrows Point and the Hunt Valley - Timonium corridor in the Central Sector.

#### ISSUE: Fostering Redevelopment Opportunities

There are no areas in the Western Sector which are currently scheduled to be the subject of redevelopment in the near future. There are, however, three areas with potential for significant intensification at strategic locations in the central and southern parts of the Sector.

Westview In the 1988 Comprehensive Zoning Map process, virtually all of the 140-acre commercially zoned area along both sides of US 40 from the Beltway to the City boundary was rezoned to a major business commercial center. Since the Westview Mall and other commercial properties might become available for reuse, this was done to maximize the opportunities and zoning incentives for improving the uses, including the possible addition of residential development.

#### Washington Boulevard - Halethorpe

This corridor is characterized by sprawling, low density manufacturing and warehousing operations. It is well located with access to good lines of transportation and is in the heart of Washington/Baltimore development axis. Industrial development is ongoing in the area, and its image could be improved by further redevelopment. The Economic Development Commission agrees redevelopment offers the greatest potential for significant industrial growth in this part of the County due to the area's scarcity of land.

#### Spring Grove Hospital Site

This 185-acre property, currently owned by the State and used as a medical/institutional center was rezoned to Office and Technology in the 1988 Comprehensive process. The general area has very significant potential to become a high quality, higher intensity employment area.

#### ACTION:

The County will work with local landowners and the State to monitor the situation in these areas. When appropriate, plans will be prepared to facilitate optimum development of the properties in question. Traffic circulation, visual compatibility, buffering and other factors affecting adjacent communities will be addressed as part of the redevelopment plan preparation process.

#### COMMERCIAL REVITALIZATION

There are two designated commercial revitalization areas, Liberty Road and Pikesville, plus significant commercial developments which need attention along Route 40 and Reisterstown Road.

#### ISSUE: Liberty Road Revitalization Areas

The Liberty Road Corridor is an eight mile long revitalization district that stretches from the City line to well beyond the Beltway. The character of the commercial uses changes dramatically among the various development nodes. Inside the Beltway there are neglected buildings and vacancies. Development here is somewhat older and shows its lack of comprehensive design control. This is one of the few areas where "urban" problems have begun to impact the County. Commercial uses outside the Beltway are more typically suburban, with neighborhood shopping centers mixed with infill development. This area is fairly healthy, although needing some maintenance attention.

To date, careful analysis reveals it will be extremely difficult to make significant changes in the short term. Efforts are being made to fill buildings which have vacancies, and to make physical improvements which will help the appearance and general ambiance of the area. Longer term, the County should seek to introduce new uses at key locations. This will take time and continuing attention.

#### ACTIONS:

##### Short-Term

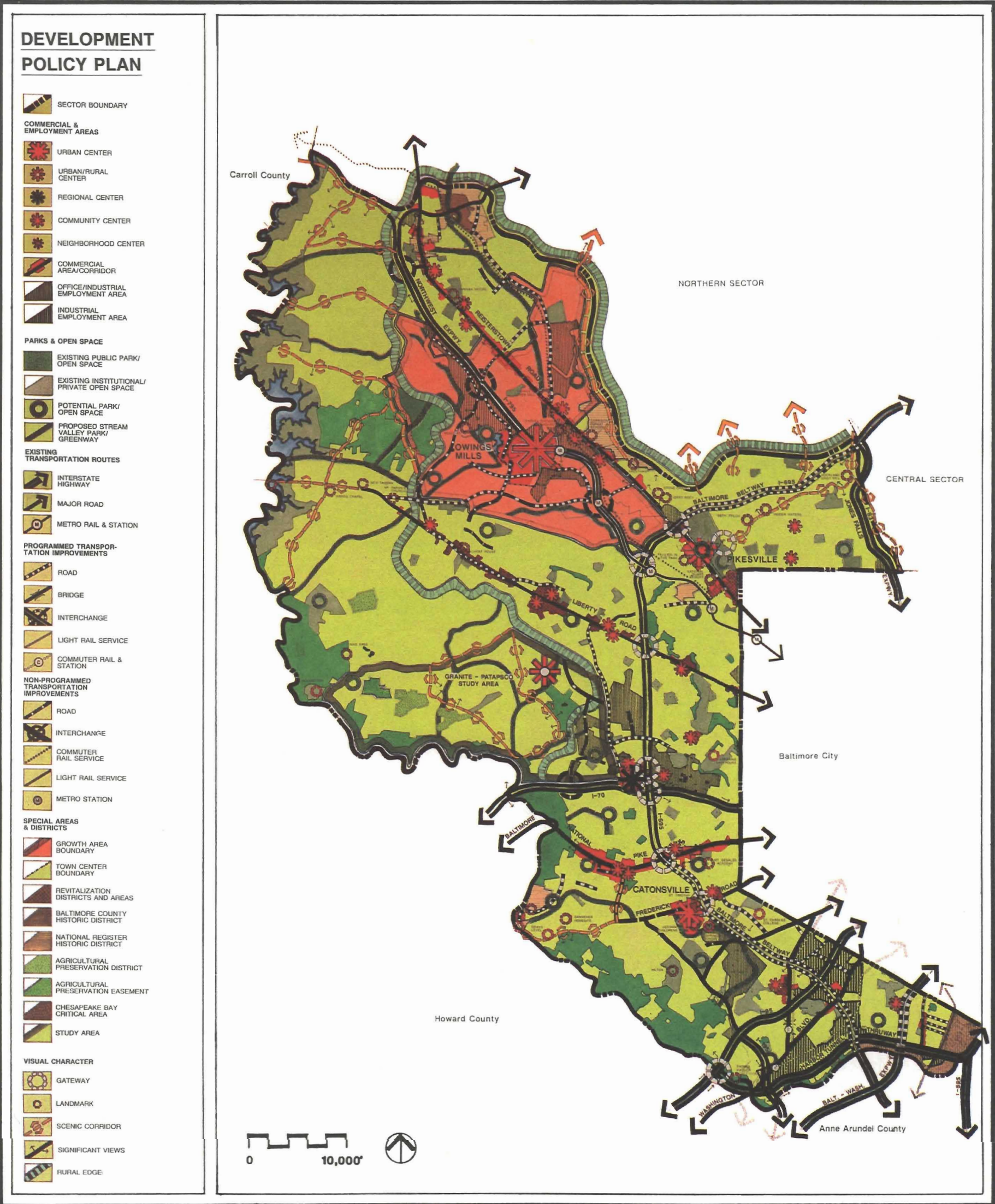
- streetscaping a two block section at the County/City line. This will provide a visual improvement as one enters the County along Liberty Road and will include a Baltimore County entranceway signage project.
- the County Police Department Mini-Station at the far northern edge of the district in Kings Point Square is the first of its kind in the County, and will provide some stability for a redevelopment project.
- the County Police Department repair station near Old Court and Liberty Roads is also the first of its kind in the County, and provides continuous police presence.
- a streetscape at the northern edge of the district.
- implementation of a comprehensive signage program as a first step in creating identity
- introduce landscaping at key locations to soften the hard, commercial strip character.
- review and update the 1980 Liberty Road Action Plan.

##### Long-Term

Aside from dealing with specific cases where the County can influence uses, long-term improvement can best be approached by creating several mini-districts, recognizing the separate identities of each of the nodes. These districts must work to create their own character, and make an effort to appeal to certain market segments. An example might be to encourage a concentration of restaurants, or stores that cater to home decorating. An action that would help in every case would be the continuing implementation of a comprehensive signage program.

A concept used very successfully throughout the nation is village square open space to help establish a community's sense of place. Several locations along Liberty Road might easily be adapted for this use.

The revitalization effort focuses on the commercial properties. There is need to develop solid cooperative effort and consensus between the residential neighborhood groups and the revitalization proponents so the commercial activities can be properly buffered to protect the residential areas.





**ISSUE: Pikesville Revitalization Area**

The Pikesville Revitalization district begins at the City/County line and extends northward to the Baltimore Beltway (I-695). It lies along Reisterstown Road but also extends outward along some of the intersecting streets. This district has a mix of all of the problems and potentials of an older, diverse, mixed-use residential and commercial community.

The 1979 Plan that guided the initial revitalization efforts is out of date. A thorough revision and updating is in progress.

**ACTIONS:**

The following activities by the County and local interests are underway. Others will be initiated from the revised Plan.

- working on design for the streetscape which will be in the core area along Reisterstown Road. When completed, this project will put a new face on the core commercial district.
- evaluating Commercial Development Management Authority concept with the business community and property owners.
- completing design on the connector roadway which will open up land in the "triangle area" for development.
- implementing a signage program designed to make customers aware of available parking.
- streetscaping a one block stretch in central Pikesville in conjunction with a private property owner.
- relocating the County Fire Company within the district, and retaining the current undersized facility for a good use.
- working to consolidate and enlarge the parking now in the rear of commercial buildings. This will require agreements between the Revenue Authority and property owners.

- recognizing the importance to the revitalization of Pikesville of establishing a cultural arts center in the area of the Pikes Theatre. Support the concept of establishing such a center at that location and recommend a study to that end.
- designing future streetscape projects at selected locations.
- promoting Beltway/Reisterstown Road as a hospitality node, and working to encourage uses that accommodate overnight travelers and tourists.
- using the market strength of the area and high traffic counts to promote sections of Pikesville as an entertainment destination.
- creating shopping districts that make Pikesville unique. This would involve promotion and attraction of new stores in a targeted retail segment.
- coordinating the interests of property owners to facilitate consolidation and construction of significant projects.

**ISSUE: Woodlawn Revitalization Area**

The Woodlawn Revitalization Area encompasses the intersection of Gwynn Oak Avenue and Windsor Mill Road and extends outward to the North along Gwynn Oak Avenue. The majority of the business people have owned their properties and businesses for many years and are enthusiastic about the opportunity for assistance to stabilize the core. The area has many strengths, but some merchants are considering relocation due to the deterioration of external features of the streetscape and some safety concerns. This village is an anchor for several neighborhoods and has served as a traditional shopping center since the early years of the century. This is crucial juncture in its history and the opportunity still exists to assure its continued vitality. A plan was completed in 1985, which is not completely current but can serve as a guide for much of the work, as the primary difficulties remain.

**ACTIONS:**

**Short-Term**

- Construct streetscape improvements (drawings are complete) to three properties in the core.
- Landscape medians where feasible.
- Install landscape in planters to coordinate unified look.
- Conduct safety-awareness seminars and provide safety-enhancing assistance.

**Long-Term**

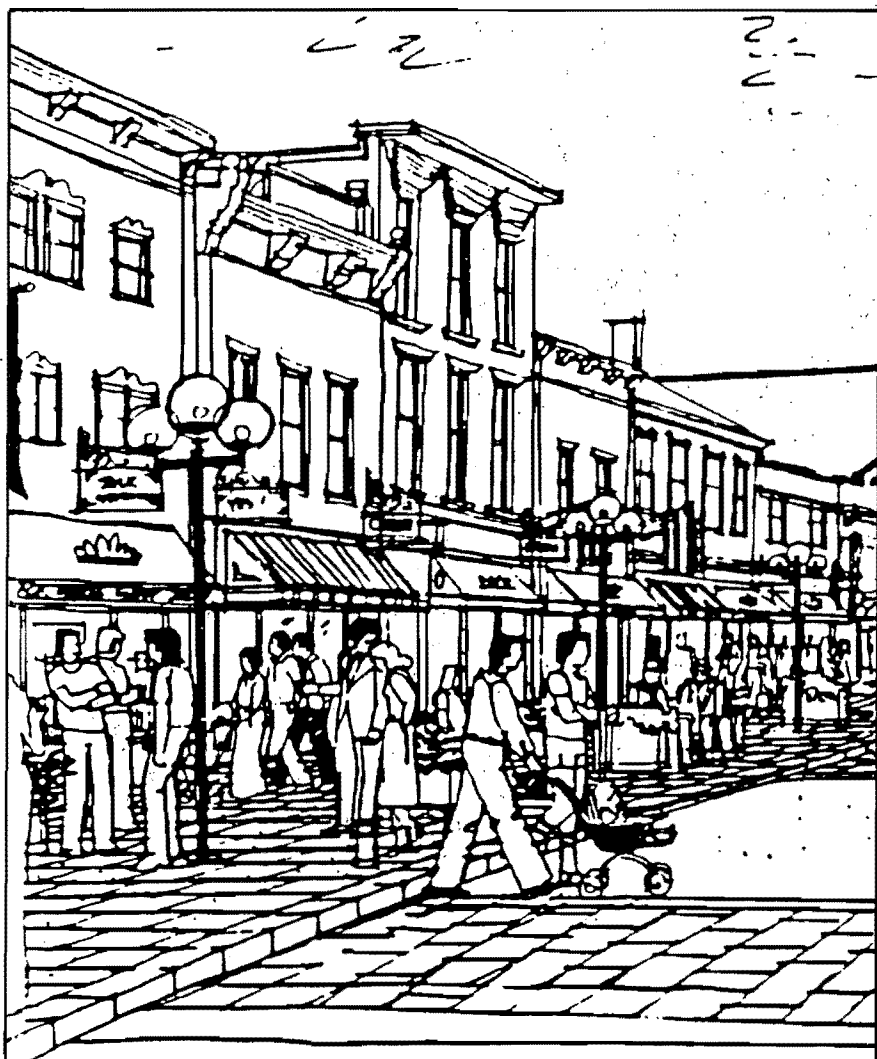
- Streetscape the balance of the intersection and continue improvements throughout the district.
- Maintain efforts to combat any safety concerns.
- Assist the business association in marketing the area's special character and its unique shops.
- Develop design standards to encourage compatible redevelopment and development.

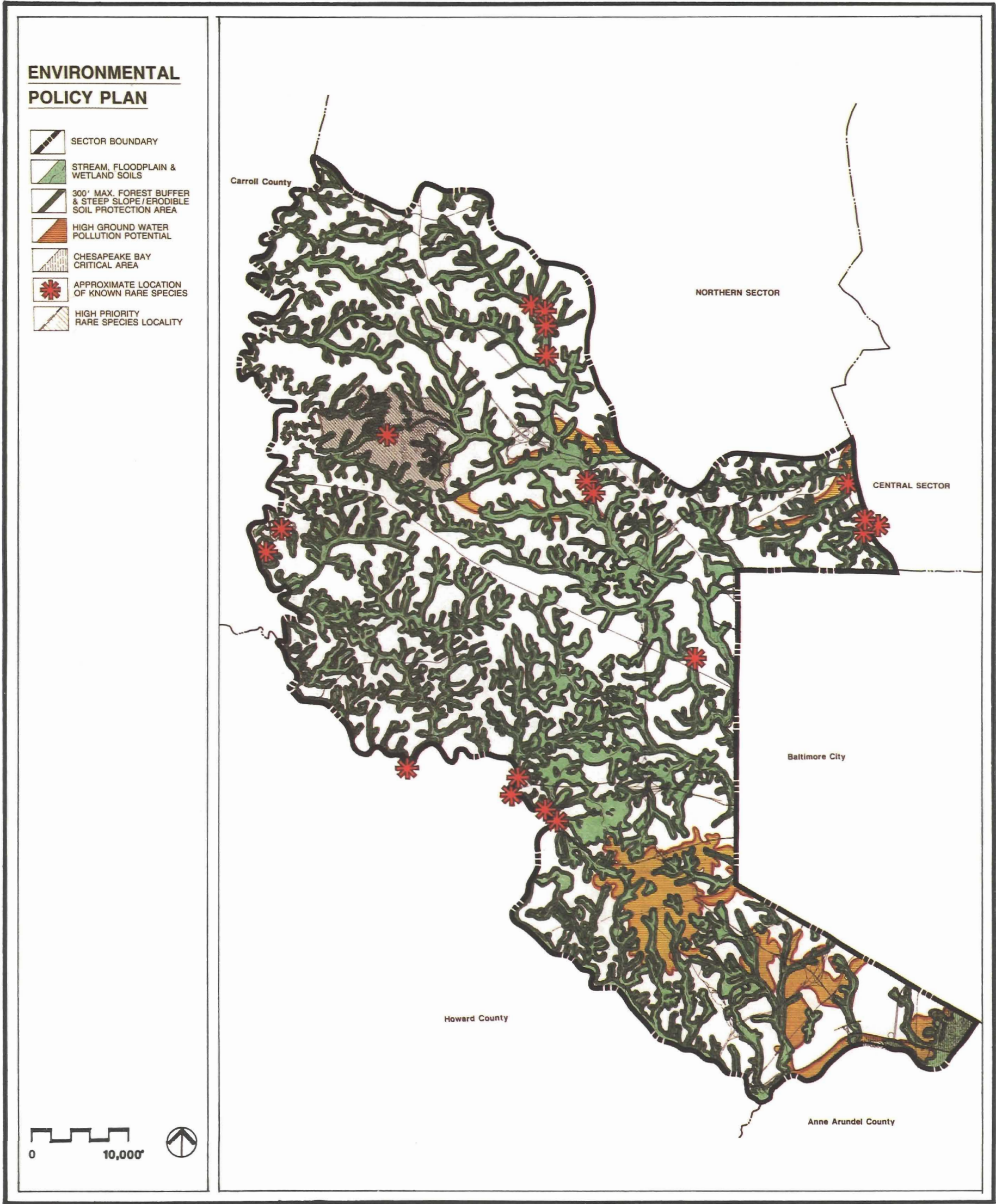
**ISSUE: Arbutus Revitalization Area**

The Arbutus Revitalization Area encompasses a large and sprawling commercial area with a wide range of characteristics. Running from Wilkens Avenue along Maiden Choice Lane to Southwestern Boulevard and including Sulphur Spring Road, East Drive, and Oregon Avenue, the district calls for creative and cooperative efforts. Some work has begun as a pilot project along East Drive, where streetscape improvements are planned to three properties. A plan is needed to evaluate the most crucial needs and provide structure for development of solutions.

**ACTIONS:**

- Construct preliminary streetscape improvements (drawings are complete).







- Evaluate the area and prioritize concerns.
- Encourage use of the revitalization area fund to facilitate.
- Evaluate success of pilot streetscape and plan further streetscape work.
- Examine parking issues and work toward resolutions.

#### COMMERCIAL CORRIDOR IMPROVEMENTS

In addition to the segments covered by the Pikesville and Liberty Road Revitalization Districts, the Western Sector could benefit from concerted actions to improve several other commercially developed arterial highway sections.

The Reisterstown Road Corridor can be divided into four separate segments, each with specific identities, problems and possible solutions. The first section, from the City line to the Beltway, is part of Central Pikesville and is being addressed in the Revitalization Plan Update. The second section, from the Beltway to Greenspring Valley Road, was the central element in the Reisterstown Road Corridor Study presently before Council for review and adoption. The portion from Greenspring Valley Road to the edge of Reisterstown might be termed the north-central section. Finally, within Reisterstown is the northern section.

#### ISSUE: North-Central Reisterstown Road

Although this portion of the corridor has experienced the most activity in terms of commercial and industrial development, it projects an image that needs to be corrected.

Baltimore County has maintained a commitment to the merchants along Reisterstown Road and Liberty Road that it will not place or encourage new competing shopping centers throughout the Owings Mills development area. While some minor neighborhood commercial services may be required, it was the object of the Plan to encourage the new residents of Owings Mills to patronize the established businesses along the two corridors.

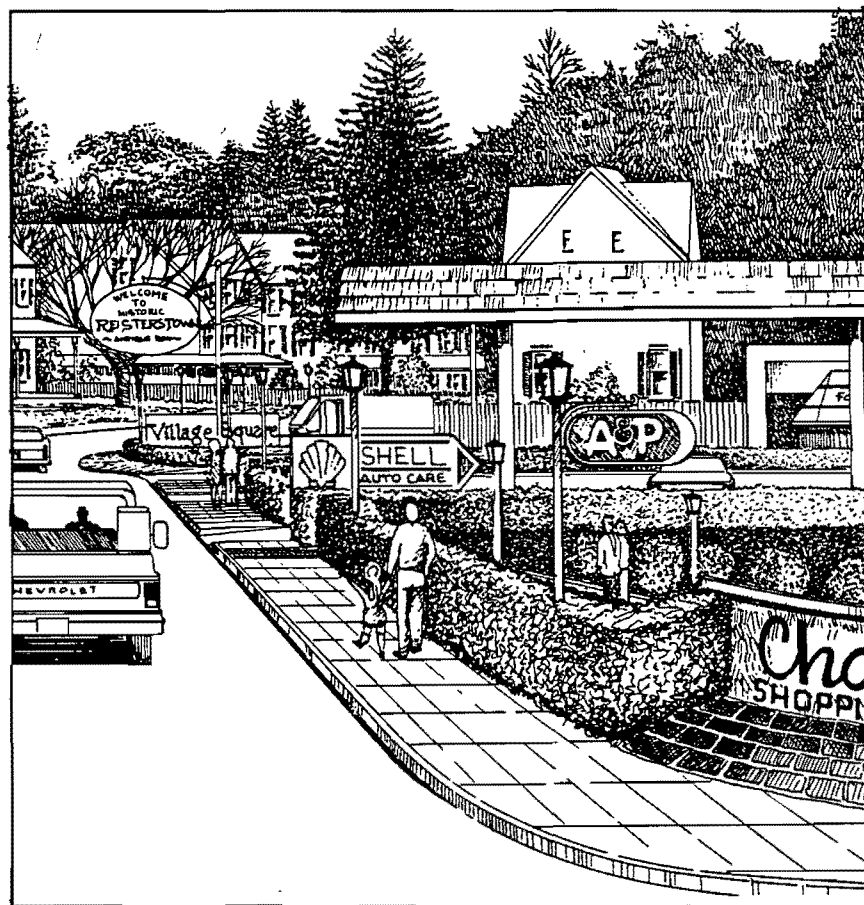
Baltimore County has essentially kept its promise not to expand business zoning outside the commercial core of the Owings Mills Growth Area. Despite the tremendous business possibilities this has opened for owners of properties along Reisterstown Road, little has been done to date to improve the quality of existing premises. This stretch of the corridor has not put itself in a position to take full advantage of the Growth Area's proximity.

#### ACTIONS:

1. A corridor plan should be prepared with the active participation of local businesses to identify methods of improving site and building quality, signage, landscaping and accessibility. Subject to staffing limitations, Baltimore County will assist in plan implementation by means of technical/design assistance and, where feasible, in funding certain aspects of approved physical improvements.
2. Uses with similar problems and goals should be concentrated to provide identity and character. Coordinated efforts of promotion and marketing would facilitate revitalization. A combination of these and other similar actions may be required to improve the profitability of corridor businesses, and enable property owners to provide the quality of commercial services necessary to support expected growth in Owings Mills. The alternative may be a decision to provide the necessary services at key locations inside the growth area itself.

#### ISSUE: Northern Reisterstown Road

The northern end of the Reisterstown Road corridor comprises the segment within the Village of Reisterstown. This area has its own charm and ambience. It is an area which will be the subject of strong development prospects over the coming decade,



as the neighboring Owings Mills Growth Area is built. The preparation of a village plan is required to ensure change is managed in a sensitive manner and the unique qualities of the village are retained.

An excellent plan was prepared for Reisterstown by consultants in association with the County and local citizens. Unfortunately this award winning plan was never formally adopted due to dissension within the community.

#### ACTION:

The plan for Reisterstown should be updated in light of possible development impacts generated from Owings Mills. However, there needs to be significant support from all sections of the community prior to any expenditure of County funds and staff time.

#### ISSUE: Baltimore National Pike

The historic Baltimore National Pike, now widened into the four-lane U.S. 40 is a commercial corridor that stretches approximately four miles from the Baltimore City line to the Howard County line. Although it is bisected by the Baltimore Beltway, both segments contain similar types of commercial uses, with automobile-related uses predominating.

As regional malls such as Security Square, Columbia and Marley's Station gain in popularity, the retail stature of Route 40 declines. The overabundance of competing commercial uses, which contribute to visual clutter, a multitude of curb cuts and turning movements, minimal landscaping and high tenant turnover, was cited as the prime reason for converting essentially the entire Route 40 segment between the City and the Beltway to a single block of major business commercial center zoning during the 1988 Comprehensive Zoning Process. The intent was to consolidate the zoning to stimulate and facilitate redevelopment. In addition, this zoning classification offers incentives for mixed-use development.

The comprehensive rezoning of the eastern segment of Route 40 West was a significant step towards controlling the evolution of the corridor. Baltimore County should reinforce this progress.



**ACTIONS:**

1. Consider the consolidation of the present zoning patterns on Route 40, west of the Beltway. If redevelopment opportunities arise, the possibility of an auto park plaza could be an appropriate use in this area. No additional commercial zoning should be granted during the 1992 zoning process.
2. Redesign the Beltway interchange at Route 40 to provide better access to Westview Mall, thereby encouraging redevelopment of the mall.
3. The fledgling Gateway West community association should be given County support and encouragement as they proceed with their Route 40 streetscape enhancement efforts.
4. A corridor plan should be prepared with active participation of local businesses to identify methods of improving site and building quality, signage, landscaping and accessibility. All redeveloped commercial centers should be designed with service roads that connect to adjacent commercial uses to reduce the number of entries into Route 40.

**TRANSPORTATION**

Transportation improvements directly related to Owings Mills are identified in the section on the Owings Mills Growth Area and the major transportation access studies related to the Western Sector are described in the section on County-wide transportation. The other strategic transportation elements in the Sector are summarized below. None are expected to proceed beyond the study stage in the early 1990s. All of the studies are or will be done in cooperation with local community and development interests and, for most of the projects, with State, Regional and Federal interests. The evaluations will include analysis of the "no action" option. These studies include:

1. Establishing commuter rail service from Milford Mill to Westminster.
2. The construction of an interchange on I-70 at Patapsco.
3. Reconsideration of an earlier Master Plan proposal to construct the new Windsor Boulevard from Rolling Road to Marriottsville, in light of the final Council decision on development in Patapsco and the cost implications of environment concerns expressed by the Department of Environmental Protection and Resource Management.
4. Thorough study of all of the options for addressing cross-county transportation needs. In the Western Sector this will involve an investigation of possible alternatives in a wide corridor from Route 29 in Howard County through the Granite area to Owings Mills.
5. The possibilities for enlarging the regional Mass Transportation Network by constructing light rail lines within a broad, City-based study corridor ranging from Woodlawn to Catonsville.
6. Further examination of the options for dealing with traffic problems in the South Rolling Road corridor. All efforts will be made to complete this study prior to the 1992 Comprehensive Zoning Map process.

**PROGRAMMED PROJECTS****WESTERN SECTOR**

PROJECT	PROJECT LIMITS	TYPE OF IMPROVEMENT
1 Alabama Ave	MD648 (Annapolis Rd) to Baltimore St	W/C
2 Michigan Ave	MD648 (Annapolis Rd) to Baltimore St	W
3 Vermont Ave	MD648 (Annapolis Rd) to Baltimore St	W
4 MD648 (Annapolis Rd)	City Line to Florida Ave	U
5 MD648 (Annapolis Rd) Bridge	Over Patapsco River	R
6A MD295 (B/W Expwy)	City Line to Anne Arundel Co	W
6B I-695 (Balto Bltwy)	US40 (Balto Nat'l Pike) to Anne Arundel Co	W
7 Vero Rd Ext	City Line to US1 Alt (Washington Blvd)	C
8 MD644 (Francis Ave) Bridge	Over Amtrak	R
9 Benson Ave	City Line to I-695 (Balto Bltwy)	U
10 Leeds Ave	MD372 (Wilkins Ave) to US1 (Southwestern Blvd)	U
11 Maiden Choice Lane	MD372 (Wilkins Ave) to MD144 (Frederick Rd) via Paradise Ave	U
12 Lakeside Dr	Painters Mill Rd to Dolfield Blvd	C
13 Rockwell Ave	Chalfonte Dr to Old Frederick Rd	U
14 Westchester Ave	MD144 (Frederick Rd) to Rockwell Ave	U
15 Dogwood Rd	Rolling Rd to Woodlawn Dr	U
16 Rolling Rd	Security Blvd to MD26 (Liberty Rd)	W
17 Milford Mill Rd	Templecliff Rd to Greenwood Rd	U
19 Church Lane	McDonogh Rd to Old Court Rd	U
20 MD26 (Liberty Rd)	Offutt Rd to Deer Park Rd	U
21 McDonogh Rd	Painters Mill Rd to MD140 (Reisterstown Rd)	W
22A Owings Mills Blvd	Extended to Lyons Mill Rd	C
22B Lyons Mill Rd	Owings Mills Blvd to MD26 (Liberty Rd)	U
23 Red Run Blvd	Owings Mills Blvd to Franklin Blvd	C
23A Red Run Blvd	Painters Mill Rd to McDonogh Rd	C
24 Owings Mills Blvd	MD140 (Reisterstown Rd) to Glynwings Dr	C
25 Dolfield Blvd	I-795 (Northwest Expwy) to Owings Mills Blvd	C
26 Cherry Hill Rd	Ext'd to Owings Mills Blvd	C
27 Glyndon Dr	Ext'd to MD128 (Butler Rd)	C
28 Sacred Heart Lane	Ext'd to Chatsworth Ave	C
29 I-695 (Balto Bltwy)	MD140 (Reisterstown Rd) to MD702 (Southeast Frwy)	W
AA Central Light Rail	City Line to Anne Arundel Co	C
AB CSX Commuter Rail	City Line to Howard Rd	U
AC Amtrak Commuter Rail	City Line to Anne Arundel Co	U

**NON-PROGRAMMED PROJECTS**

PROJECT	PROJECT LIMITS	TYPE OF IMPROVEMENT
2 Valley Rd	Hilltop Rd to MD372 (Wilkins Ave)	W
3 MD144 (Frederick Rd)	Rolling Rd to I-695 (Balto Bltwy)	S
4 Geipe Rd	Rolling Rd to Nuwood Dr	C
5A Fairbrook Rd	Ext'd to Windsor Blvd	C
5B Lord Baltimore Dr	Ext'd to Dogwood Rd	C
6A Security Blvd	Extend Westerly	C
6B I-70	Interchange at Patapsco	C
7 Windsor Blvd	Rolling Rd to Windsor Mill Rd	C
9 Milford Mill Rd	MD26 (Liberty Rd) to Washington Ave	U
11 I-695 (Balto Bltwy)	Ramps to Old Court Metro Sta	C
12 Allenswood Rd	Southall Rd to Collier Rd	C
13 Owings Mills Blvd	Winands Rd to Lyons Mill Rd	C
14 Horsehead Rd	Owings Mills Blvd to McDonogh Rd	C
15 Deer Park Rd	Dolfield Blvd - MD26 (Liberty Rd)	W
16 Dolfield Blvd	I-795 (NW Expwy) to Deer Park Rd	W
17 I-795 (NW Expwy)	Interchange at MD37 (McDonogh Rd)	C
18 I-795 (NW Expwy)	Interchange at Dolfield Blvd	C
19 I-795 (NW Expwy)	Interchange at Glyndon Dr	C
20 Glyndon Dr	I-795 (NW Expwy) to MD140 (Reisterstown Rd)	W
21A MD140 (Reisterstown Rd)	Glyndon Dr to I-695 (Balto Bltwy)	W
21B MD140 (Reisterstown Rd)	Old Court Rd to City Line	W
22 Gwynnwest Rd	Ext'd to Cherry Hill Rd	C
23 Pleasant Ridge Dr	Ext'd to Dolfield Blvd	C
BB Metro Station	I-795 (NW Expwy) at McDonogh Rd	S
BC CSX Commuter Rail	Milford Mill Metro Sta to Carroll Co	S

**TRANSPORTATION STUDIES**

- 1 Rolling Road Area Study
- 2 Howard County Access Study
- 6 Hanover Pike Area Study
- 7 Greenspring Avenue Access Study
- 8 Northwestern Beltway Commuter Study

**TRANSIT STUDIES**

























- A Western Transit Area Study

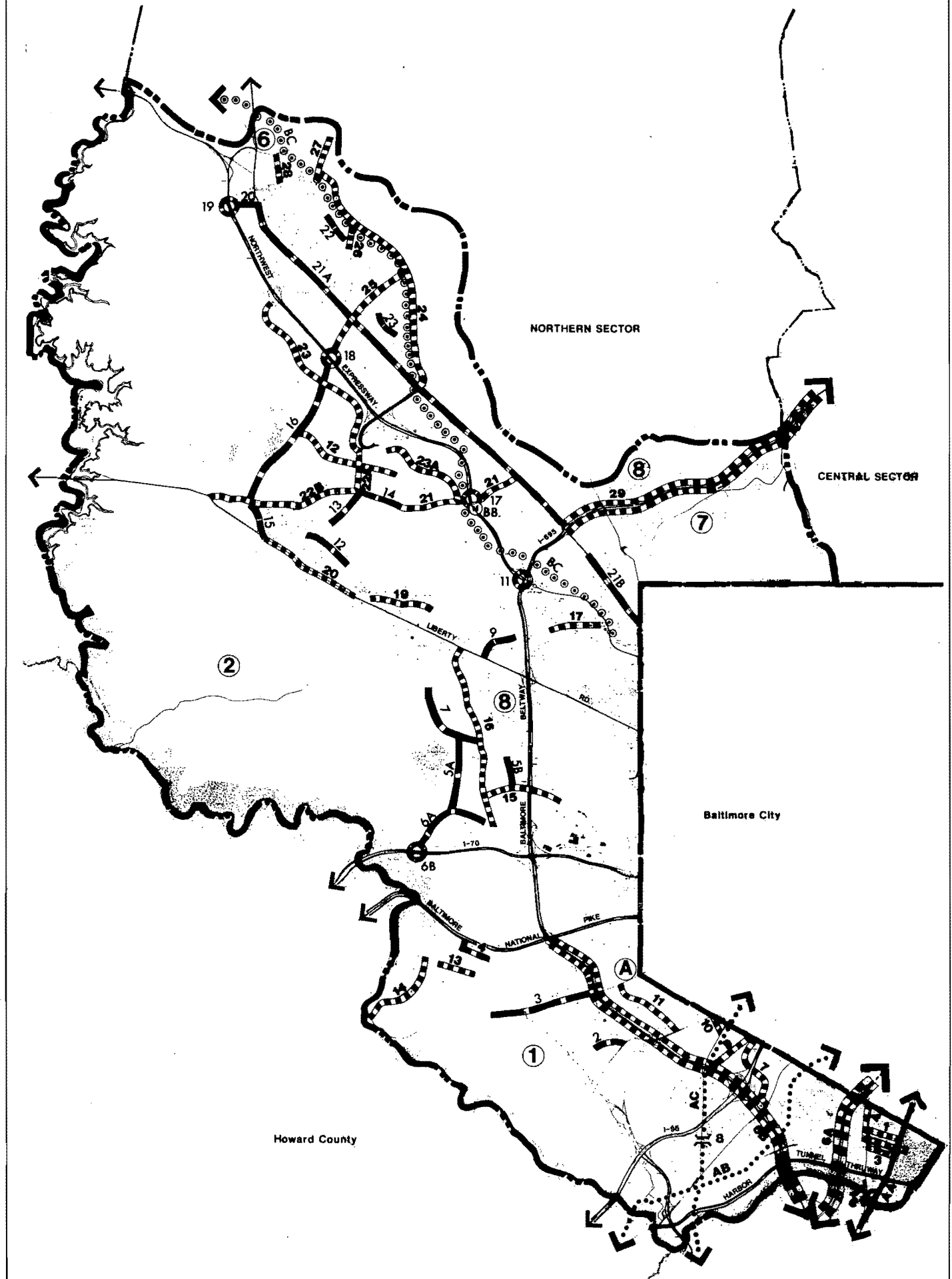
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# TRANSPORTATION

-  PROGRAMMED INTERSTATE HIGHWAY IMPROVEMENTS
-  PROGRAMMED ROADWAY IMPROVEMENTS
-  NON-PROGRAMMED ROADWAY IMPROVEMENTS
-  PROGRAMMED INTERCHANGE IMPROVEMENTS
-  NON-PROGRAMMED INTERCHANGE IMPROVEMENTS
-  BRIDGE IMPROVEMENTS
-  AIRPORT IMPROVEMENTS
-  PROGRAMMED PROJECTS
-  NON-PROGRAMMED PROJECTS
-  PROGRAMMED LIGHT RAIL PROJECTS
-  NON-PROGRAMMED LIGHT RAIL PROJECTS
-  PROGRAMMED COMMUTER RAIL PROJECTS
-  NON-PROGRAMMED COMMUTER RAIL PROJECTS
-  METRO STATION
- TRANSPORTATION STUDIES**
-  ROLLING ROAD STUDY AREA
-  HOWARD COUNTY ACCESS STUDY
-  VALLEYS ACCESS STUDY
-  HARFORD COUNTY ACCESS STUDY
-  I-83 STUDY AREA
-  HANOVER PIKE STUDY AREA
-  GREENSPRING AVENUE ACCESS STUDY
-  NORTHWESTERN BELTWAY COMMUTER STUDY
- TRANSIT STUDIES**
-  WESTERN TRANSIT STUDY AREA
-  EASTERN TRANSIT STUDY AREA



## CENTRAL SECTOR

The urbanized portion of Baltimore County surrounds the City on the east, north, west and southwest. As its name implies, the Central Sector lies in the middle of this urban ring, but it also extends northward beyond the Beltway for about eight miles along the York Road/I-83 corridor past Hunt Valley and includes Loveton and Sparks. Its western boundary follows Falls Road northward to the Beltway and then runs approximately due north to and along I-83 above Mays Chapel North (Padonia Road). From Sparks, this Sector's northeastern boundary follows Gunpowder Falls through Loch Raven Reservoir to Cromwell Bridge Road, the Beltway and Perring Parkway.

This is the smallest of the four Sectors, but has much diversity among its mix of historic and contemporary communities.

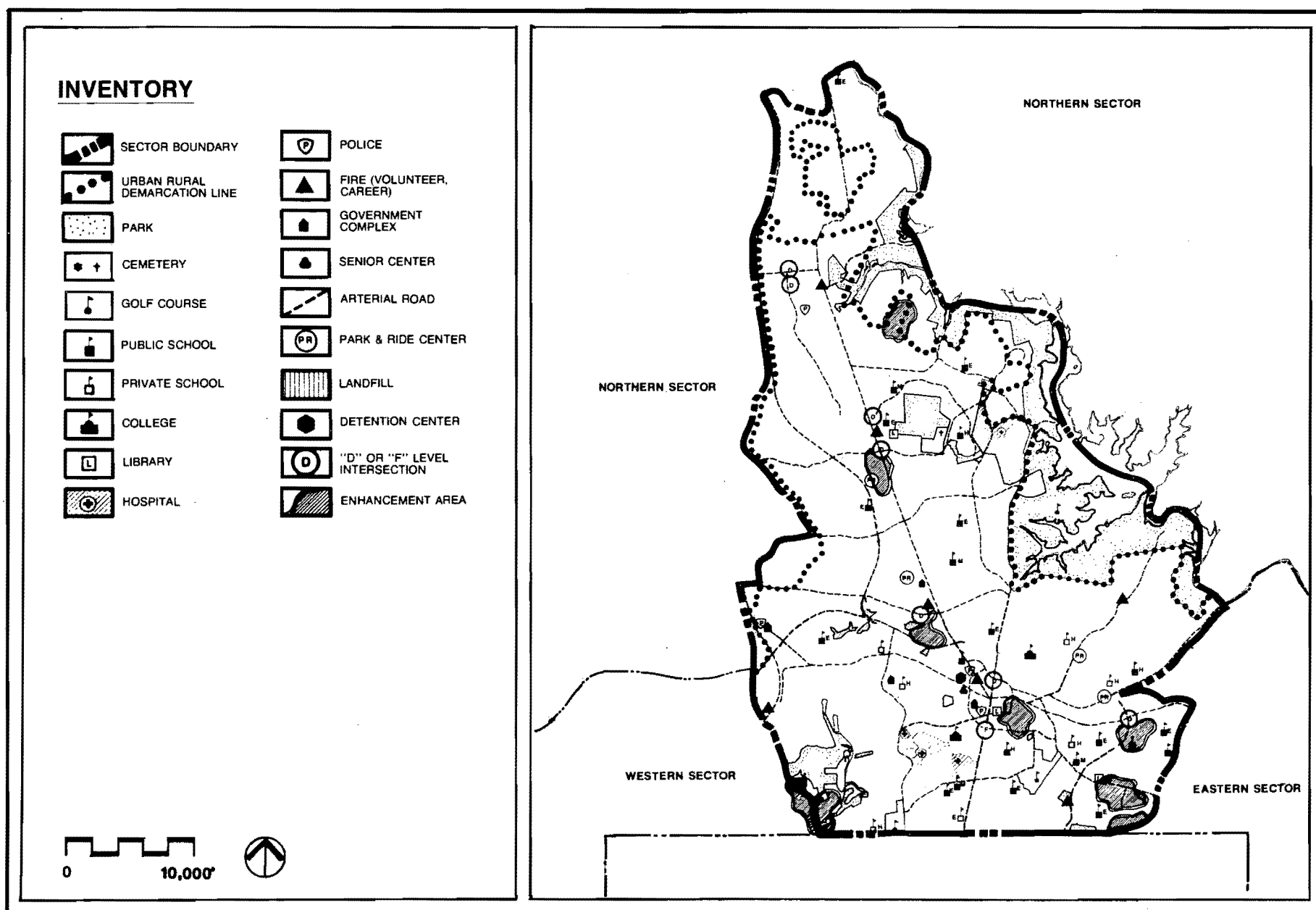
Towson, for example, began with a settlement in the 18th Century by a family of that name. Its rise to prominence as an urban center and the home of more than 40,000 people began in 1854 when Dr. Grafton Bosley donated a square block of land for the construction of a Courthouse amidst the 50 surrounding acres that had been platted into a gridiron of streets. Even with its location at the crossing of two of the County's most historic roads--York and Joppa--Towson at first experienced slow growth. It remained a quiet rural community, and a popular place for summer residences on the "heights" above the City until well into the 1890s.

Urbanization moving southward from Towson joined urbanization spreading northward from the City along the York Road streetcar line. These well-planned and well-built communities continue to be among the most desirable in the metropolitan area.

Development west of Towson also began in the 1890s. The hill-sides in the Roland Run Valley were divided into large estate lots. Ruxton, Riderwood and subsequent development emulated Baltimore's Roland Park, with abundant green space and large homes in the multitude of architectural styles that are now simply called "Victorian".

Ruxton's accessibility for the City businessmen who resided or summered there depended on the convenient commuter service by one of the nation's earliest railroad lines. Beginning operations to York, Pennsylvania in 1838 as the Baltimore & Susquehanna, the line is still commonly identified by its next corporate title, Northern Central. The conventional commuter service from Parkton to the City ended in 1952, but history is about to come full circle. This route will soon be the location of the newest "light rail" technology of the Central Corridor line to Hunt Valley.

The railroad service also facilitated development of another community, slightly further north. The gridiron of streets platted in 1852 in conjunction with the founding of a Lutheran college for women is now filled with attractive homes of "Victorian" and later vintage. The distinctive character of Luther-



ville is recognized by its listing both as a district on the National Register of Historic Places and as a Baltimore County Landmarks District.

Closer to the City, Idlewylde, Wiltondale, Towson Estates, West Towson and the like follow the Stoneleigh-type model with carefully maintained homes and lots of modest size in a generally gridiron pattern. Beginning approximately at the Beltway, and facilitated by the construction of that expressway and the extensions of Loch Raven Boulevard and Perring Parkway, the character changes markedly. For example, lying in an arc between the Beltway and the Loch Raven Reservoir property and extending from Dulaney Valley Road to Cromwell Bridge Road is a quintessential pattern of "suburban" subdivisions with large, ample yards and a predominantly irregular, curvilinear street pattern. Similar patterns predominate throughout most of the post-WW II residential development in this Sector, although typically with much smaller lot sizes and often lined with townhouses or low-rise apartments rather than individual dwellings. Other than a few schools, churches and similar institutional uses, these suburban developments cover virtually all of the Cockeysville - Timonium area between Dulaney Valley and York Roads. They also extend west of I-83 to include Mays Chapel, Valleywood and Hunt Ridge.

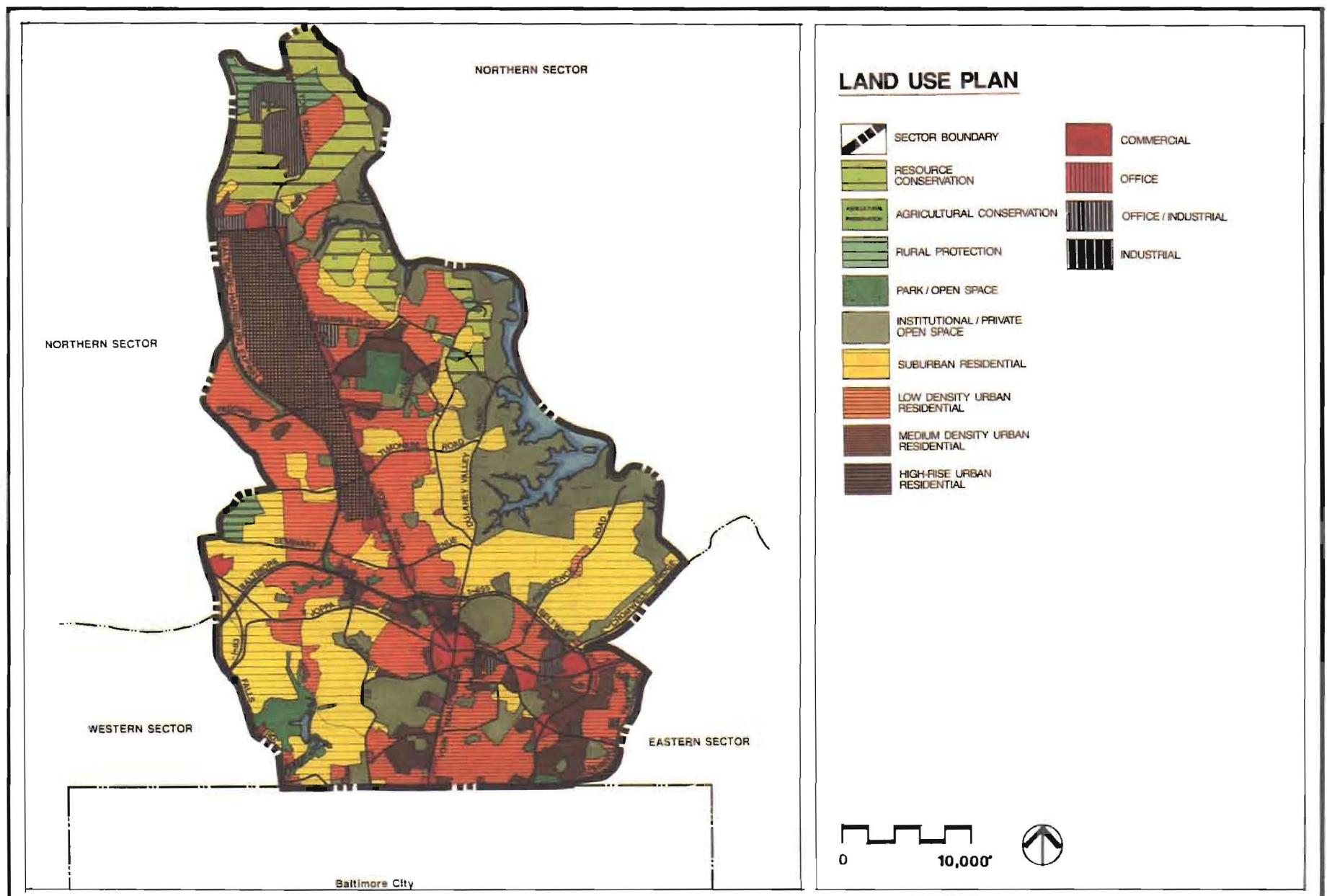
This suburban expansion northward through the Central Sector can clearly be attributed to the first limited access highway which directly served developable acreage in the County. The "Harris-

burg Expressway", now known simply as I-83, was opened northward to Shawan Road in 1951, but became especially influential after the completion of the Jones Falls Expressway into the City in 1964.

Since then, the territory between I-83 and York Road, extending south from Hunt Valley approximately to Lutherville, has become occupied predominantly by warehouses, offices, shopping centers, light manufacturing and similar nonresidential uses, along with the Genstar Corporation's massive quarry at Texas. The only large exceptions to this pattern are the residential enclave of Timonium Heights, the privately owned State Fairgrounds at Timonium, and the virtually continuous strip commercial development along York Road from Towson to Hunt Valley. Although not officially designated as a growth area, this "Central Corridor" of nonresidential development, in conjunction with the Towson area, now provides fully 35% of the jobs in the entire County.

Other nonresidential uses also are significant in this Sector. Because commercial services are provided mostly at Towson and along the York Road corridor northward from Towson, the other arterial roads (except for the eastern portion of Joppa Road) are mostly free from the visual, safety, and compatibility problems of strip commercial development.

Almost the entire northeastern boundary of the Sector is occupied by the Loch Raven Reservoir and watershed land, providing an





## Central Sector

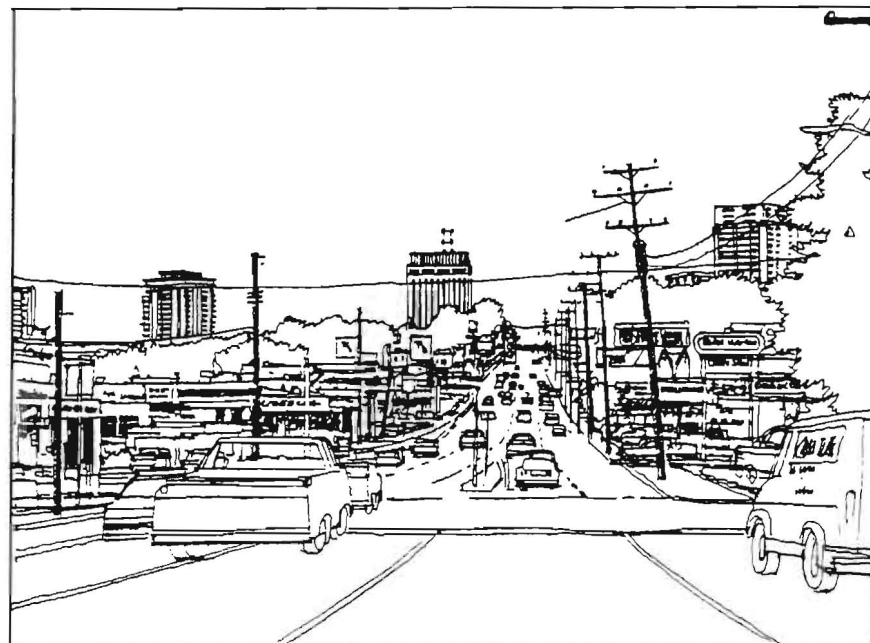
exceptional open space and recreational amenity. A much smaller but also significant City-owned open space area is Lake Roland, and its associated Robert E. Lee Park. The vast GBMC/St. Josephs/Sheppard Pratt complex is a major open space asset. Finally, providing major open space values in addition to substantial cultural advantages are Goucher College and Towson State University.

### STRATEGIC ISSUES & RECOMMENDATIONS

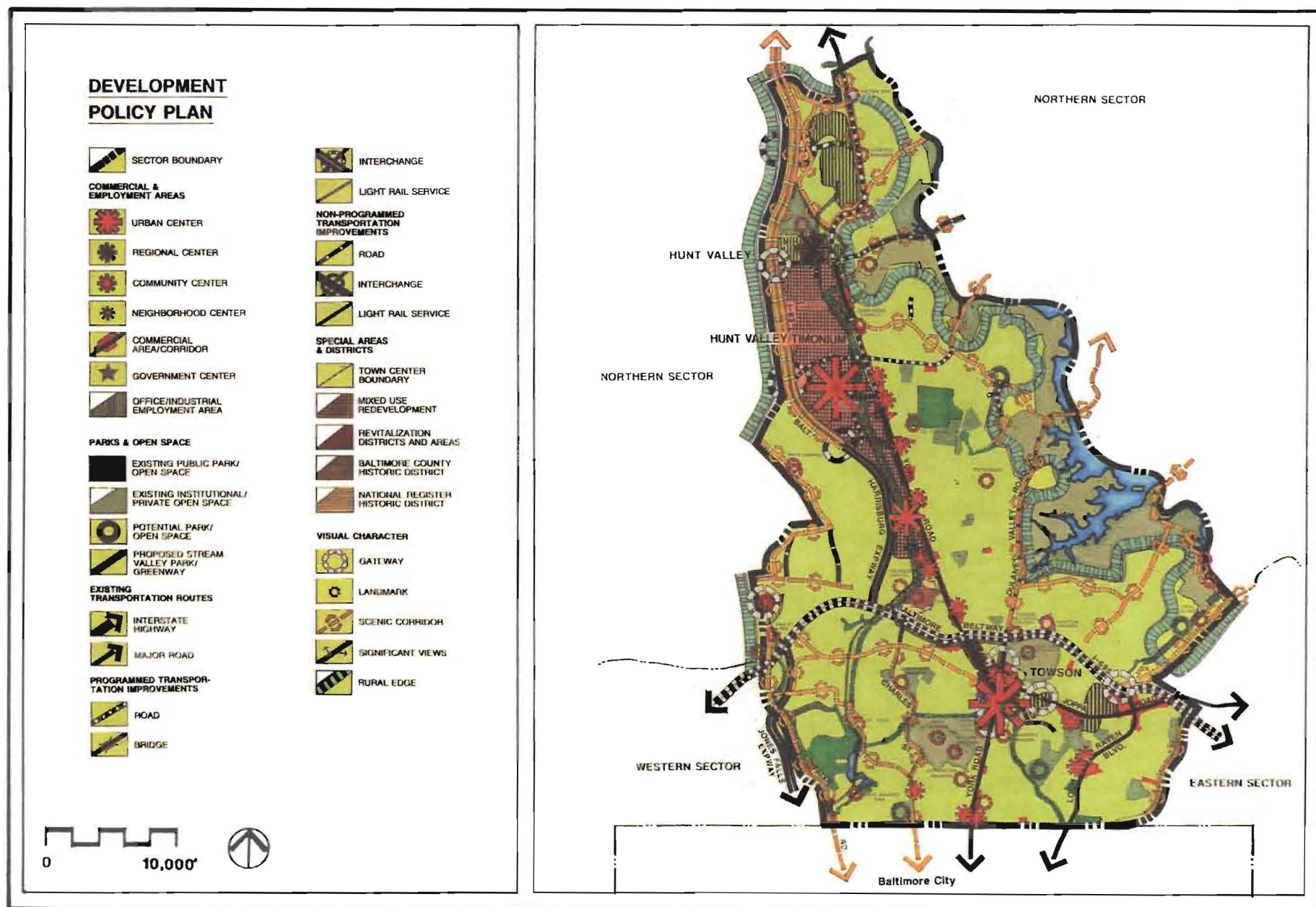
Although the Master Plan does not propose any major immediate shifts in land use, it is nevertheless likely that the Central may experience the most dramatic changes of all the Sectors, especially in employment, during the next two decades.

If, as is strongly recommended in this Plan, the County retains its commitment to the basic principle of the Urban-Rural Demarcation Line, future employment and residential growth could well find the Towson and Hunt Valley - Timonium areas particularly attractive.

By the early part of the next century, a revitalized Towson and a redeveloping corridor northward from Timonium could clinch the Central Sector's role as the location of the most important mixed-use urban center in the County. Good access to the Interstate Highway system, an improved York Road, and an operating



light rail system from Hunt Valley, and Towson, to downtown Baltimore and the Airport will be added incentives for future development and redevelopment to increase the urban character of these areas.





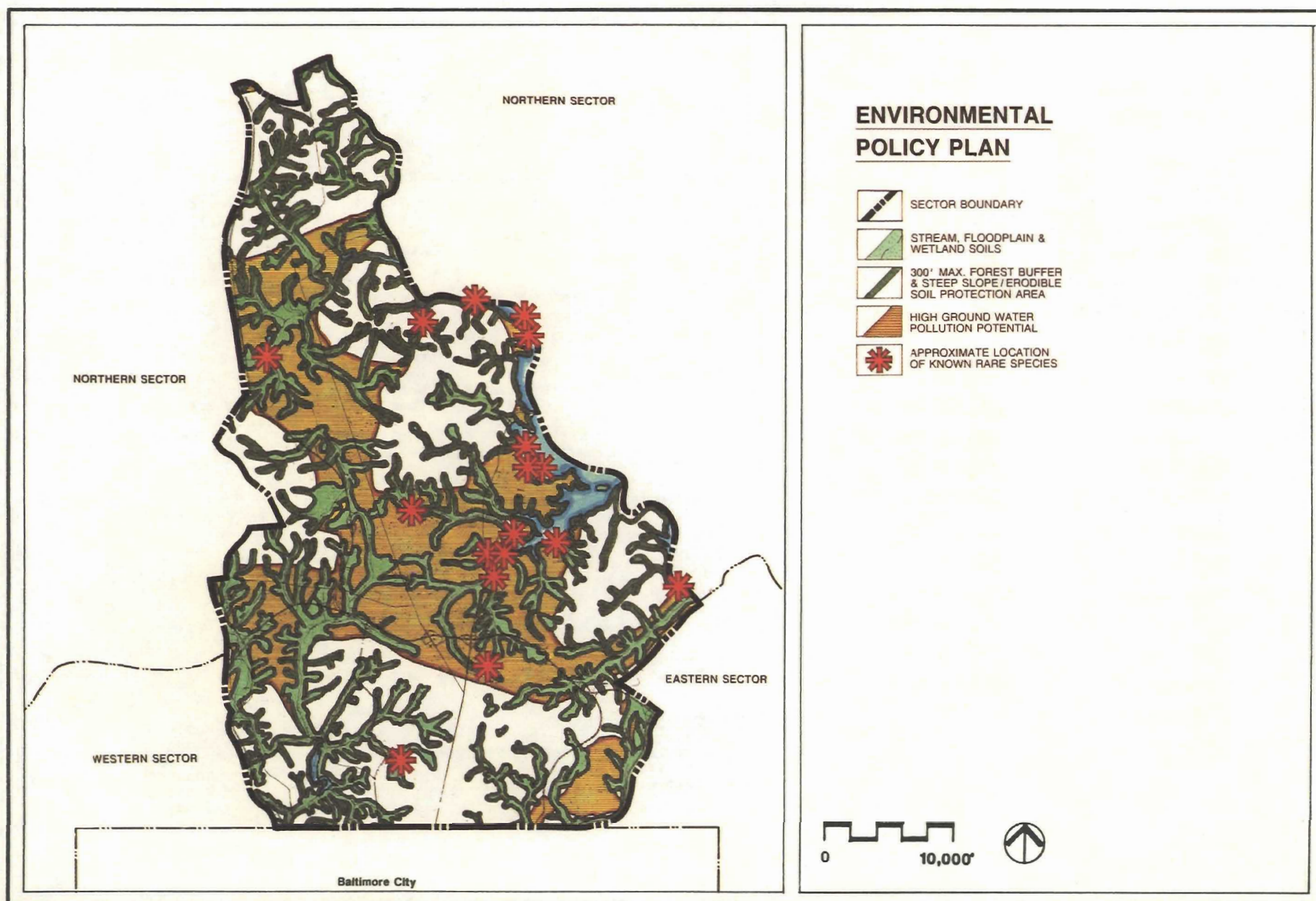
**ISSUE: Role of Towson**

Towson is and should continue to be the urban focal point of Baltimore County, not only for governmental and education functions but also for a full range of housing choices, commercial services, and cultural and recreational facilities. Through concerted public and private actions, it should evolve into a lively, 24-hour urban center with a distinctive high quality visual appearance building upon Towson's unique character.

The role of Towson as a commercial retail center has lessened, but there continues to be a significant presence from the judicial system and County government functions. In the past the area was never an important office center or place of work, although recently this situation has changed. Towson is experiencing tremendous pressure to develop retail centers and office buildings. With appropriate direction and encouragement from government there could be a County seat that is not only a center for government, but an exciting activity center.

**ACTIONS:**

1. Expedite the adoption of the updated Master Plan for Central Towson so scheduling of implementation projects can be considered in the FY 1991 Capital Budget and Program formulation process. The Towson Development Corporation, Towson Business Association, Historic Towson, Inc., and all of the Towson area community organizations should continue to be active, constructive participants.
2. Prepare a comprehensive Urban Design Plan for guiding and visually integrating the County's investments in streets and other public spaces and the private sector's decisions on building design and siting. The County should be particularly attentive to its leadership opportunity in the ongoing renovation and expansion of the government complex.
3. Assemble a package of development incentives for high density residential uses within the town center. Such incentives might include tax abatement and/or tax increment financing, use of air rights, shared parking and transfer of development rights.
4. Work with MTA and private economic and community interests to speed selection of a route and construction of a direct line from the Central Light Rail Project. The connection should begin at or near the Beltway and extend to the Towson Transit Center vicinity. In considering alignments, particular attention should be given to the possibilities of using the transit line to stimulate redevelopment and improvement of the entrance to Towson along York Road from the Beltway.
5. Expedite construction of the Towson Transit Center as an example of joint public-private related site development and as a landmark design element of central Towson.
6. Work with the Economic Development Commission and the area's educational institutions and cultural organizations to determine the location and components of a central cultural arts facility and to secure funding for its construction.



**ISSUE: Role of the Hunt Valley - Timonium Corridor**

The imminent construction of major transportation improvements within this area should significantly increase the value of land and thereby spur private market high quality redevelopment in the Corridor as has recently occurred along Deerco Road southward from Padonia Road.

**ACTIONS:**

1. Recognize the Hunt Valley - Timonium Corridor as a unique economic development opportunity and prepare a comprehensive Urban Center Plan for the area. The planning should be done with full participation by economic interests, County agencies and neighboring communities, and should cover these major topics:

- Acknowledgement that this area is different from other Growth Areas and that its redevelopment must be planned so that the integrity of the adjacent residential communities is protected from noise, traffic, intrusion of nonresidential land uses, etc.
- The light rail and the need to attract land uses that reinforce and take advantage of the system.
- Economic forecasts of demand for development/redevelopment and consequent expected employment--development must be very carefully staged to avoid jeopardizing the public and private commitments to Towson and to the Owings Mills and White Marsh Growth Areas.

- Land use patterns and intensities, transportation facilities and management, stormwater management and other infrastructure, protection of adjoining residential areas.
- Effective means to achieve high visual quality of design and overall amenity.
- Special situations and opportunities such as new residential development in proximity to employment, the future of the Timonium Heights residential enclave, the potential reuse of the Fairgrounds site, the long-range potential of the Genstar quarry area.

2. The concept of the Hunt Valley - Timonium Urban Center involves achieving more effective use of existing infrastructure and its scheduled and feasible improvements. The concept does not anticipate, and should not be used to justify, any changes in the Urban-Rural Demarcation Line.

**ISSUE: Effect of the Central Corridor Light Rail Line**

The State is fully committed to rapid implementation in building a light rail line to link Hunt Valley with BWI Airport and Glen Burnie. This bold initiative is especially significant for its long-term, regional implications. It is a major step in establishing a regional network of convenient, attractive public transportation alternatives by which the traffic problems resulting from dependence on the private automobile might begin to be lessened, especially for commuters.

Baltimore County has made a strong policy and financial

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Non-programmed projects are those that have been discussed or identified to meet future transportation needs.

**PROGRAMMED PROJECTS**

**CENTRAL SECTOR**

PROJECT	PROJECT LIMITS	TYPE OF IMPROVEMENT
29 I-695 (Balto Beltway)	MD140 (Reisterstown Rd) to MD702 (Southeast Frwy)	W
34 MD25 (Falls Rd) Bridge	Over Jones Falls	R
35 Greenspring Dr	Connect to Aylesbury Rd	C
36A Beaver Dam Rd	Beaver Ct to Padonia Rd	C
36B Industry Lane	MD45 (York Rd) to Beaver Dam Rd	C
37 Warren Rd Interchange	MD45 (York Rd) to I-83 (B-H Expwy)	C
38 Warren Rd	MD45 to Bosley Rd	U
39 MD45 (York Rd)	Industry Lane to Cockeysville Rd	W
40 MD45 (York Rd)	Conrail Underpass Removal	W
41A Padonia Rd	Ext'd to Pot Spring Rd	C
41B Pots Spring Rd & Padonia Rd	Rehabilitation of 3200' of roadway including Old Bosley Rd	U
42A MD45 (York Rd)	Shawan Rd to Belfast Rd	U
42B MD145 (Paper Mill Rd)	Realignment to MD45 at Shawan Rd	C
42C I-83 (B-H Expwy) Interchange	Near Thornton Mill Rd	C
63 I-83 (B-H Expwy) Interchange	At Padonia Rd	U
AD Central Light Rail	City Line to Hunt Valley	C
AE Towson Transit Center	MD45 (York Rd) at MD146 (Dulaney Valley Rd)	C

**NON-PROGRAMMED PROJECTS**

27 Thornton Rd	Ext'd to MD131 (Seminary Ave)	C
28 Mays Chapel Rd	Realignment to MD131 (Seminary Ave)	C
29 MD145 (Paper Mill Rd)	Realignment to Phoenix Rd	U
BD Towson Light Rail		S
BE Loveton Light Rail Extension	Hunt Valley to Loveton	S

**TRANSPORTATION STUDIES**

- 3 Valleys Access Study
- 4 Harford County Access Study
- 5 I-83 Area Study
- 8 Northwestern Beltway Commuter Study

NOTE: R = Replace  
W = Widen  
U = Upgrade  
C = Construct  
P/E = Planning/Engr.  
S = Study



commitment to the Central Corridor Line, and should be equally receptive to additional lines in appropriate locations elsewhere in the County. In doing so, the County clearly recognizes the importance of protecting the legitimate interests of existing and future residential areas along any transportation corridor.

#### ACTIONS:

1. The County must assure sufficient and appropriately designed landscaping, fencing or other buffers to protect adjoining residential areas from noise and lights, particularly at stations and related parking areas. The design of stations and shelters must also be compatible with a community's character.
2. Light rail station locations might become appropriate nodes for developing office or other employment or commercial centers, but this should only occur in accordance with full planning studies approved as an element of a community plan. Such centers should not be planned unless clearly beneficial to the affected communities, and would not ordinarily be appropriate in exclusively residential or recreational areas.
3. The alignment of the spur line extending to Towson should connect with the Central Corridor line at a point immediately adjoining the Beltway's right-of-way, or as close as is physically possible.

#### ISSUE: Commercial Uses Along Major Highways

Balancing the competing demands for moving traffic and giving

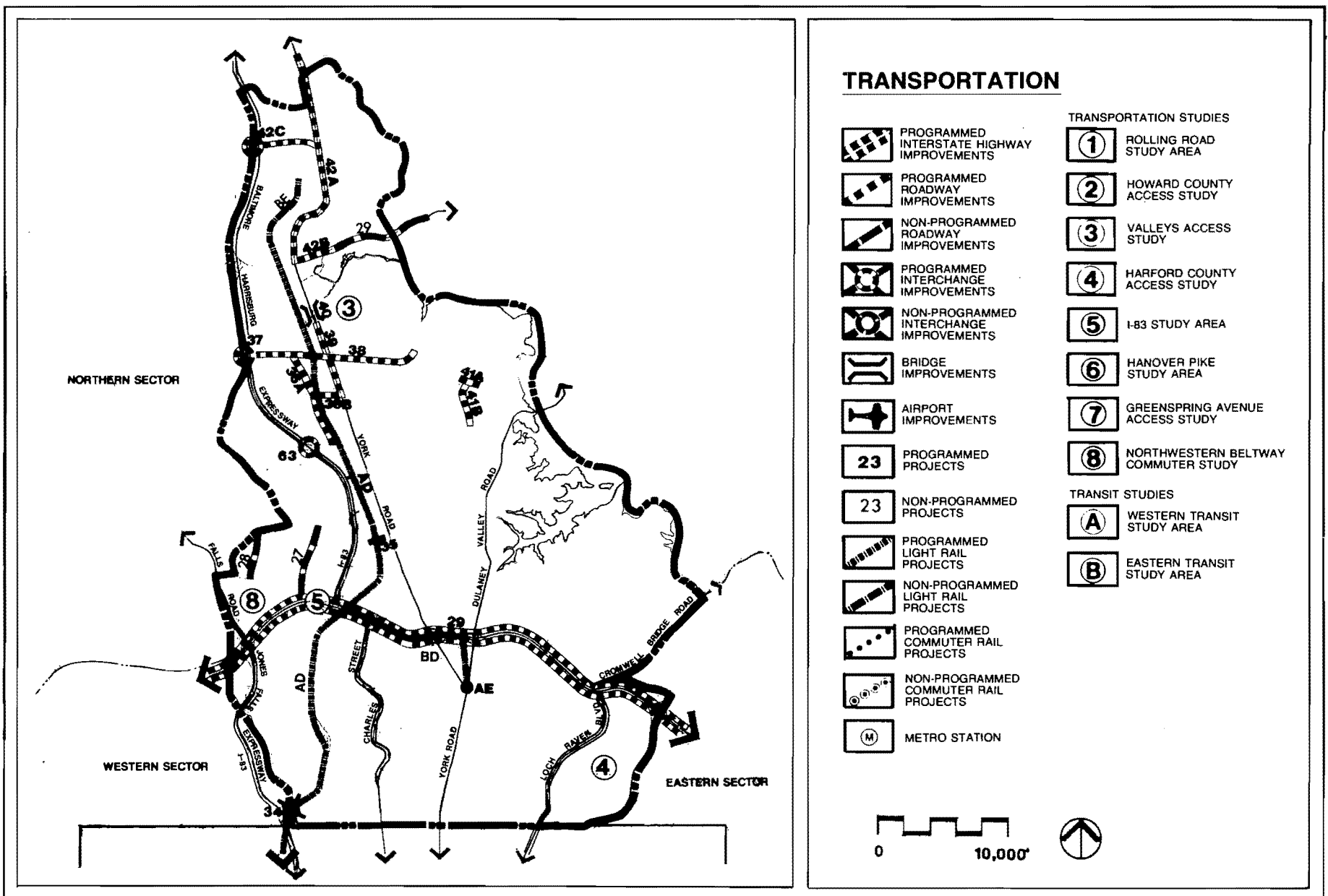
individual access to abutting land is a challenging issue affecting the major highways County-wide. In the Central Sector, the record of success with this challenge is mixed but encouraging. The County, typically with strong community support, has resisted the strong pressure for commercial zoning along Perring Parkway; Dulaney Valley Road (outside of Central Towson); all of West Joppa Road, and Charles Street (except for the node at Stevenson Lane); most of Taylor Avenue, Falls Road and Loch Raven Boulevard; and even large parts of East Joppa Road.

The challenge remains mostly unmet, however, along the historical "main street" traversing the length of the Central Sector. The appearance of almost the entire length of York Road from the City boundary northward to Hunt Valley is unsatisfactory.

Actions to address this kind of challenge are needed for arterial roads throughout the County. The following proposals are aimed particularly at segments of York Road but should be applied in similar situations.

#### ACTIONS:

1. Between the City line and Burke Avenue there is no justification for any additional commercial development along York Road (or intruding into the adjoining communities). Every



opportunity should be taken to consolidate the points of vehicular entry/exit on York Road. Streetscaping and landscaping enhancements should continue. Opportunities for improving amenities for pedestrians should be sought.

2. The section from Seminary Avenue to Ridgely Road typifies an undesirable combination of elements: narrow and shallow lots, frequent curb cuts, shallow front yards, lack of opportunity for parallel circulation at the front or rear, lack of a separate left-turn lane, excessive and chaotic signage, absence of visual amenity, immovable high voltage power poles at the curbline, etc. Solving this complicated set of problems is beyond the level of Master Plan detail and would need to be addressed through a special study which could provide a prototype for similar situations elsewhere.
3. The remainder of York Road, from Ridgely to Shawan Roads, has generally adequate traffic capacity but is disappointing in general appearance. Other than the roadway, its most prominent unifying element is the overhead powerline along the west side. Future development should not only provide consistently attractive streetscaping and signage control but should also attempt to establish a series of distinctive commercial nodes as at Timonium Road. Special attention should be given to the difficulties of pedestrian access across such a very wide road (without any safety zone in the median) and to equitable relief for the owners of the few remaining residentially occupied properties fronting on this road.
4. There is no justification for additional office or commercial zoning along East Joppa Road in the vicinity of Edgeclift, Edgemont, Edgeview, Center, Edgeston and Edgewood Roads. The residential character of this area should be preserved.

### ISSUE: Preserving the Character of Cromwell Valley

In marked contrast to York Road, the narrow, two-lane Cromwell Bridge Road provides a scenic respite for travelers entering and leaving the urbanized Towson area. It traverses a

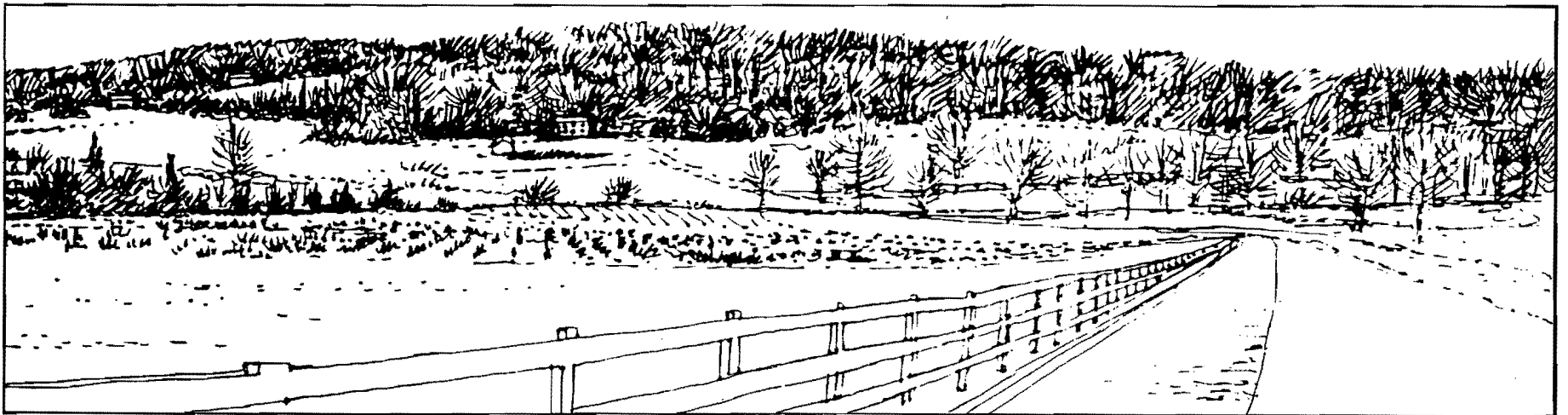
ledge along the steep eastern slope of a long, narrow valley, a small part of which is active farmland and all of which retains a remarkably open character despite its proximity to Towson. Historic estates are prominent in the pastoral landscape. Minebank Run flows tranquilly through the center of this environmentally sensitive area.

The winding alignment of the road has a rural charm despite its dangerous curves and very heavy volume of commuter traffic. The poor sight distances at most of the intersecting roads and lanes reinforce the need to avoid adding more traffic or more intersections.

The Cromwell Valley is traversed by a trunk sewer line and is zoned for urban residential development (albeit mostly at the lowest (DR 1) density). As a result, this irreplaceable privately owned but publicly enjoyed open space is in serious jeopardy of development which, even if attempted with utmost sensitivity to the valley's scenic qualities, would be fundamentally incompatible with exactly that scenic character.

### ACTIONS:

1. Because the preservation of the open space role of Cromwell Valley is a worthwhile public goal but is beyond the immediate financial means of Baltimore County government, the County should continue to assist the concerned property owners in the Valley in working with public and private conservation organizations for an equitable solution to this challenge.
2. In no event should the County enact higher density zoning in this Valley.
3. As is urged elsewhere in the Master Plan, the County should seriously attempt to establish a "transferable development rights" system. This concept, if it could be made workable in the Baltimore County context, could be a key means for giving equitable compensation to landowners in exchange for the preservation of irreplaceable natural and historic resources. The Cromwell Valley is an eminently appropriate area for preservation by using this concept.



## EASTERN SECTOR

The variety of land forms and uses in Baltimore County is illustrated most strikingly in the 124 square miles comprising the Eastern Sector. Stretching north from the Chesapeake Bay at the mouth of the Patapsco River to the Gunpowder River, and inland from the Bay to the City boundary, Perring Parkway and the Cromwell Valley, this Sector is rich in history and in contrasts.

The Sector's geography is a basic source of its unique diversity. Northwest of the fall-line, which runs approximately along Belair Road, lies the rolling terrain of the lower Piedmont. The narrow, wooded valley of Gunpowder Falls, mostly lined by State park land, forms the Sector's northern boundary. South and east of the fall-line, the low, flat coastal plain stretches into Chesapeake Bay in a distinctive series of peninsulas (necks) alternating with tidal estuaries of the Bay. These necks are irregularly carved by many tidal creeks and coves, forming a total of 173 miles of tidal shoreline. The necks generally take their name from the stream forming their southern boundary.

Along the Bay side of Patapsco peninsula is Black Marsh, possibly the finest area of tidal wetlands in the whole upper Chesapeake Bay. Less than three miles west, easily visible to the bald eagles and osprey soaring above Black Marsh, lies more than 1,000 acres of land used for the most intensively "heavy" industry in the metropolitan area--the Bethlehem Steel Company's sprawling Sparrows Point complex of piers, stockpiles, furnaces, mills, railroad yards, etc. Ironically, Black Marsh and more than 1,000 acres of adjoining forests and farmland were owned by Bethlehem Steel until just last year when the territory was acquired for open space, recreation and resource preservation purposes through joint efforts of Baltimore County, the State of Maryland, The Nature Conservancy, and the Chesapeake Bay Foundation.

Slightly further west and north, across Bear Creek, lies the solid residential community of Dundalk founded in 1916 to provide housing for the shipyard workers at Sparrows Point. Frederick Law Olmstead, Jr., one of the nation's foremost architect-planners, designed its commercial center (now listed as a District in the National Register of Historic Places). Although most of the area west of Bear Creek is occupied by Dundalk and its neighboring communities, significant nonresidential uses include Dundalk Community College, the Dundalk Marine Terminal, BG&E's power plant at Sollers Point, and a substantial strip of shopping centers and other commercial development along Merritt Boulevard and some of its intersecting streets.

East of Bethlehem Steel, in addition to the Black Marsh and Fort Howard areas, are a number of compact residential communities. Between the river and the Patapsco Freeway (I-695) lie several older shorefront communities uncomfortably intermixed with trucking terminals and other industrial uses.

The head of Patapsco Neck is decidedly nonresidential in character. Besides the site of the former Norris Farm sanitary landfill and the immense Back River Sewage Treatment Plant, the area contains two large shopping centers, Conrail's Bayview Classification Yard, two industrial parks, and assorted other industries including Eastern Stainless Steel Company. Even in this industrial setting there are residential enclaves such as Chesaco Park.

Back River Neck is somewhat smaller than Patapsco Neck and is essentially devoid of industrial uses. Essex, its principal community, was established a few years before the founding of Dundalk. Residential development has continued into the 1980s throughout the upper part of the Neck. As the number of residents increased, additional commercial development stretched along Eastern Avenue, and especially down Back River Neck Road. Below approximately that point, however, the character of the Neck changes significantly. There are only a few hundred homes in the whole of the lower Neck, and these are clustered almost entirely in a series of older, waterfront neighborhoods. Cedar Beach is the principal community in which development extends substantially inland from the waterfront. The remainder of lower Back River Neck is almost entirely covered with mature forests and substantial acreages of nontidal wetland soils. The ecological significance of this territory leads to its designation as a Habitat Protection Area under the County's Chesapeake Bay Critical Area program.

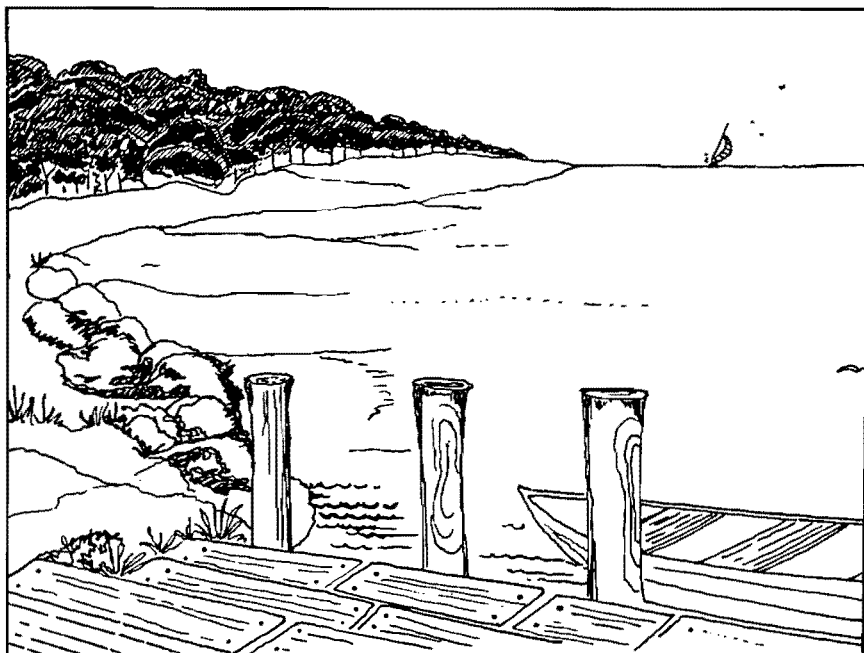
In addition to several marinas in the Holly Neck area, there are two major nonresidential uses in the lower Back River Neck. Rocky Point Park, one of the County's larger parks, occupies about 600 acres at the southern end and includes a golf course as well as waterfront facilities. Essex Skypark, situated on the west side adjoining Back River, is one of the two remaining privately owned airports in Baltimore County.

On Strawberry Point is the Glenn L. Martin State Airport and the sizeable remaining manufacturing facilities of the Martin Marietta Corporation. Residential neighborhoods immediately adjoining the airport include communities built in World War II to house workers at the Martin complex.

The upper portion of the last large peninsula--Middle River Neck or Bowley's Quarters--is almost entirely developed. The lower portion is fringed with residences and a few marinas, with the interior being predominantly agricultural or forested.

Eastward, the peninsulas become smaller or more convoluted by tributary streams, and do not consistently have identifying names. Much of the land is government owned--the County's Dundee-Saltpeter Natural Environmental Area, the Aberdeen Proving Grounds, the Gunpowder Falls State Park, and the County's sanitary landfill. The County's tidal frontage ends where Bird River joins the Big and Little Gunpowder Falls.

Inland from the necks, coves and rivers is a broad northeast-southwest band of the coastal plain where transportation facilities are a dominant feature across the landscape. A wide variety of land uses are found in this corridor, including residences, industrial parks, Golden Ring Mall, Essex Community College and Franklin Square Hospital. The largest feature along and west of this corridor is the Perry Hall - White Marsh area. This 12,000 -





acre territory is one of the two Growth Areas formally designated in the 1979 County Master Plan and subsequently detailed in a separate Plan adopted in 1985. Its development is now approximately one-fourth completed, including much suburban residential growth in the Perry Hall/Silver Spring Road area and a regional shopping center on the site of former sand and gravel quarries. Further office, residential and industrial development is planned over the next 10-15 years, including County efforts to remedy deficiencies in highway and school capacities.

The remainder of the Eastern Sector has basically two characteristic land uses. It is predominantly suburban residential, exceptions being commercial strip development along a few of the arterial highways. Belair Road is the most extensively affected in this regard along almost its entire length to the Gunpowder Falls, but large parts of Joppa and Harford Roads also are affected (as are parts of Philadelphia Road, and much of Pulaski Highway and Eastern Avenue). The fortunate effect of this strip development is that commercial intrusion into the heart of the residential areas has been almost entirely resisted.

### STRATEGIC ISSUES AND ACTIONS

As it has been in the past, the Eastern Sector is in transition, particularly in Dundalk, Essex and the other communities generally east and south of the Kennedy Highway corridor. The Marine Terminal and nearby industries in the City are vigorous, and even Bethlehem Steel is rebounding. Martin Marietta remains strong. New industries are arising along Kelso Drive and in White Marsh. The area will soon have a major international trade center and theme park. Even the Critical Area program has created substantial windfall values for those persons fortunate enough to have been the owners of waterfront land.

The Eastern Sector already has an exceptionally good network of highways, especially for access to its major employment centers, a large pool of highly qualified workers with strong work ethic and a large stock of sound housing in stable, attractive neighborhoods, many of which are conveniently close to employment centers. With a renewed sense of purpose inspired by its substantial potential, the Eastern Sector can easily become Baltimore County's economic ace.

### PERRY HALL - WHITE MARSH GROWTH AREA

As acknowledged in an Appendix to the 1985 Master Plan for Perry Hall - White Marsh, the area had experienced "recent rapid growth" before the planning had even begun. In addition to the regional White Marsh Mall, "the number of dwellings in the plan area nearly tripled between 1970-1980." This growth had been mainly single-family suburban dwellings in the vicinity of Belair, Silver Spring, Ebenezer and Joppa Roads, and smaller lot single-family and multi-family units in the vicinity of the Essex Community College/Franklin Square Hospital complex.

The original Perry Hall - White Marsh study, based on 1980 zoning, had projected construction at an average rate of 520 dwelling units per year, reflecting trends at that time. After substantial upzoning occurred in the 1984 Comprehensive Zoning Process, the estimate was revised upward to 560 annual units, with residential growth continuing until after 2020. The timing of this growth was expected to follow a typical "S" curve pattern with a slow initial growth, rapid growth during the intermediate period and a gradual slowing as the area approached full development.

From 1980 to 1985, an average of 600 dwelling units per year were projected. The Baltimore County development monitoring

system reports from 1980 to 1984 an annual average of 288 units were constructed. For the period 1985-1987, the average was 861 units per year.

Although the pace of development has increased markedly in the last three years, total unit construction is still less than had been anticipated by the end of 1987.

In reconciling these figures with the increasing complaints about excessive development in Perry Hall - White Marsh, it is important to note much of this has occurred immediately outside the formal boundary of the Growth Area. Developments such as Pinedale, Village of White Oak, Seven Courts, etc., were built on the Northwest side of the Belair Road corridor. The medium density zoning was in place well before the beginning of the Growth Area.

### ISSUE: Needed Capital Improvements

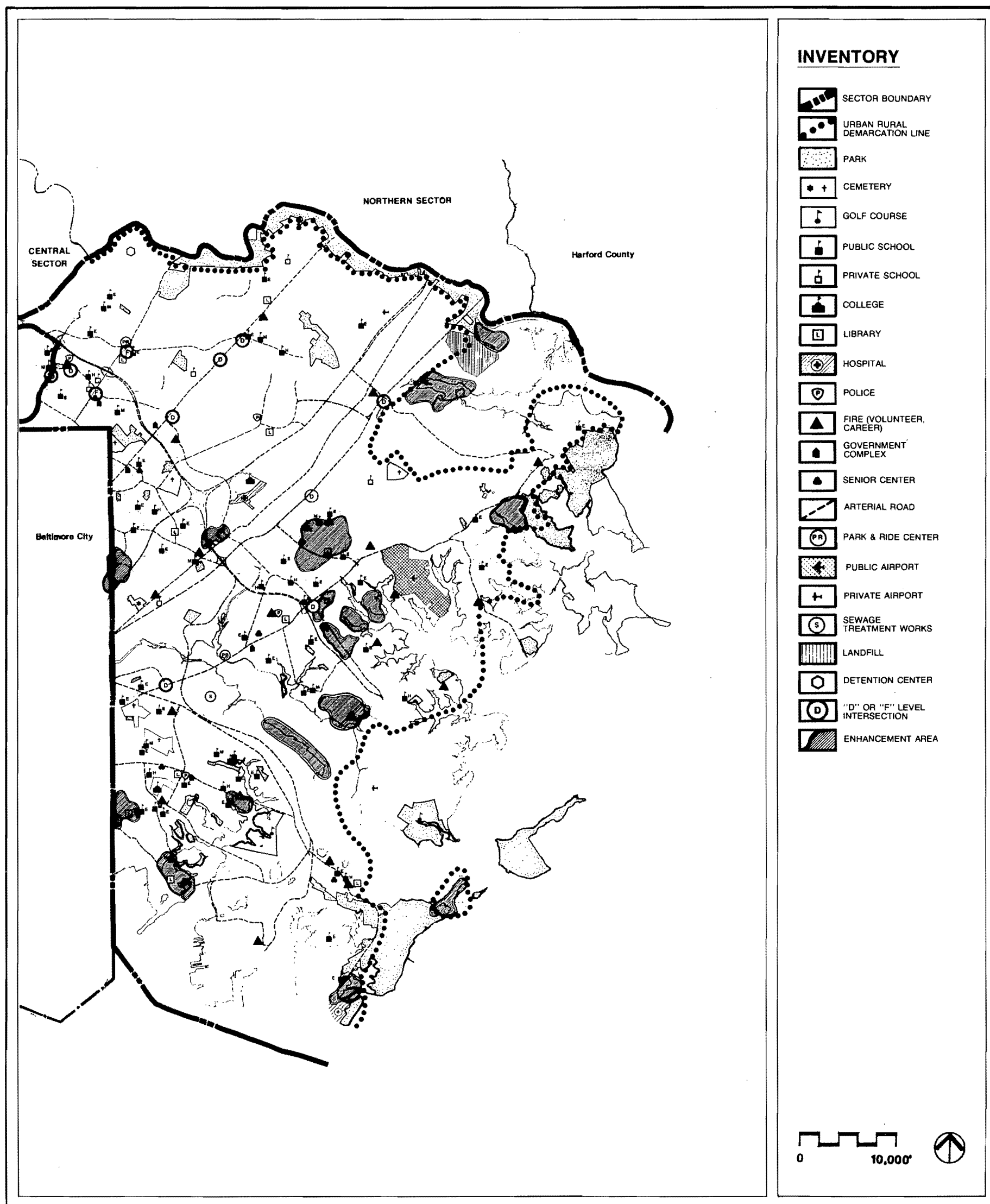
Within the designated Perry Hall - White Marsh Growth Area, development has occurred more rapidly than expected in the White Marsh - Fullerton and Perry Hall East subareas, especially in the Silver Spring Road area where the delay in completion of White Marsh and Honeygo Boulevards has exacerbated traffic conditions.

The majority of the residentially zoned land within the Growth Area remains essentially undeveloped, especially in the north and east. Besides the unanticipated shortage in school capacities, now being remedied, the communities' frustrations are probably most attributable to the serious delays in implementing so many of the major highway projects. The westward extension of White Marsh Boulevard, the most important of the new links which would relieve existing development (and which the Plan in 1983 said needed "immediate action") is a State controlled project that is only now moving to construction. Joppa Road, a significant east-west link, has not been fully upgraded in advance of nearby development. The lack of the Honeygo Boulevard connection from Joppa Road forces traffic in the Perry Hall area north of Silver Spring Road to use Belair Road to reach the Town Center. State funding constraints and community concerns have also delayed much needed widening and intersection improvements along Belair Road.

As in the case with Owings Mills, Baltimore County remains committed to the basic concepts of the Growth Areas, and is determined to make the Perry Hall - White Marsh area an exemplary, attractive, fully functional place for living and working.

### ACTIONS:

1. The Capital Improvements Program for the next six fiscal years expresses the County's intention to spend more than \$24 million for roads.
2. The deficiency in school capacity in the area serving Perry Hall - White Marsh will be partially remedied by the completion of Joppa View Elementary, scheduled to open in September 1990. The County is continuing its attempts to expedite the construction of Hines Elementary through a privatization initiative.
3. As shown in the adopted plan for Perry Hall - White Marsh, additional development is to be accommodated in the northeastern, southwestern and other parts of the Growth Area which are still sparsely developed. Controlling the schedule of this growth in relation to providing the full range of necessary services before developments are occupied will be dependent on the enactment of improvements to the County's adequate facilities legislation.



4. The County will continue to exert full efforts to accelerate the funding and construction of the planned State Highway projects. A study for upgrading Philadelphia Road will also be requested, to be performed in coordination with the County's community planning study of the corridor.
5. Although the Department of Recreation & Parks has concluded that it will not be feasible to acquire the urban park in White Marsh as indicated in the Perry Hall - White Marsh Plan, the County will make every effort to acquire and develop an equivalent site within the Growth Area, as well as develop the proposed stream valley park system.

### ISSUE: Sense of Place

In the past decade and more, this Growth Area has become the home of a major regional shopping mall, more than one million square feet of office space, and numerous new dwellings. To many observers, however, "Perry Hall - White Marsh" does not yet seem to have established a clear and distinctive identity. Whatever the causes, projecting a strong sense of place is very important for this area to fulfill its potential as a well-balanced growth center.

### ACTION:

Urban design and architectural standards, marketing strategies and other means for achieving a clearer, distinctive high quality identity for the Perry Hall - White Marsh Growth Area will be prepared by the County in cooperation with the development industry and community organizations.

### THE "WORLDBRIDGE" PROJECT

The project of a 1000-acre, \$360 million international trade center and theme park complex on the A.V. Williams property between White Marsh and Middle River presents unparalleled opportunities for Baltimore County. As currently envisioned, the proposed project will include a world trade center containing one million square feet of exhibition, display, conference, office, service, educational and research space. A university planning to offer a master degree program in international trade has indicated interest in locating near the center.

A possible 180,000 square feet retail center, hotel complex, golf course, and residential development are also being proposed for this site. The predominant feature of the project is a 125-acre cultural theme park representing the cultures of many Asian nations. Approximately 4,500 construction jobs will be generated by this development. Long term employment should be approximately 4,000 positions, part-time and full-time, from semiskilled to management level. Approximately 300-400 positions will be from the represented countries.

### ISSUE: Capitalizing On this Economic Opportunity

A project of this promised magnitude and quality could be more than just a catalyst for economic rejuvenation in the Eastern Sector. It could be linked with the County's emerging tourism initiatives and reinforce the separate identity of Baltimore County for other economic development purposes.

The actual extent to which this potential can be achieved will depend upon the still evolving details of project design and implementation. The County should continue to be optimistic and remain alert to the need for dealing with the following topics.

### ACTIONS:

1. The County supports prompt action by the State in constructing the eastward extension of MD 43 in time to serve the World-bridge Project.
2. The County will work with Amtrak and the Maryland State Railroad Administration for a prompt decisions on the siting, access and funding aspects of a passenger station for commuter and inter-city services.
3. A community planning study for the areas that would be influenced by this project will be prepared by the County. The study will be particularly attentive to protecting established residential areas through the routing of new traffic and the inclusion of effective buffers in the design of the site. In adjoining areas, the study will recommend appropriate transitional zoning and design standards, to ensure high quality reuse of commercially zoned land in the vicinity.
4. Before granting approval for the project, the County will carefully evaluate its effects and net costs in relation to the capacities of the sewage and solid waste disposal systems and the County road network.
5. The County will assist the project sponsor to explore opportunities for job training with both Essex and Dundalk Community Colleges and the Occupational Training Administration.

### RURAL RESOURCES PROTECTION

The Chesapeake Bay Critical Area program was established by the State with the premise that the use of land within at least the first thousand feet inland from the shoreline has a major effect on water quality and thereby the biological health and productivity of the entire Bay's ecosystem. Among the important results of the studies was confirmation that two particular areas of mostly undeveloped land adjoining the Bay have major ecological significance.

The Master Plan reaffirms the County's commitment to the principles and purposes of the Critical Area program. Any changes from this policy should be made with the utmost care, especially in regard to the lower portion of Back River Peninsula and to the Black Marsh Natural Heritage Area.

### ISSUE: The Future of Lower Back River Neck

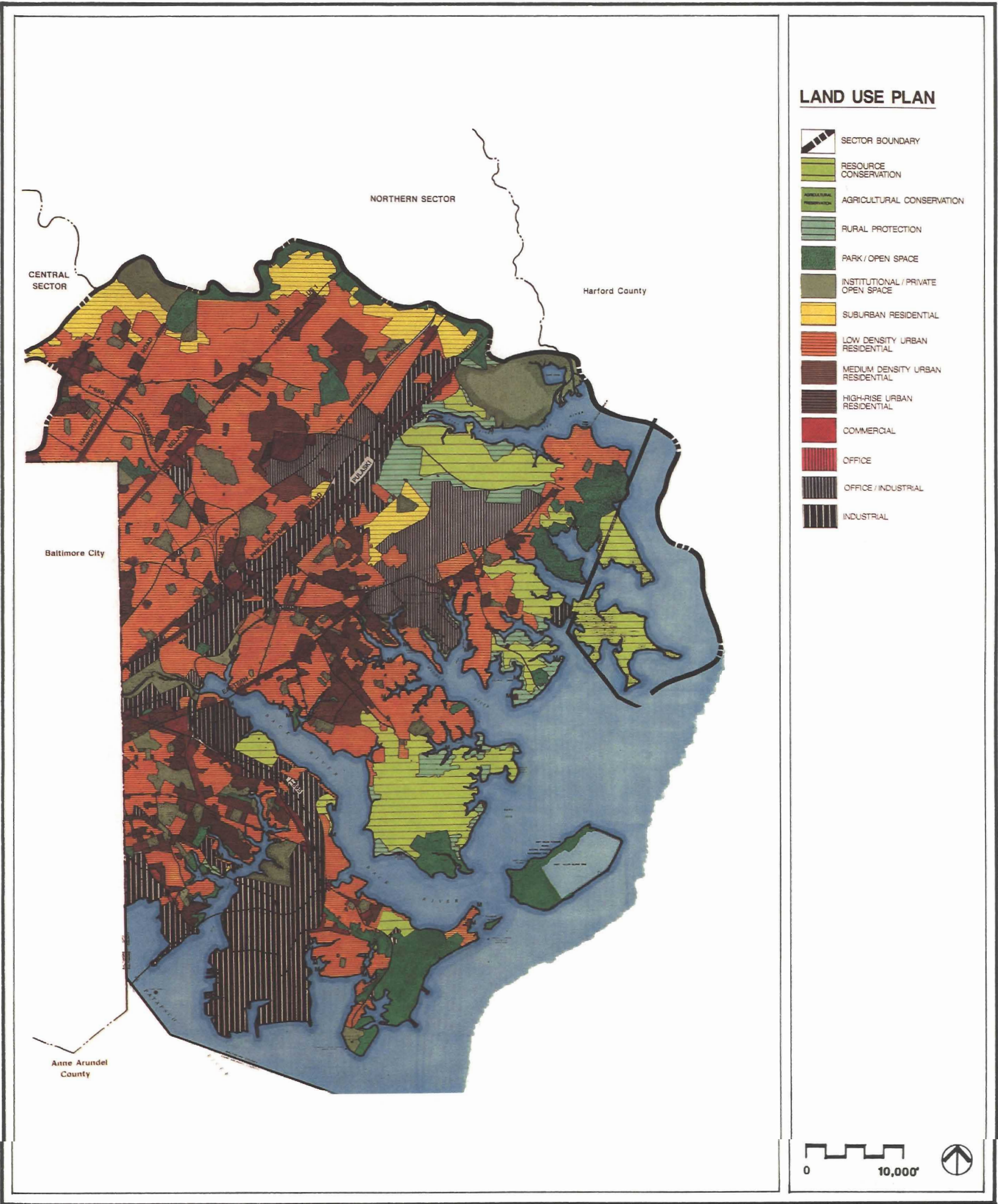
The central portion of the Back River peninsula, generally below Holly Neck Road, consists of a 1000-acre block of virtually uninterrupted mature forestland with pervasive nontidal wetlands. Such a large area is uncommon and unique in Baltimore County not just for its size but also as the habitat for several avian species in need of protection. Its environmental significance is so high the County relied upon its importance to justify extending the Critical Area program's protective Resource Conservation classification further inland beyond the minimum distance required by the State law.

As a result, all of Lower Back River Neck outside of the few older shorefront communities is now covered by these exceptionally strong regulations. Except for Rocky Point County Park, however, all the land in the Lower Neck remains privately owned, and at least some of it might be proposed for new development through the "Growth Allocation" process.

### ACTION:

As allowed by the State's Critical Area Regulations, the County has adopted a carefully structured process for permitting some new development in Resource Conservation Areas. The process will be operated competitively, to assure development achieves the highest environmental as well as design standards. To provide a sound basis for making the growth allocation decisions, or for other





resource protective or acquisition proposals, the Department of Environmental Protection and Resource Management will prepare a long range plan for the Lower Back River Neck. Ways to remedy the groundwater pollution problems will also be examined in the Plan, as will the future of aviation usage at Essex Skypark.

### ISSUE: The Future of Black Marsh

The area commonly referred to as Black Marsh totals about 1,300 acres and encompasses the largest tidal marsh in the County, mature forestland, open fields leased for truck farming, the former "haul road" right-of-way south of Edgemere, and the site of Old Bay Shore Park. Besides more than 3,000 feet of shoreline and two major piers on the Chesapeake Bay, it also includes frontage on Shallow Creek, Old Road Bay and Back River.

Black Marsh is now owned by the State of Maryland which, in cooperation with Baltimore County, is developing plans for this area. Most of the area falls within the County's Chesapeake Bay Critical Area, and the tidal marshes and a significant portion of the upland forests are designated as a Habitat Protection Area. Future development in the area must comply with the Critical Area criteria to protect this unique ecological resource.

### ACTION:

The County will develop a plan for the North Point Peninsula that will, among other things, incorporate the State's recommendations of appropriate ways by which the exceptional opportunities of Black Marsh can be made available to the public without jeopardizing its irreplaceable scientific, educational and environmental values. Given the constraints of the two-lane road (MD20) through the Edgemere Community, another form of ingress and egress into the area must be targeted and fully developed prior to any enhancement or development. Within the context of this Plan, the County will also investigate the recreational possibilities of a link between Black Marsh, Hart-Miller Island, and Lower Back River Neck.

### HOUSING AND COMMUNITY CONSERVATION

The Eastern Sector offers a diversity of housing options ranging from new houses in the White Marsh Growth Area to older homes in the long established communities of Dundalk, Essex and Parkville. The County will work with the private sector to provide a well balanced mix of housing opportunities and to maintain or enhance existing communities so that they are desirable places for people to live and work.

### ISSUE: Conserving Communities

There are many communities within the Eastern Sector which are desirable older residential areas and have a high potential to attract first-time homebuyers. Some of the neighborhoods in these communities are beginning to show signs of stress.

The County intends to develop County-wide programs to strengthen maintenance and occupancy standards, ensure the upgrading of streets, parks and other public facilities, and help sustain the positive self-image so necessary to community health and viability. Selecting and adapting these programs for the needs of particular areas in the Eastern Sector can best be accomplished through local Community Plans.

### ACTIONS:

The County will prepare Community Conservation Plans, with high priority given to the localities suggested at both the County Executive's Wellness Audits and the Master Plan Sector Advisory

Group meetings. Work is already underway in Dundalk and Essex to update the revitalization plans and the County is committed to actions plans for Community Conservation for the following areas: Aero Acres - Victory Villa, the North Point Peninsula, North Point-Wells McComas, and Overlea.

Local citizens and businesses as well as a variety of County agencies will be actively involved in developing plans that address the land use, economic, and social issues currently facing these communities.

### COMMERCIAL REVITALIZATION

As is the case elsewhere, the business areas at the core of the older, early suburban communities in the Eastern Sector began to experience economic and physical decline in recent decades. Recognizing a deteriorating commercial core would not be a healthy center for any community, the County established a revitalization program, which has been used in Dundalk, Essex and Overlea. The key to further success in this kind of endeavor is not merely County funding but also diligent effort by the business interests, the relevant County agencies, and the adjoining residential areas whose future security and value are also at stake.

### ISSUE: Continuing Revitalization in Dundalk

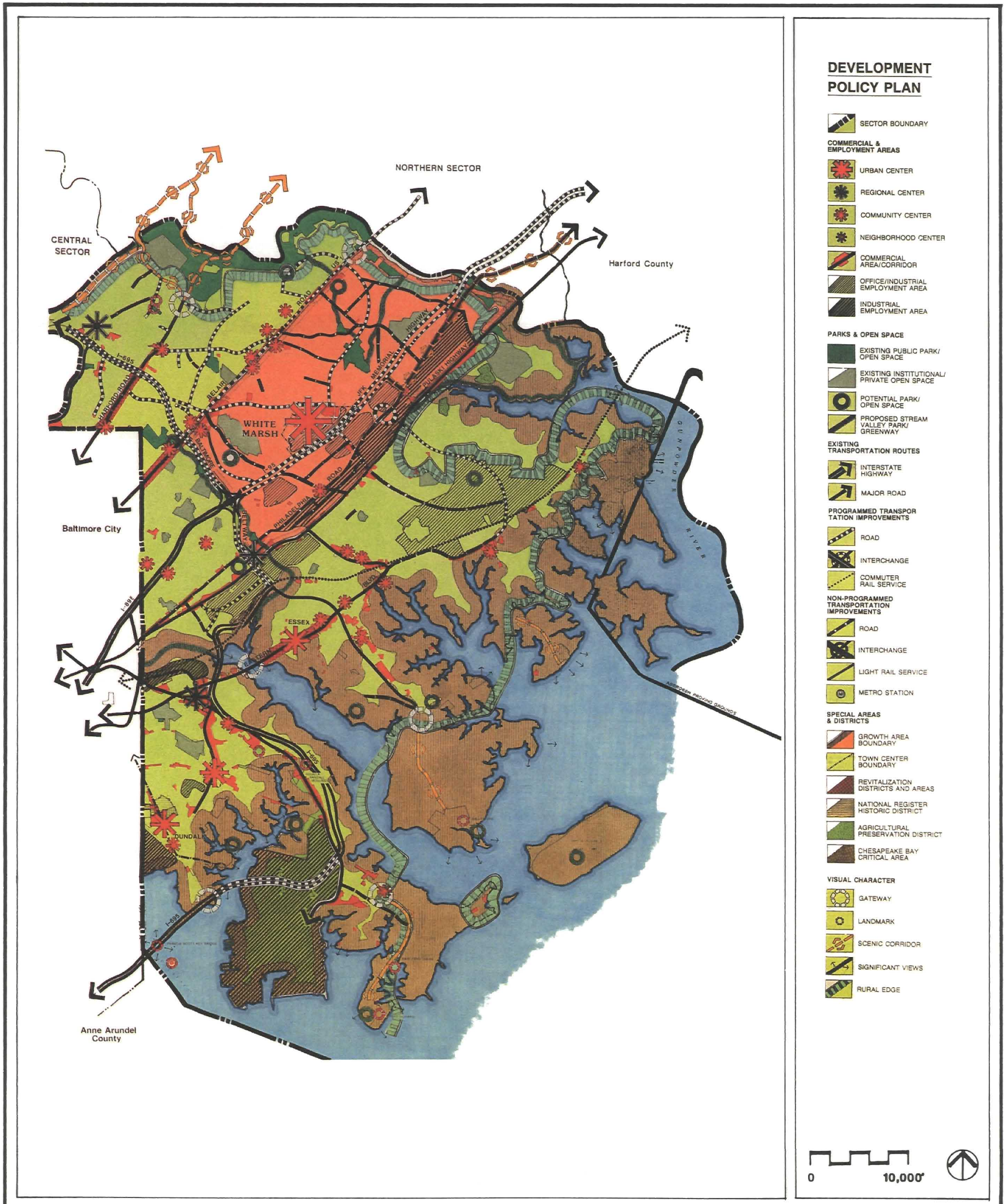
The historic shopping center of Dundalk, designed by Frederick Law Olmsted, Jr., is the core of the Dundalk Revitalization District. The County has completed a three-stage conceptual streetscape plan for the entire Revitalization District. The County has recently completed Phase I of a streetscape project around the historic shopping center. Phase II is now under design. Design of Phase III will follow construction of Phase II. Heritage and Veterans Parks, which flank the shopping center, have been restored and upgraded.

The commercial area of the village of Dundalk contains a mix of retail operations serving Dundalk residents. Few major structural changes are necessary, but some additions would be desirable in the mix of tenants to insure high occupancy and strong sales.

The retail business area on the western side of Dundalk Avenue is in particular need of attention. Improvements are planned for Phase III of the project. In the interim, an effort has been made to lessen the landscaping in the median. A concerted effort should be made to mobilize resources for the completion of the streetscape project. Additionally, the area needs some sense of entrance into the district, which might be done with attractive signage.







### ACTIONS:

#### Short-Term

- update the Plan for the revitalization area with particular attention to the western area, including the vacant land adjoining the District Court.
- obtain staffing for effective ongoing implementation of the Plan.
- assist business decisions on expansion, so the streetscape Phase II design can be completed, and obtain funding to implement Phase II.
- provide technical and design assistance to the shopping center property owner for renovation of the center.
- help establish an effective merchants' association.
- install entranceway signage.
- market the Strand Theater for alternative use.
- work with property owners to reduce the clutter at the rear of the shopping center.

#### Long-Term

- construct Phase II of the streetscape.
- improve the area west of Dundalk Avenue linking the two shopping districts.
- design and construct Phase III to complete streetscape plan.

### ISSUE: Continuing Revitalization in Essex

Beginning with the a consultant's Essex Revitalization Study in 1976 and the resulting Revitalization Plan in 1978, there has been substantial emphasis on the 400 and 500 blocks of Eastern Avenue. The studies examined the corridor from the Back River to Marlyn Avenue, but focused on the 400 and 500 blocks. This area had lost an A&P Supermarket, Woolworths, and Read's Drugs between 1970 and 1978 as consumers shifted to the more convenient neighborhood shopping centers and the regional Golden Ring shopping mall. The Plan recommended certain retail

additions to the tenant mix. As part of the solution to the area's needs, a 100,000 square foot neighborhood shopping center was recommended for the 400 and 500 block on the south side and the north side was recommended for renovation "as part of the first phase of a comprehensive revitalization program."

Today, although a recently completed streetscape program in the 400 and 500 blocks has put a new face on Essex, there is still much to be done. The shopping district still lacks identity and a solid complementary tenant mix. In addition, the commercial strip immediately west of the 400 and 500 blocks serving as the eastern "gateway" to Essex has received little attention during the revitalization effort of the last ten years. Shopping patterns have changed since 1978 and will change further. The new Diamond Point shopping center, for example, will attract shoppers from other suburban centers as well as downtown Essex. At this point Essex's future depends on how it can adapt to and capitalize on a new environment. A starting point for this will be the update of the old Revitalization Plan which is currently underway.

### ACTIONS:

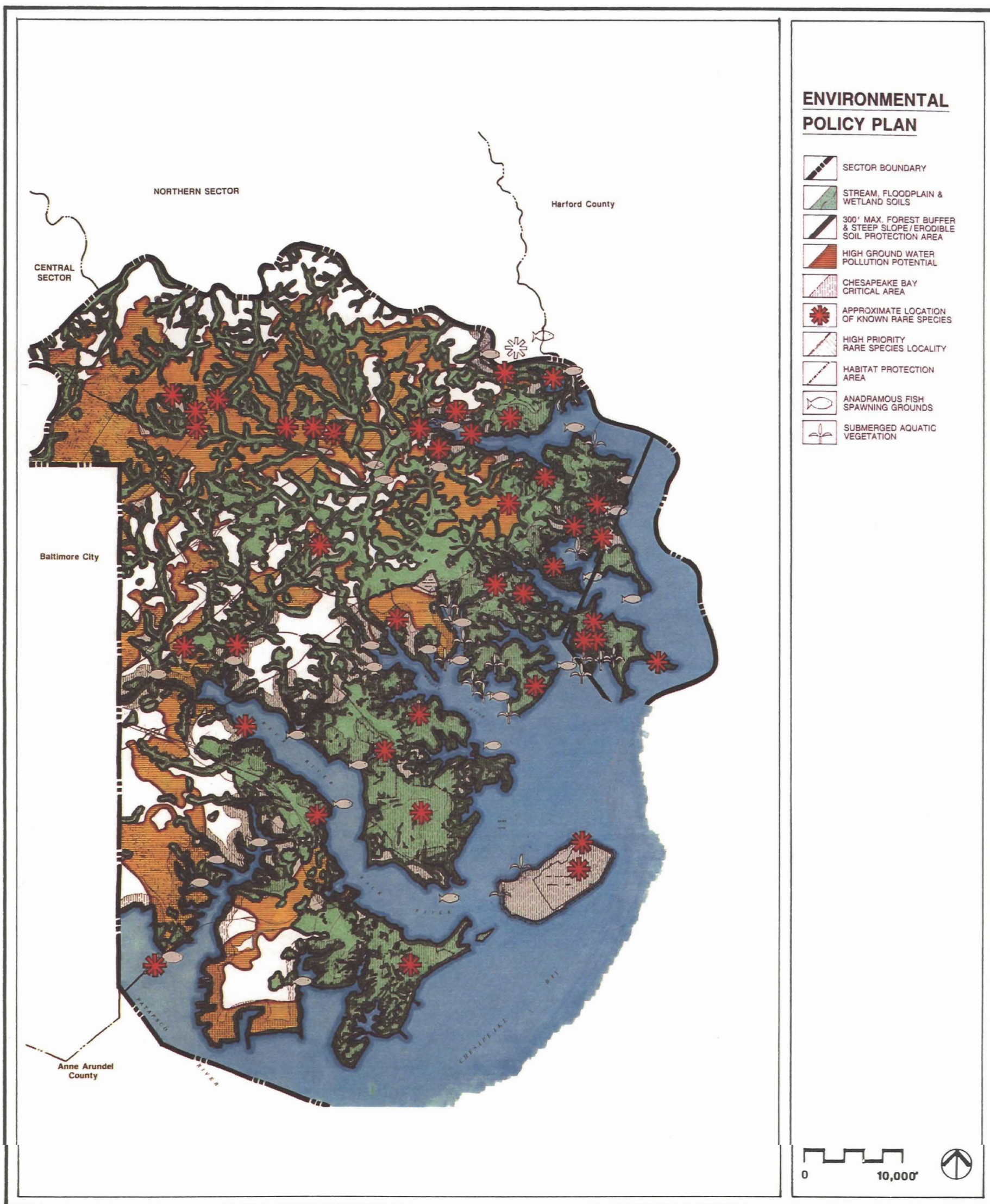
#### Short-Term

Build on the success of the streetscape program

- promote a feeling of identity by establishing defined entryway points with signage, lighting, landscaping, etc.
- use the revitalization loan fund to encourage further renovation to storefronts.
- examine the feasibility of a small business counseling and incubator facility.
- work with the Office of Economic Development, the Baltimore County Revenue Authority and private property owners to provide more orderly off-street parking.
- encourage positive community events that further the identity of Essex.







establish a strong merchants association through the Office of Economic Development to promote and market the area.

### Long-Term

The County will actively promote alternative uses for underused buildings. However, long-term solutions will depend upon the findings of the Revitalization Plan Update.

### ISSUE: Continuing Revitalization in Overlea - Fullerton

The Overlea - Fullerton business area consists of a traditional commercial core at the City/County line with strip commercial development extending to the northeast along Belair Road. The revitalization district is a relatively simple one experiencing difficulty competing with larger suburban shopping facilities to the north. Interest could be generated in the local shopping district by some innovation and creativity.

The original Revitalization Plan, within the Belair Road Study adopted in 1980, continues to be relevant. In the last eight years very little real revitalization was done, other than some streetscape work along Belair Road.

### ACTIONS:

#### Short-Term

- complete Phase I of Belair Road streetscape, beginning at the City/County line.
- negotiate with the MTA on behalf of a local merchant to occupy a new commercial space inside the old trolley car loop still used by MTA buses. The building is in disrepair, but could be maintained by the tenant in exchange for a reduction in rent.

#### Long-Term

- organize a strong merchant's association.
- establish signage/design guidelines with funding sources for building renovation or expansion.
- implement signage including Baltimore County entryway markers.
- investigate what retail or other uses would be complementary, and help the area market space for those needs.

### ISSUE: Initiating Revitalization in Parkville

The commercial core of Parkville is located along Harford Road, between the Beltway and the city line. Strip commercial development extends from the Beltway northward.

The area has not been a part of the revitalization program to

this point and a comprehensive plan is needed to give direction to the revitalization efforts. In the interim, some minor improvement would make a significant impact.

The commercial area appears to be basically healthy and the business association is active and eager to participate in revitalization efforts. At this time the most significant issues are deterioration of infrastructure, parking and traffic concerns, need for pedestrian amenities and beautification.

### ACTIONS:

#### Short-Term

- develop village logo and begin to promote its widespread use
- reevaluate metered parking and no parking zones.
- clear up signage to reduce clutter and to provide adequate directional signage.
- provide additional pedestrian amenities, primarily waste receptacles, benches and telephones.
- reconfigure and beautify central parking area to serve as attractive focal point for the center of Parkville.
- conduct a comprehensive study of the area and formulate a plan to guide implementation of significant capital improvements in Parkville.

#### Long-Term

- assist the business association to market the areas and to evaluate the most effective means of organizing their group.
- design and install streetscape improvements.
- develop design standards to encourage compatible development and redevelopment.

### COMMERCIAL CORRIDOR IMPROVEMENTS

As indicated at several other points in this Master Plan, the primary function of arterial highways should be to accommodate the steady flow of through traffic rather than providing access to abutting properties. The Eastern Sector has its share of arterial highways compromised by strips of conflicting commercial development.

This development is in many cases a nuisance to adjoining residential areas. The alternative use, more commercial development, would merely compound the traffic and other conflicts.

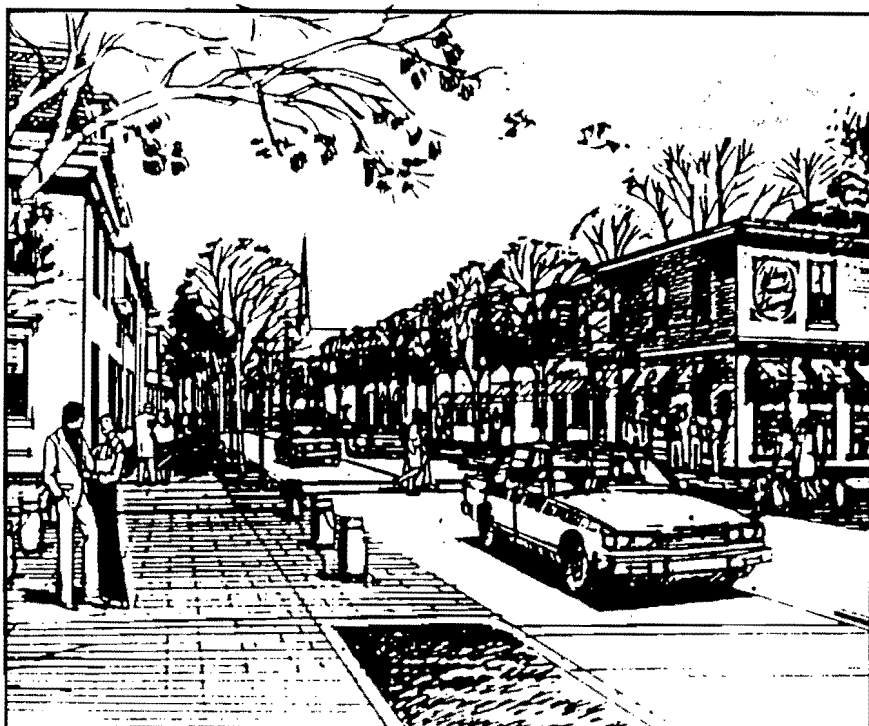
Creative solutions to these design, land use and traffic situations are needed as much in the Eastern Sector as elsewhere in the County.

### ISSUE: Belair Road

This four lane highway carries exceptionally heavy traffic along most of its seven miles through the Eastern Sector. Intense commercial development occupies much of its frontage, especially south of Joppa Road, but there are also many remaining residences and even some undeveloped land, particularly north of Forge Road.

The southern segment of Belair Road, between the City boundary and the Beltway, contains the commercial core of the Overlea Revitalization District. The streetscape and other improvements in this area should be continued, but the commercial uses should not be allowed to extend any further into the adjoining residential areas.

Northeastward from the Beltway (all the way to the Gunpowder Falls), Belair Road forms the northwestern boundary of the Perry Hall - White March Growth Area. Because of the failure to complete the major road network within the Growth Area, much





of the traffic circulating within this large, rapidly growing area is forced to use Belair Road for local trips. This compounds the congestion from the heavy volumes of commuter traffic, and increases the danger of turning movements to and from the adjoining businesses. The State has scheduled a massive road widening project for Fiscal Year 1993, which will cost more than \$21 million just for the 2.1 mile segment from the Beltway to Silver Spring Road.

**ACTIONS:**

1. Because so many of the existing homes and businesses are close to the present curb line on Belair Road, the ultimate effects of the widening project are not yet known. The County will work with the State Highway Administration in preparing a corridor plan to identify the appropriate future land uses along Belair Road. The land use and zoning implications of widening Belair Road, including the loss of frontage for residences, relocation possibilities for commercial and residential uses negatively affected by the widening, and land assembly opportunities, will be examined. The Plan will be coordinated with the Maryland Department of Transportation's planning and construction schedule for Belair Road.
2. Pending the completion of a corridor plan, the County will continue to resist requests to extend commercial zoning along Belair Road except in situations where the proposal would clearly be in the public interest by demonstrably improving the appearance and traffic flow on Belair Road.

**ISSUE: Philadelphia Road**

Originally the principal route northeastward from Baltimore, Philadelphia Road is principally a local service road. The 10 mile segment of Philadelphia Road through the Eastern Sector is principally commercial southwest of Rossville Boulevard. Northeastward, it is bordered by a variety of scattered uses including much open, undeveloped land.

The situation is expected to change, however. Between Rossville Boulevard and the Gunpowder Falls, Philadelphia Road lies within the Perry Hall - White Marsh Growth Area. Since the land use patterns east of Kennedy Highway have been confirmed through the 1988 Comprehensive Zoning, it is clear Philadelphia Road will eventually have to be improved to accommodate the anticipated traffic. This Plan will also include the area from Rossville Boulevard west to the city line with recommendations made regarding the future use of land within the corridor. The Plan should be completed before the 1992 Comprehensive Zoning Process.

**ACTION:**

In cooperation with the State Highway Administration, community organizations and affected landowners, the County will prepare a corridor plan dealing with future land use, community protection, thoroughfare and intersection improvements, and the unique needs of subareas within the corridor.

**ISSUE: Pulaski Highway**

Built in the 1940s to be a safe, modern, high speed replacement for carrying the interstate traffic then using narrow, winding Philadelphia Road, Pulaski Highway has evolved a character quite different from the attractive cross-country motorway originally envisioned. Pulaski Highway has become lined by a hodge-podge of business, trucking and manufacturing activities.

Development along Pulaski Highway has resulted in the same type of safety and visual problems afflicting Belair Road and other arterial highways in the County. The Pulaski Highway

situation has three key elements that might result in a much improved corridor in the segment northeastward from Martin Boulevard.

First, Pulaski Highway retains almost all of its original wide, grassed median strip. There is still a very significant opportunity to add trees and other dense landscaping that will substantially improve safety as well as appearance.

To the extent the Worldbridge Project fulfills its promise of becoming a major east coast international trade and tourism center, it will inevitably stimulate demand for restaurants, hotels, service stations and many other elements of the "hospitality" industry. The Pulaski Highway corridor is relatively remote from most residential areas. It is bordered by many economically marginal uses, and much sparsely developed frontage. Its present zoning could lead to strip commercial development. A more positive alternative would be a carefully designed and controlled high quality redevelopment for visitor services linked to the general I-95 traffic as well as to Worldbridge.

Pulaski Highway's future is linked to the Perry Hall - White Marsh Growth Area, for which it forms the eastern boundary. As reaffirmed in this Master Plan, the general area between Philadelphia Road and Pulaski Highway, which is also traversed by the CSX railroad mainline, should house a major part of the Growth Area's industrial development. Given careful attention to design and buffering, this concept is compatible with the idea of high quality redevelopment for tourism services.

**ACTION:**

As part of the detailed analysis of the effects and opportunities associated with the Worldbridge project, the County will devise feasible mechanisms to facilitate the redevelopment and general upgrading of quality along Pulaski Highway. Particular attention will be given to early action on intensive landscaping and signage control.

**ISSUE: Eastern Avenue and Boulevard**

The corridors of generally continuous commercial uses and the challenges for improvement along Eastern Avenue occur in three principal segments: through Essex from Back River to Marlyn Avenue, along Eastern Boulevard from Marlyn Avenue to Middle River, and from the east side of Martin State Airport to Bowley's Quarters Road.

**ACTIONS:**

1. The County will work with the business community for street-scaping, landscaping, signage control and other improvements along Eastern Boulevard from Marlyn Avenue to Middle River.
2. In evaluating the possible impact of commercial development stimulated by the Worldbridge project, the County will be particularly attentive to preventing strip commercial development eastward from Martin Airport.

**ISSUE: North Point Boulevard**

The North Point corridor essentially consists of two generally parallel highways traversing the spine of the Patapsco Neck from Eastpoint to Edgemere. The original Old North Point Road is basically a local street still retaining some residential uses among the small businesses. Its replacement, North Point Boulevard, is typical of its era, with a relatively wide grassed median similar to Pulaski Highway.

North Point Boulevard, with its almost continuous shallow strips of liberal business and manufacturing zoning, developed a typical mixture of stores, service stations, small factories,



truck terminals, junkyards, etc. The area's economic decline has resulted in lessened attention to the appearance of the vacant properties and economically marginal uses now line much of the highway.

North Point Boulevard, however, merits serious attention for improving its appearance, both for the sake of the nearby residential areas it serves and because much of the Boulevard is visible from the Beltway and can function as part of the northern approach to the County's ambitious industrial redevelopment project at Sparrows Point. Fortunately, the State Highway Administration has also recognized the desirability of improvements and has prepared a landscape plan for the Boulevard. It can and must continue to function as a service route for the legitimate heavy industry along and near the highway.

#### ACTION:

The County will work with the State and businesses interests to implement the landscaping project. In the long term, land use and reuse along this roadway will be evaluated.

#### ISSUE: Merritt Boulevard

One of the very few arterial roads in the County which is not a radial route from Baltimore City, Merritt Boulevard has a circumferential role.

Over the years, the road has become lined by automobile dealerships, shopping centers, restaurants and a variety of other retail businesses. The backyards and alleys of several residential developments border the highway, as do a large elementary school site and the athletic fields of Dundalk Community College.

Despite its mixed use commercial strip character, Merritt Boulevard has a generally prosperous and relatively attractive appearance. Being approximately in the center of its residential service area has undoubtedly helped, but there also seems to be a sense of mutual responsibility among the businesses. Excessive signage is generally not a problem, and most of the properties are harmoniously designed and very well maintained. The most evident deficiency is within the public right-of-way. There is no curbing along the wide, grassed median and virtually no landscaping.

#### ACTION:

The County will seek to enlist the cooperation of the business interests along Merritt Boulevard in preparing and implementing a comprehensive program for landscaping and related improvements.

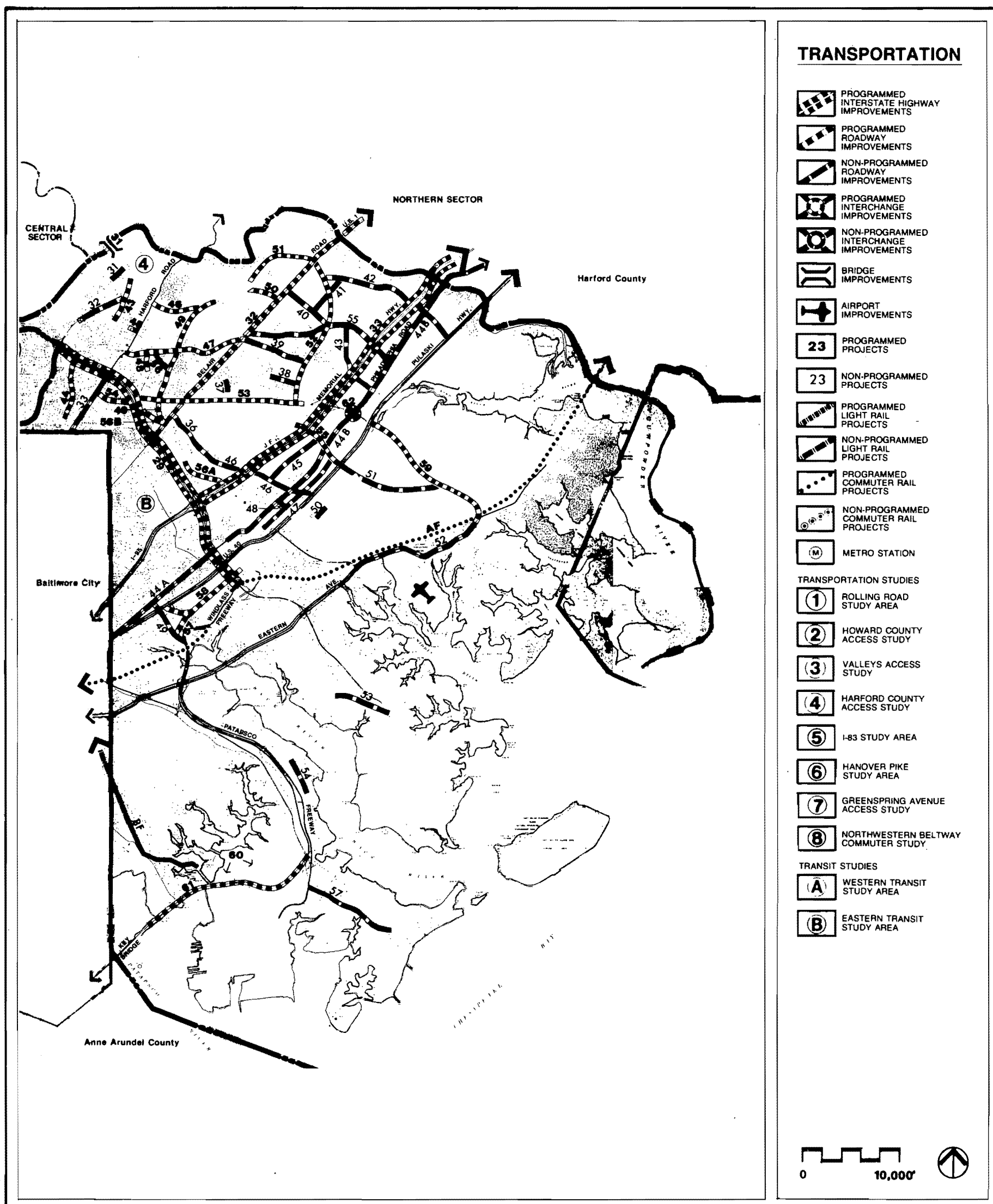
#### INDUSTRIAL REDEVELOPMENT

The Dundalk - Patapsco Neck area of Baltimore County contains a rich diversity of land uses and a long history of conflicts among its residential, commercial and industrial properties. Many of these situations predate the enactment of any zoning laws.

#### ISSUE: Possibilities For Industrial Relocation

A creative option for resolving at least some of these conflicts may now be available as a possible result of a bold County initiative. With the excellent cooperation of the Bethlehem Steel Company, the County is acquiring 420 acres of industrially zoned surplus land at Sparrows Point consisting of two high visibility, 147 acre sites on the north side of the steel mill complex adjoining the Beltway and Peninsula Expressway, and a 125 acre site on the east side adjoining Sparrows Point Boulevard.

EASTERN SECTOR		
PROGRAMMED PROJECTS		TYPE OF IMPROVEMENT
PROJECT	PROJECT LIMITS	
29 I-695 (Balto Bltwy)	MD140 (Reisterstown Rd) to MD702 (Southeast Frwy)	W
31 Cromwell Bridge Rd Bridge	Over Gunpowder Falls	R
32 US1 (Belair Rd)	I-695 (Balto Beltway) to Harford County	W
33 I-95 (JFK Mem Hwy)	I-695 (Balto Beltway) to Harford County	W
43 Old Harford Rd	Proctor Lane to Cub Hill Rd	W
44 Old Harford Rd	Taylor Ave to Joppa Rd	W
45 Proctor Lane	Skylark Ct to MD147 (Harford Rd)	C
46 Northwind Rd	MD147 (Harford Rd) to Walther Blvd	W/C
47 Joppa Rd	MD147 (Harford Rd) to US1 (Belair Rd)	W
48 Ridgely Ave	Joppa Rd to Orbitan Rd	U
49 Walther Blvd	Rossville Blvd to Proctor Lane	C
50 Klausmier Rd	Gunview Rd to US1 (Belair Rd)	U
51 Gunview Rd	Klausmier Rd to US1 (Belair Rd)	C
52 Honeygo Blvd	MD43 (White Marsh Blvd) to US1 (Belair Rd)	C
53 MD43 (White Marsh Blvd)	Honeygo Blvd to I-695 (Balto Bltwy)	C
54 Putty Hill Ave	MD147 Harford Rd to Grove Rd	W
55 Campbell Blvd	Honeygo Blvd to US40 (Pulaski Hwy)	C
56A Rossville Blvd	Lillian Holt Dr to I-95 (JFK Mem. Hwy)	W
56B Rossville Blvd	US1 (Belair Rd) to Putty Hill Ave	C
57 Elmhurst Ave	Chesaco Ave to Kelso Dr	C
58 Kelso Dr	Golden Ring Rd to US40 (Pulaski Hwy)	C
59 MD43	US40 (Pulaski Hwy) to MD150 (Eastern Blvd)	P/E
60 Bethlehem Steel Access Rds	At Sparrows Point	U
61 MD695	Key Bridge to MD151 (North Point Rd)	U
62 MD43 (White Marsh Blvd)	Interchange at MD7 (Philadelphia Rd)	C
AF Amtrak Commuter Rail	City Line to Harford Co	U
NON-PROGRAMMED PROJECTS		TYPE OF IMPROVEMENT
PROJECT	PROJECT LIMITS	
31 Waltham Woods Rd	Ext'd to Cub Hill Rd	C
32 Perring Rd	Waltham Woods Rd to Summit Rd	C
33 MD147 (Harford Rd)	City Line to I-695 (Balto Bltwy)	U
36 Ridge Rd	US1 (Belair Rd) to Perry Hall Blvd	U
37 Slater Ave	Ext'd to Necker Rd	C
38 Silver Spring Rd	Perry Hall Blvd to Honeygo Blvd	W
39 Ebenezer Rd	US1 (Belair Rd) to Honeygo Blvd	W
40 Chapel Rd	US1 (Belair Rd) to Joppa Rd	W
41 Cross Rd	Forge Rd to Chapel Rd	W
42 Forge Rd	Honeygo Blvd to US40 (Pulaski Hwy)	W
43 Cowenton Ave	Joppa Rd to MD7 (Philadelphia Rd)	W/C
44A MD7 (Philadelphia Rd)	US40 (Pulaski Hwy) to Golden Ring Rd	U
44B MD7 (Philadelphia Rd)	Rossville Blvd to Harford County	U
45 Franklin Square Dr	Ext'd to Campbell Blvd	C
46 King Ave	Middle River Rd to Perry Hall Blvd	C/U
47 Yellow Brick Rd	Ext'd to Campbell Blvd	C
48 Lennings Lane	Extend to Yellow Brick Rd	C
49 Chesaco Ave	Extend to MD7 (Philadelphia Rd)	C
50 Transverse Rd	Extend to Bird River Rd	C
51 Campbell Blvd	Extend to MD43	C
52 MD150 (Eastern Blvd)	MD700 (Martin Blvd) to MD43	W
53 Marlyn Ave	Extend to Back River Neck Rd	C
54 Morse Lane	Extend to Cove Rd	C
55 Joppa Rd	US1 (Belair Rd) to MD7 (Philadelphia Rd)	U
56 Dunfield Rd	Walther Blvd to Joppa Rd	C
57 Haul Rd	MD151 (North Point Blvd) to MD20 (North Point Rd)	C
BF Dundalk Light Rail		S
TRANSPORTATION STUDIES		
4	Harford County Access Study	
TRANSIT STUDIES		
B	Eastern Transit Area Study	
NOTE: R = Replace W = Widen U = Upgrade C = Construct P/E = Planning/Engr. S = Study		
Programmed projects are those that are either in the County CIP or State CTP.		
Non-programmed projects are those that have been discussed or identified to meet future transportation needs.		



### ACTION:

In resolving land use conflicts in communities in the Eastern area, the County will seriously examine the possibilities for incentives to assist businesses to move to appropriate new locations such as the Sparrows Point Business Park.

### ISSUE: Reuse of Industrial Land

In addition to the land at Sparrows Point which is to be redeveloped for new industrial purposes, there are other opportunities such as the Seagrams warehouse in Dundalk or vacant industrial properties on North Point Boulevard which might be more suitable for nonindustrial purposes, including possible residential use.

### ACTIONS:

1. The Seagrams property on Sollers Point Road, with several large brick warehouses, will become available in about two years. To assure optimum reuse without detriment to the neighboring residential areas, the County will seek the assistance of the Seagrams Company for a jointly funded feasibility study of the site.
2. The County will remain alert for similar opportunities elsewhere, and will carefully evaluate each for employment opportunities convenient to residential areas which will not cause adverse effects on communities.

### TRANSPORTATION

Two relatively new issues that emerged from the Statewide Commuter Assistance Study are the possibilities of reinstituting light rail service to Dundalk and establishing light rail service to White Marsh. Both of these are being handled by the State as access studies in cooperation with the County.

### ISSUE: Role of Martin State Airport

Possibly the most difficult transportation issue in the Eastern Sector involves the amount and type of future activity at Glen L. Martin Airport.

The general vicinity of Martin Airport includes many long established residential communities that are stable and attractive. Their proximity to the coves and creeks of the Middle River makes them very desirable places to live, with one major exception. Despite the best efforts of the Maryland Aviation Administration, the frequency of takeoffs, landings, and the noise from the Maryland Air National Guard's combat aircraft are a continuing nuisance.

Martin Airport constitutes a substantial investment by the State. This includes private small planes, corporate aircraft and similar traffic. Given the serious capacity problems at commercial airports generally, and the virtual impossibility of constructing new international airports, the State cannot reasonably be expected to relinquish its intentions for Martin Airport. There is, in addition, the prestige and patriotic responsibility of accommodating the Maryland Air National Guard which should not lightly be shirked.

### ACTION:

The County will seek the cooperation of the Maryland Aviation Administration and the Maryland Air National Guard in establishing a working group, including community representatives, to find creative ways of minimizing the conflicts over the airport's future. The group will give particular attention to the role of the airport in the County's economic development strategies, including the possibilities for its use as a base for corporate aircraft and business travel, and its potentials in relation to the Worldbridge project. Community concerns, such as noise abatement, flight patterns, and engine testing, should also be addressed.



#### NORTHERN SECTOR

The Northern Sector is the largest of the four sectors encompassing 319 square miles southward from the Mason-Dixon Line and the Carroll and Harford County boundaries. Its southern limit follows approximately along Westminster Pike; the Urban-Rural Demarcation Line east of Reisterstown, north of the Beltway, and west of I-83 through Brooklandville to Sparks; and Loch Raven Reservoir and Gunpowder Falls to the Chesapeake Bay.

The natural and cultural resources of this area form a landscape that is as visually fragile as it is aesthetically refreshing. Open valleys, wooded hillsides, narrow to broad plateaus, lake-like reservoirs, trout streams and swiftly flowing rivers are among the prized natural features. Large expanses of farmland, fenced horse farms, wooded lots, large historic estates, small towns and villages enhance the unique visual character of this Sector. More than 37,000 acres in seven separate districts are listed on the National Register of Historic Places.

The earliest growth of this area was influenced by both the transportation of goods from farmlands to the port of Baltimore, and the movement of locally produced goods and people into and out of the City of Baltimore. In addition to agriculture from the days of the earliest plantations, mills and commercial enterprises sprang up in the 1800s. Small towns such as Hereford, Jacksonville and Kingsville emerged and provided limited social and governmental functions to travelers and local workers.

The growth of residential use of the rural areas for persons commuting to jobs in the urban area began gradually but has accelerated with the major improvements to the highway systems, especially in the post-World War II era. For a variety of social and economic reasons more and more people sought to live out in the rural areas. By 1970 over 10,500 lots were recorded on 25,000 acres of rural land.

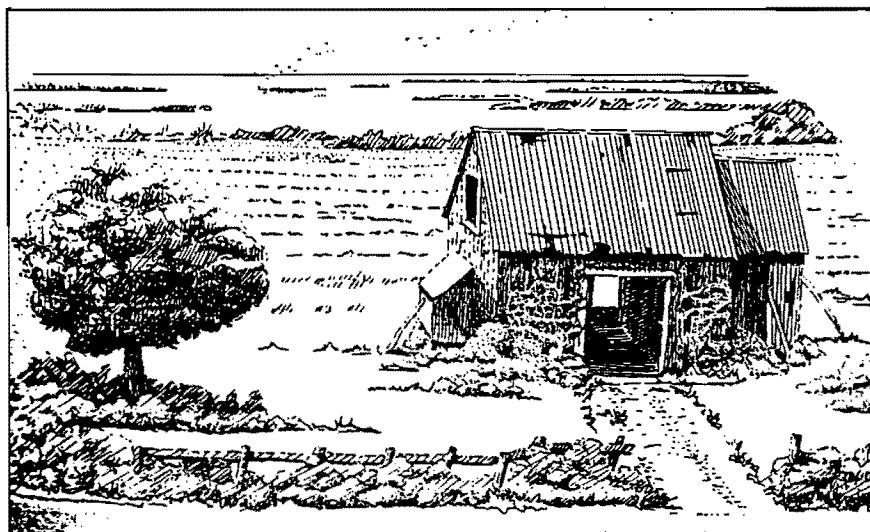
Efforts to reduce the sprawl of residential units were begun in the late 1950s and resulted in regulatory controls in the late 1970s. An early effort to provide for planned growth and reduce speculative development failed in 1958. In the early 1960s a citizen group from Worthington, Greenspring, Caves and Belfast Valleys hired Wallace, McHarg, Roberts & Todd to prepare a "Plan for the Valleys." Their nationally recognized plan called for efforts to protect the sensitive valley floors and to channel development onto the ridges and high plateaus.

In the 1970s, the County began its first strong moves to control and constrain the urban sprawl that was rapidly consuming the

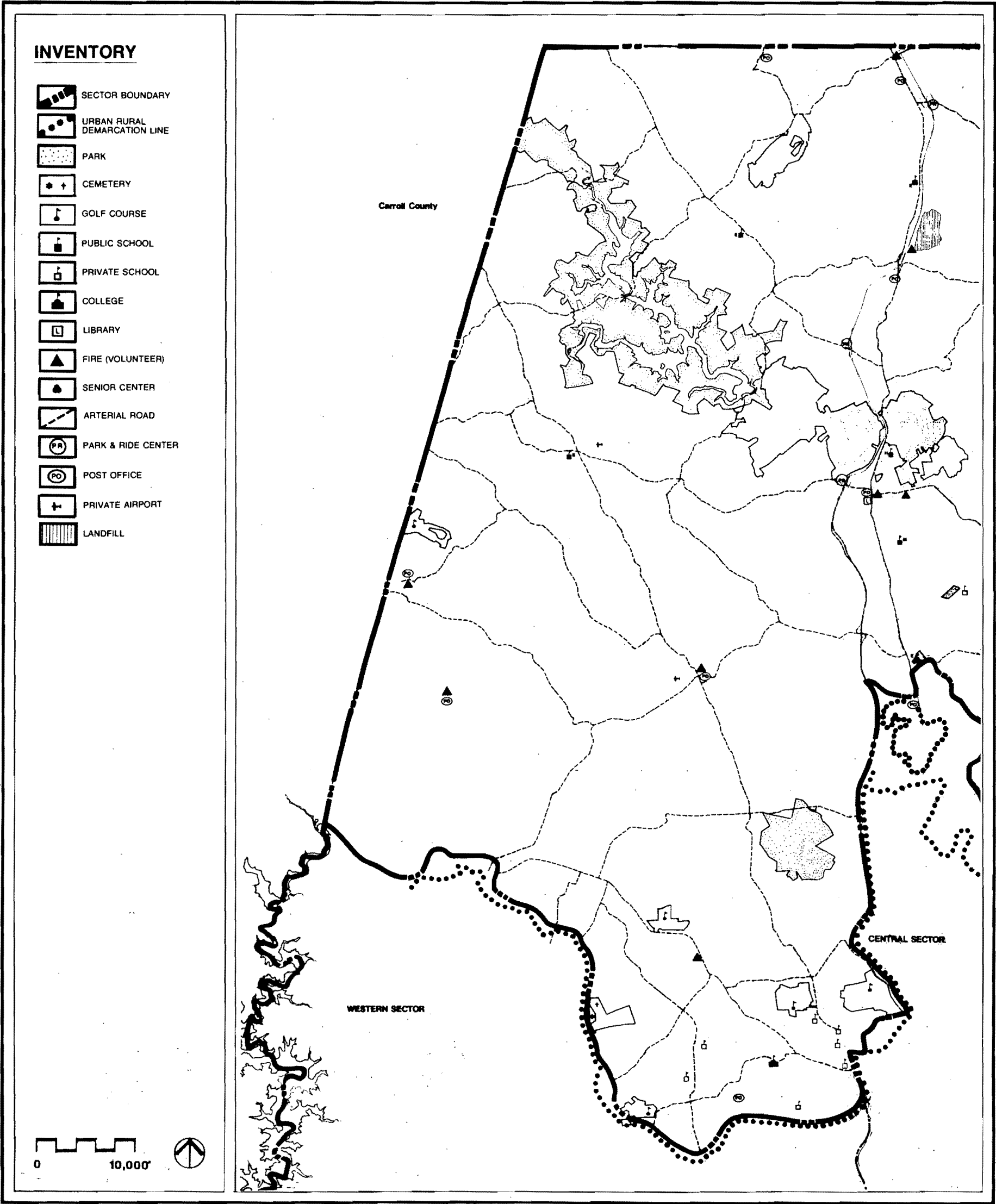
prime and productive agricultural soils, degrading the water quality of the reservoirs, and damaging streams, rivers and the historic and visual amenities. A broadly representative citizen group, the North County Advisory Committee, recommended the County institute new zones to protect the natural resources that were being adversely affected.

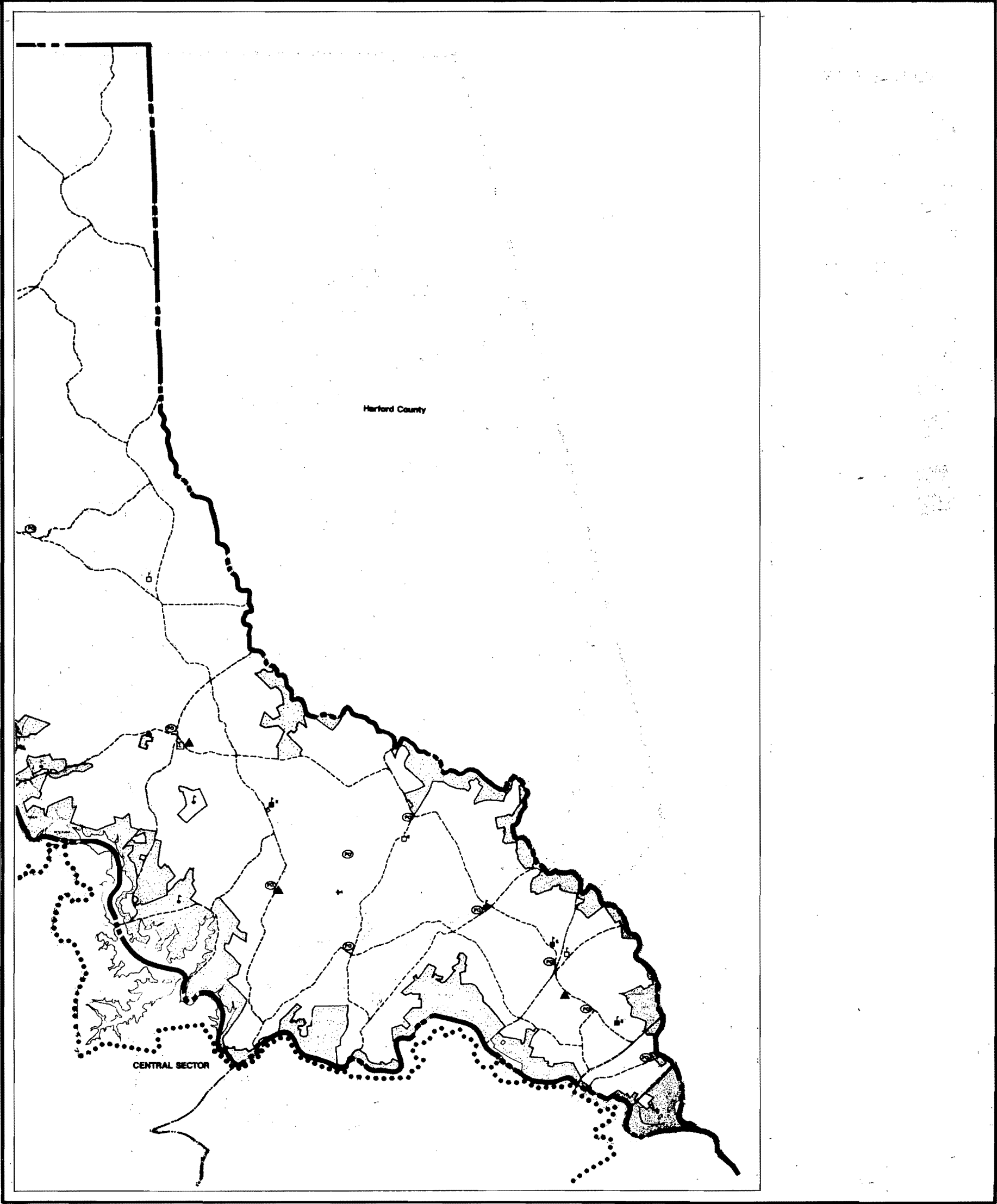
The Baltimore County Council enacted the Resource Conservation Zones in 1975. In 1979, the County prepared the current Master Plan which included a policy setting three primary goals with respect to the rural and agricultural areas. These were to preserve farming as a continuing economic activity, protect surface and ground waters that affect both existing and potential water supplies, and limit development in these areas to essentially agricultural uses. This was to be partially accomplished by building rural residential units where on-site septic disposal was possible, and near existing rural village development. Land with highly productive soils or overlaying Cockeysville marble aquifers was to remain in agricultural uses. The relationship of a development to the surrounding community was to be analyzed.

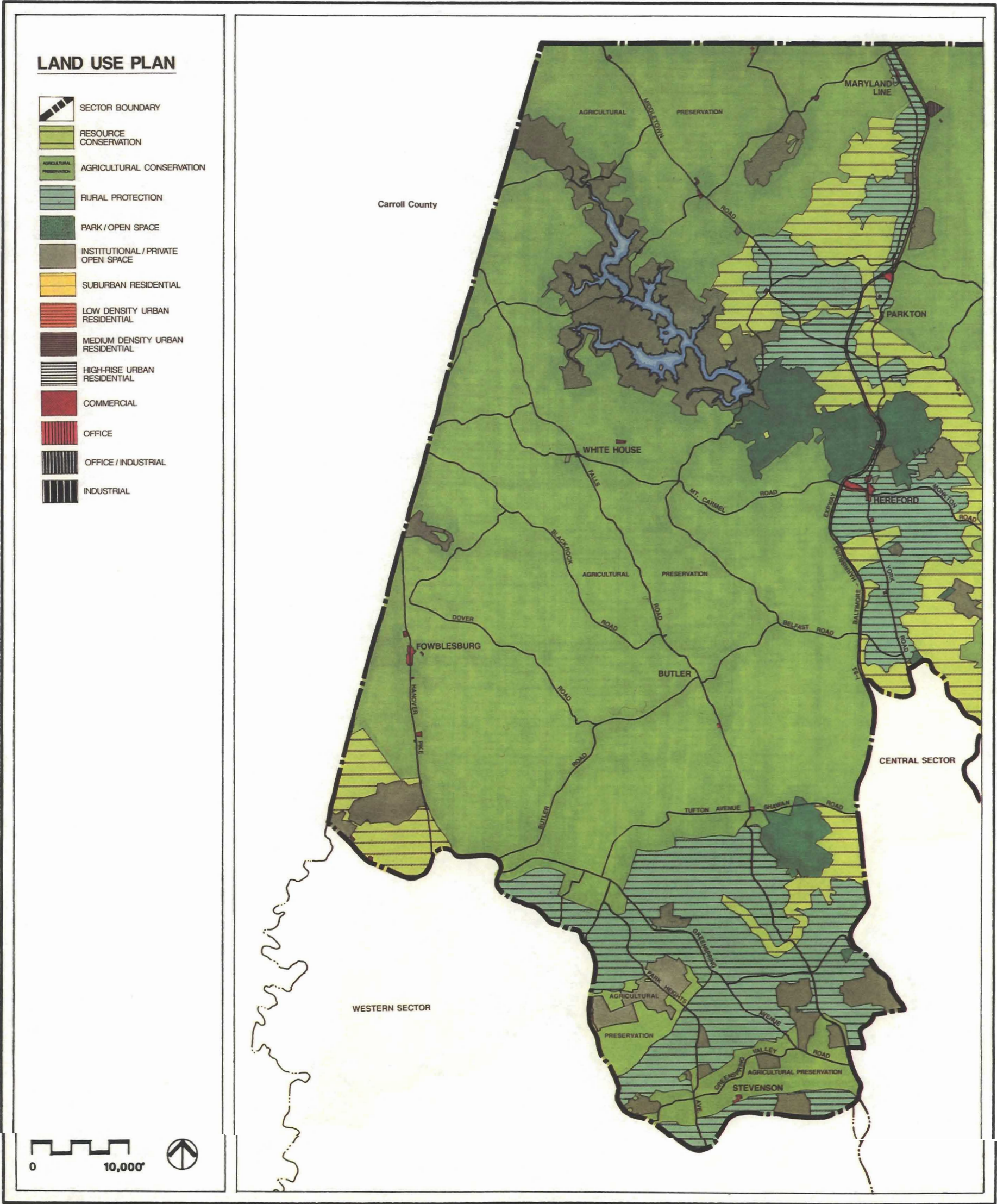
The rural and semiurban fringe areas of the County have received 51 percent of the residential development from 1979 to 1987. This pattern has brought pressures on the roads, commercial centers, open space and agriculture. Existing roads are congested and new ones affect the rural character. New commercial buildings have replaced historic ones and are often out of scale and character with the neighboring buildings. Large farms and estates are being broken into pieces and developed. The agricultural economy is not conducive to providing good returns on small farms, and development pressure conflicts with many other types of farming.







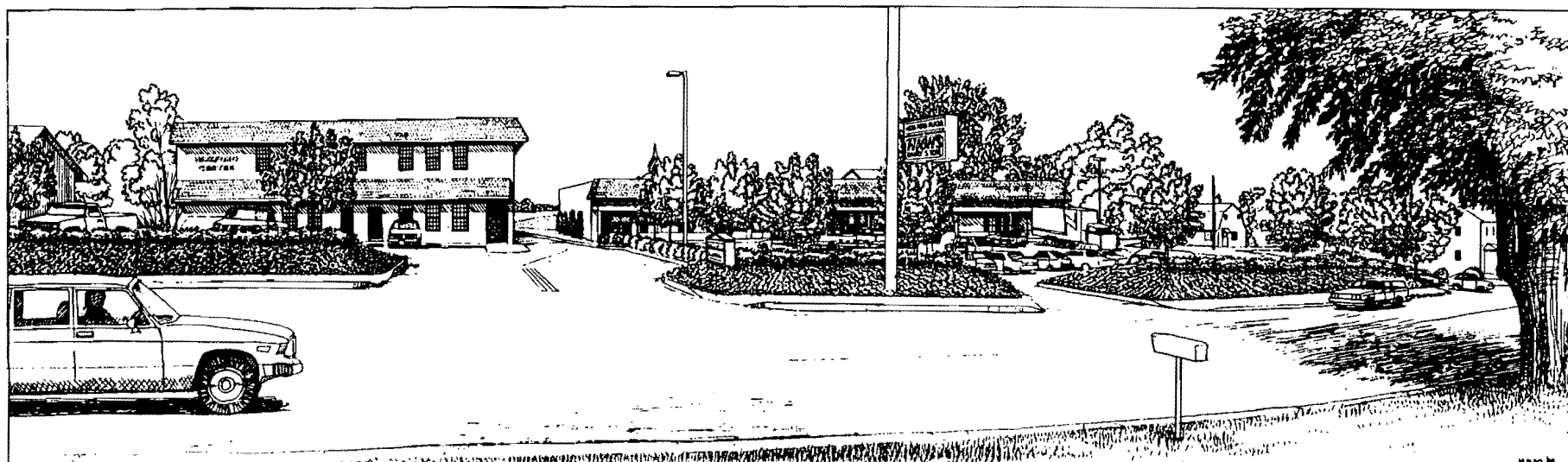












In looking to the year 2000, both urban and rural interests in the County agree that it is necessary to reassess the vision for the rural areas. Issues of growth and change that have surfaced over the past decade must be addressed. The appropriate goals, policies and strategies of the 1979 Master Plan must be reaffirmed and most importantly, more precise mechanisms for implementation must be utilized.

### AGRICULTURE

Agriculture remains the fundamental economic activity in the Northern Sector. It is a Master Plan priority to retain and support agriculture as an important industry in the County, which will also result in maintaining and protecting the rural character of the Northern Sector.

The agricultural industry includes small woodlots, family farms and corporate farms. The smaller farms often depend on the larger agribusinesses for the processing, marketing and distribution of their products. In turn, the large farms may need to rent acreages for economic efficiency, and prefer to operate in a supportive environment. It is in this way that the idea of a large "critical mass" of prime agricultural land, relatively free from the intrusions of nonagricultural uses and residents, is especially pertinent for application in the Northern Sector. The proposed Land Use Map in this Master Plan designates several very large portions of the Northern Sector as Agricultural Preservation areas for the specific purpose of assuring these areas will be preserved for continuing use now and as a legacy for the future.

All of the County-wide recommendations in the Rural Development and Agricultural Preservation Section apply to the Northern Sector.

### RURAL LANDSCAPES

The County has an exceptionally rich scenic heritage in its rural landscapes. These areas are clearly distinguishable from the urban and suburban portions of the County. The old estates of the western Valleys, working dairies of the Long Green, large grain operations of White Hall and old farms and mills of the Kingsville area are memorable examples of the rural character.

These features form a complex landscape providing a visual character unique to each area. New development in much of the Northern Sector has not, as a rule, been sensitive to protecting the features that give each particular area its distinctive visual

value. This results in a conflict between long-term residents and virtually all new proposed developments. Even in the cases where the developers and landowners have tried to protect features of the sites, the zoning regulations and public works standards often have obstructed their good intentions.

The issues of resource protection are further complicated by concerns for protecting the natural resource base and not exceeding the carrying capacity of the land. Development in reservoir protection areas usually leads to the construction of roads on steep grades and in proximity to important surface water systems. Residential densities, even as low as 0.667 units per acre, have raised concerns about the adequacy of those areas for meeting well and septic needs.

The increased number of residents in the rural areas has led to an increase in demand for commercial services. This demand has too often resulted in the loss of the traditional architectural and visual character of the centers and villages.

### ISSUE: Development In Harmony With Rural Character

It is essential a clear difference be retained between the Rural Protection areas and the urban and suburban portions of the County. Similarly, each Rural Protection area embodies its own special character. For example, the Kingsville Rural Protection area as shown on the Proposed Land Use Plan has extensive farms and woodlands as well as many historic cultural features. Since the farms are not in Agricultural Preservation areas, they are not targeted for long-term preservation. Development of houses in the centers of the fields and the clearing of woodlands for houses would dramatically and irreparably damage the visual character of the entire area. This loss in character should at least be minimized if it cannot be entirely avoided. To accomplish this it is necessary to identify the special features the citizens of the Rural Protection areas of the Northern Sector hold dear, and protect them through appropriate design standards for proposed developments.

### ACTION:

The County will prepare a number of rural community plans over the next decade, beginning with "Hanover Pike", "North-Central Rural Study", "Kingsville-Fork", and "Jacksonville". All the plans will focus on developing performance standards and regulations that implement the rural protection actions of the Master Plan. Other issues such as commercial development, industrial development or agricultural use will be examined depending upon the study area.

**ISSUE: Expectations of Services and Standards**

It is an appropriate policy to provide only limited urban-type services to the basically sparse population of the rural areas, and to depend upon those citizens to be relatively self-reliant. Even services that should be supplied would most efficiently be targeted principally to the Rural Protection areas. These services, particularly as reflected in public work standards, should be of appropriate scale.

**ACTIONS:**

1. Survey areas identified on the Proposed Land Use Map as resource residential for deficiencies in services such as schools, roads and emergency services.
2. Develop programs to inform new residents of their responsibilities with respect to the reduced level of services provided and the constraints of on-site well and septic systems.
3. Review public work standards to determine appropriate scale for rural projects.
4. Develop rural fire protection standards which place the burden for maintenance and responsibility for fire protection on homeowners.
5. Provide legal and outreach assistance to communities to help them develop local land trusts to acquire and provide for the management of open space lands, historic estates and other features important to the community.

**ISSUE: Accommodating Commercial Services**

The Development Policy Map for the Northern Sector identifies two locations, Hereford and Jacksonville, for implementing the concept of rural centers, and ten other existing rural villages to serve as smaller scale nodes for commercial services. With appropriate design standards and careful limits on the amount of commercial zoning, growth of these areas can be accomplished in a manner which retains their traditional rural scale and character. It is important to reassert the policy discouraging "strip" commercial zoning on the rural roads, not only to maintain safe and efficient roads but to discourage actions that will result in the need to either build new roads or widen existing rural roads.

**ACTIONS:**

1. The County will prepare and adopt community based plans for Hereford and Jacksonville that provide for growth in a manner which protects and enhances the unique character of each town and is also environmentally responsible.
2. Some of the villages lie within the areas included under the initial community planning work program. Others affected by Commercial Rural Zoning Districts will be studied as promptly as possible for appropriate zoning recommendations in the 1992 Comprehensive Process.
3. The County's capital budgeting process will be used to channel County funds for appropriate services such as libraries, senior centers and governmental offices to the areas designated as rural centers.

**ISSUE: Transportation**

Trip demands are channelled onto the existing road network, and are mostly associated with the travels of the Sector's residents.



In many places the travel lines cross the Northern Sector between points of origin and destination that lie entirely outside the Sector. Where the road network is sparse and its capacity limited by width, curvature and gradient, the traffic can cause congestion and related demand for widening or other improvements.

Generally, the roads in the Northern Sector are not yet at this latter stage, but the threat is emerging. As congestion worsens on the roundabout expressway links from Bel Air or Westminster to Hunt Valley or Towson, the shortcut rural roads will become increasingly congested and unsafe.






The issues of new roads, through routes, extraneous traffic and land use impact are not new in the Northern Sector. In theory, the demand for roads can be lessened through trip management, attractive alternatives, land use policies, etc. In practice, responsibly reconciling the inherently conflicting demands for travel and for resource protection in the Northern Sector will require extraordinary patience and creativity.

**ACTION:**

The County will perform transportation studies for the Owings Mills - Hunt Valley and Towson - Bel Air corridors. The studies will comprehensively examine the land use, community and environmental implications of a full range of options for accommodating anticipated trip demands, including "no build" options, means of overall trip reduction, and competitive public transportation alternatives. The study process will be designed to encourage responsible participation by all interested parties.



# ENVIRONMENTAL POLICY PLAN

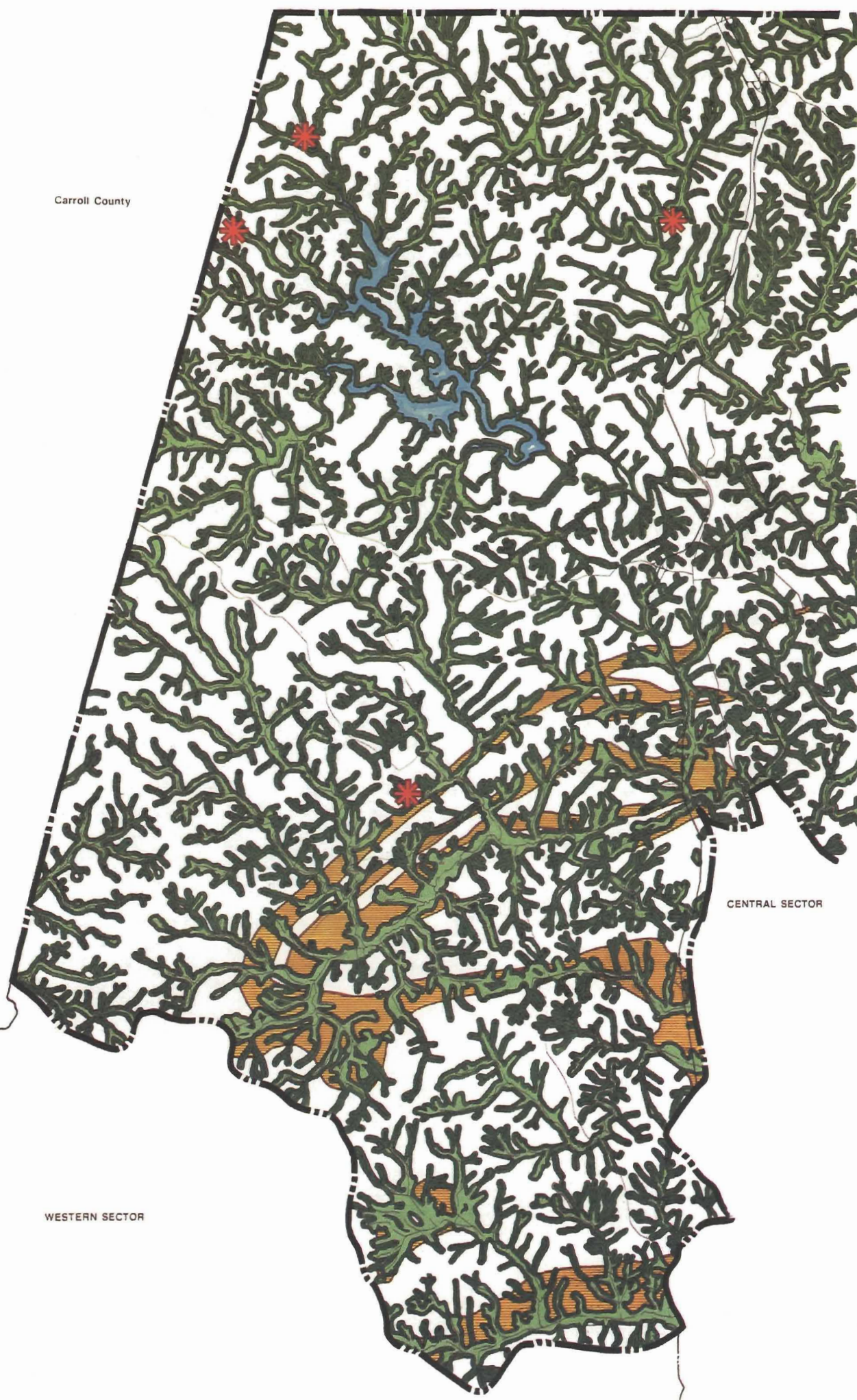
-  SECTOR BOUNDARY
-  STREAM, FLOODPLAIN & WETLAND SOILS
-  300' MAX. FOREST BUFFER & STEEP SLOPE/ERODIBLE SOIL PROTECTION AREA
-  HIGH GROUND WATER POLLUTION POTENTIAL
-  APPROXIMATE LOCATION OF KNOWN RARE SPECIES

Carroll County

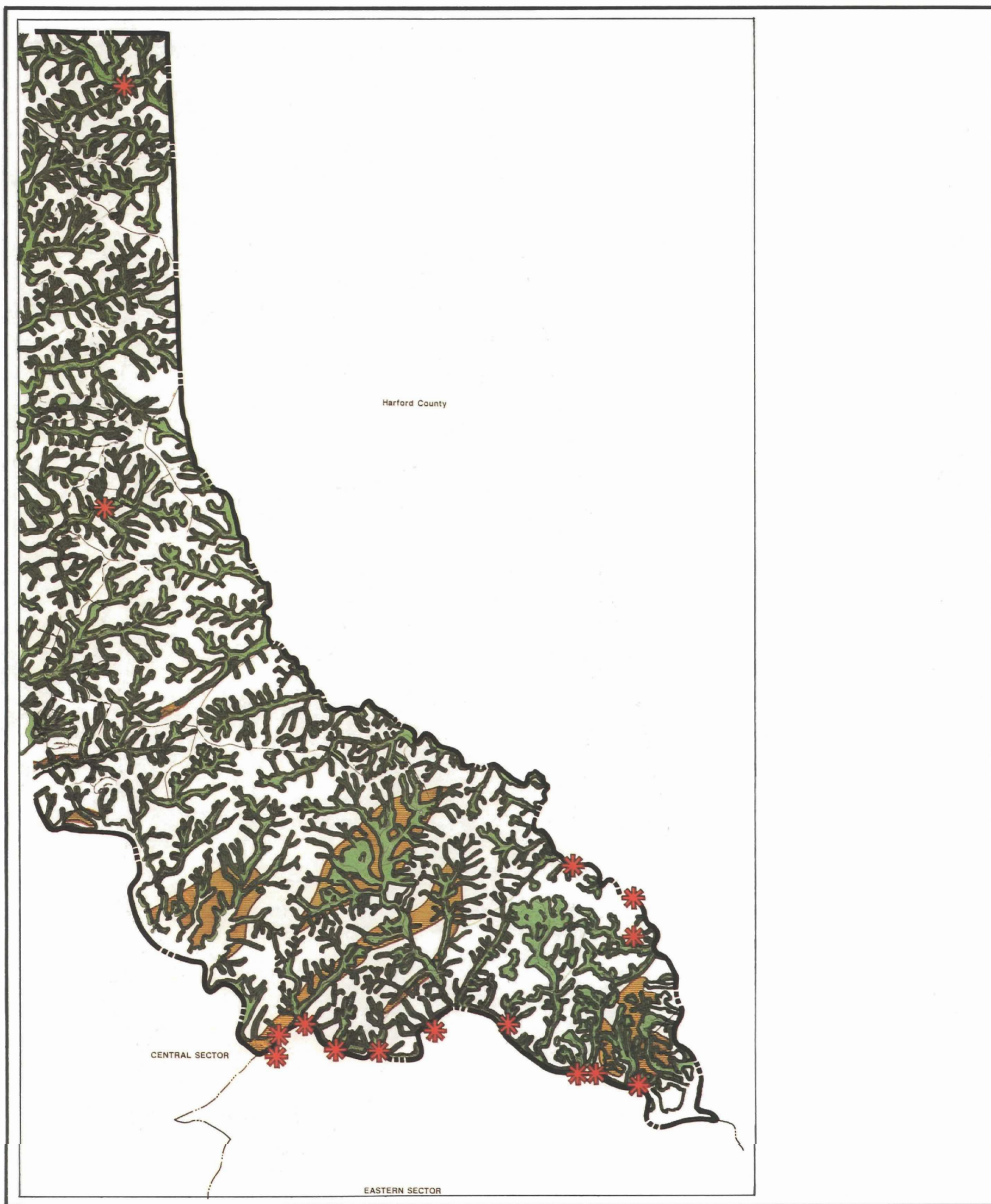
CENTRAL SECTOR

WESTERN SECTOR

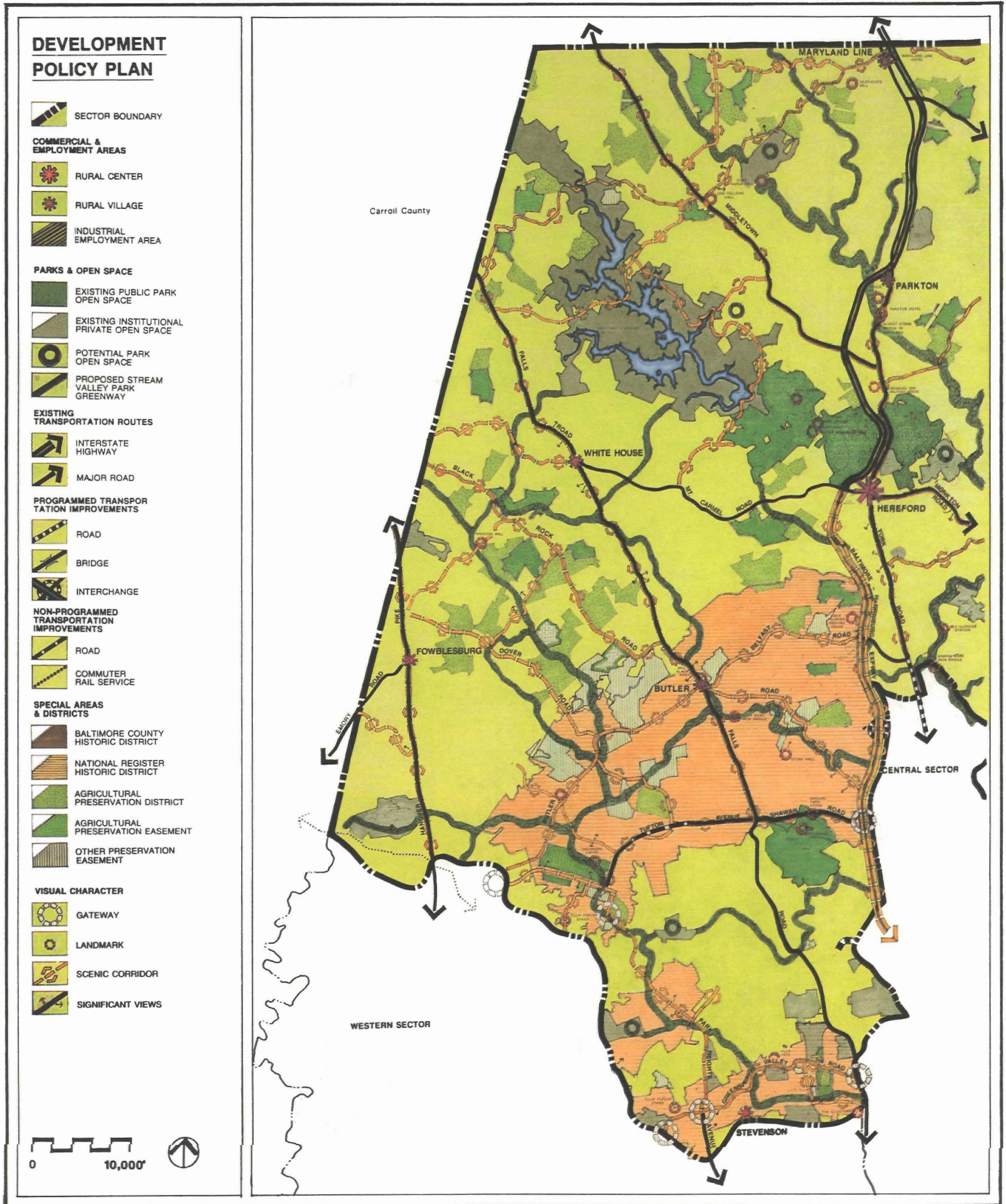
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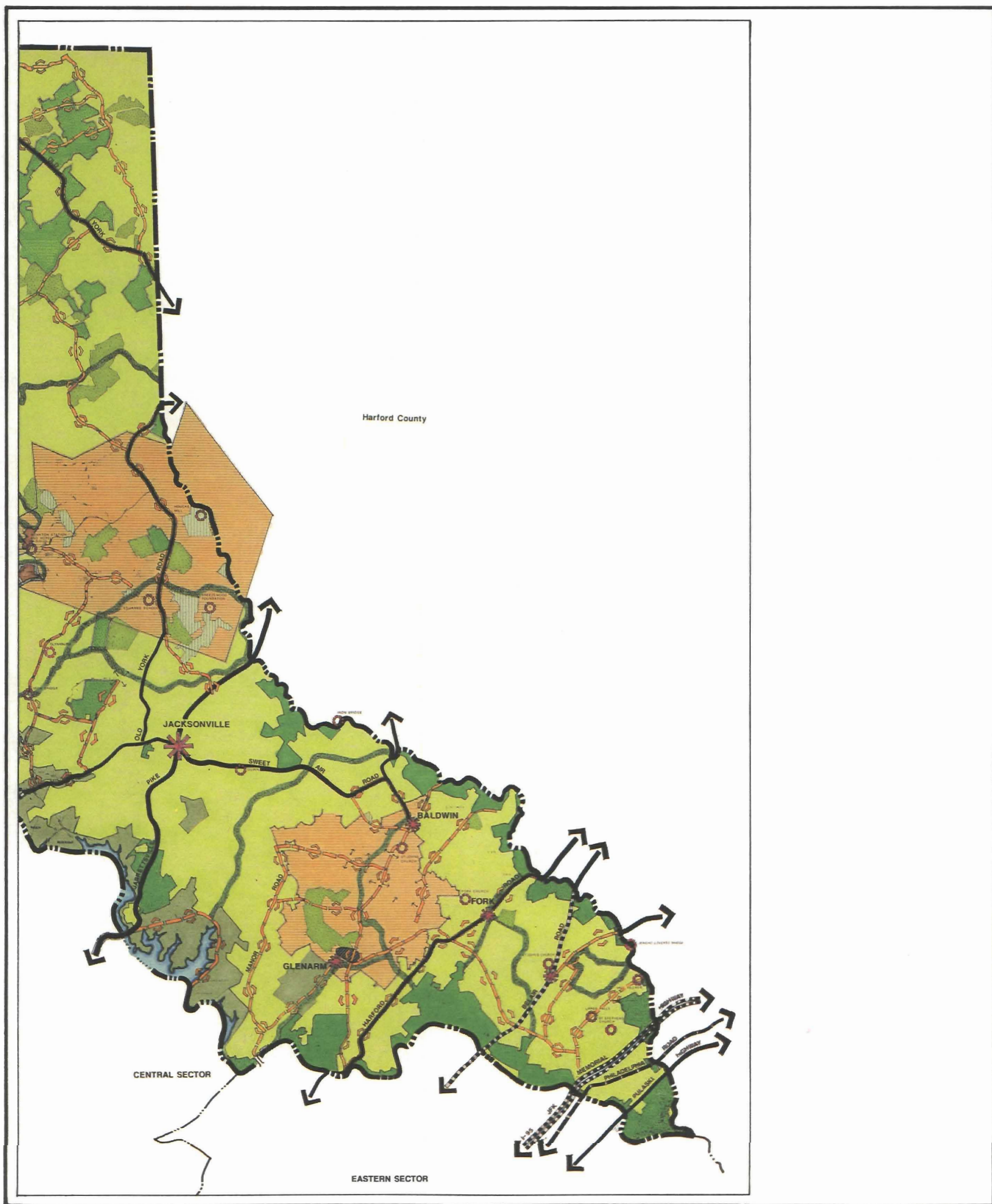


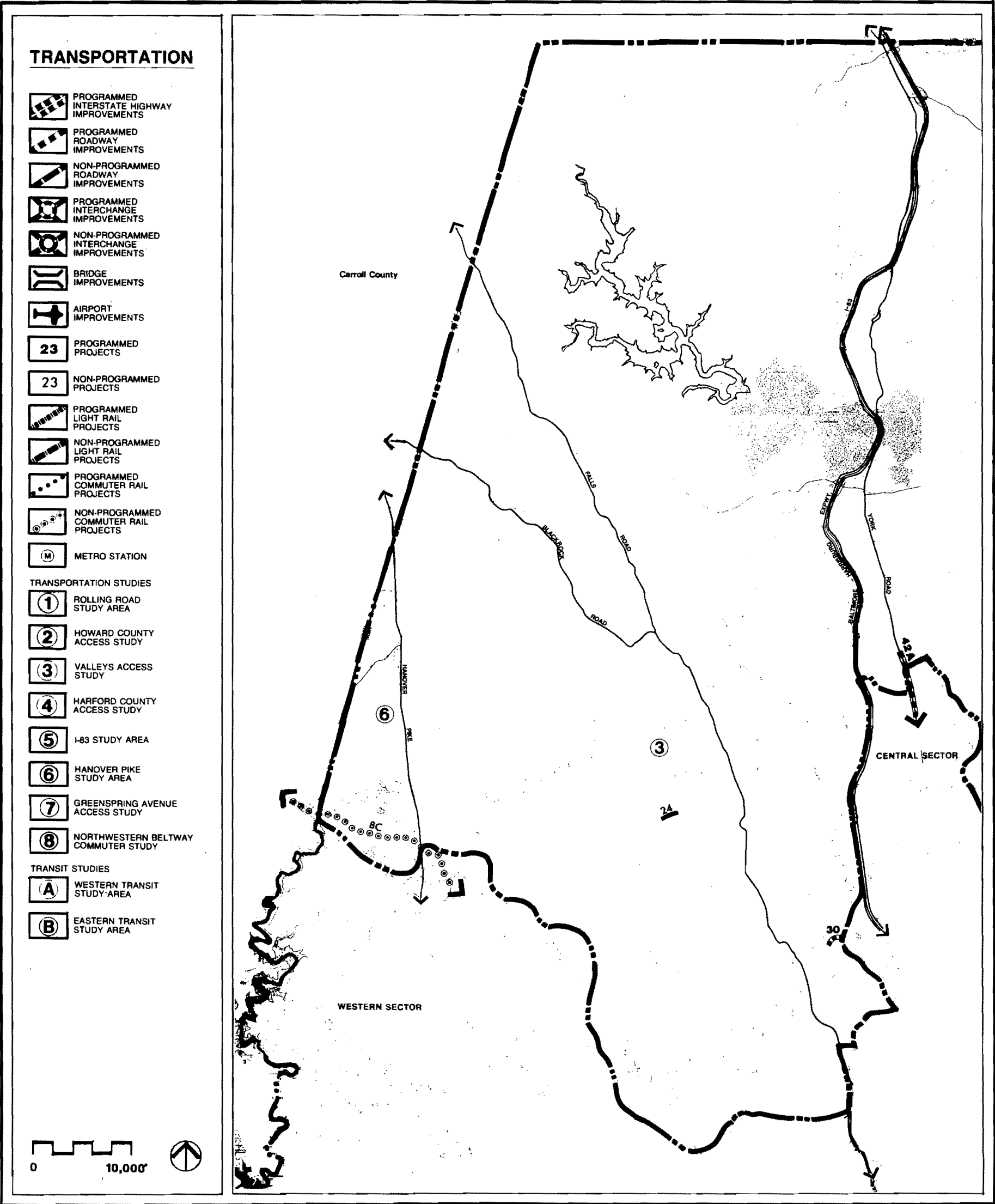




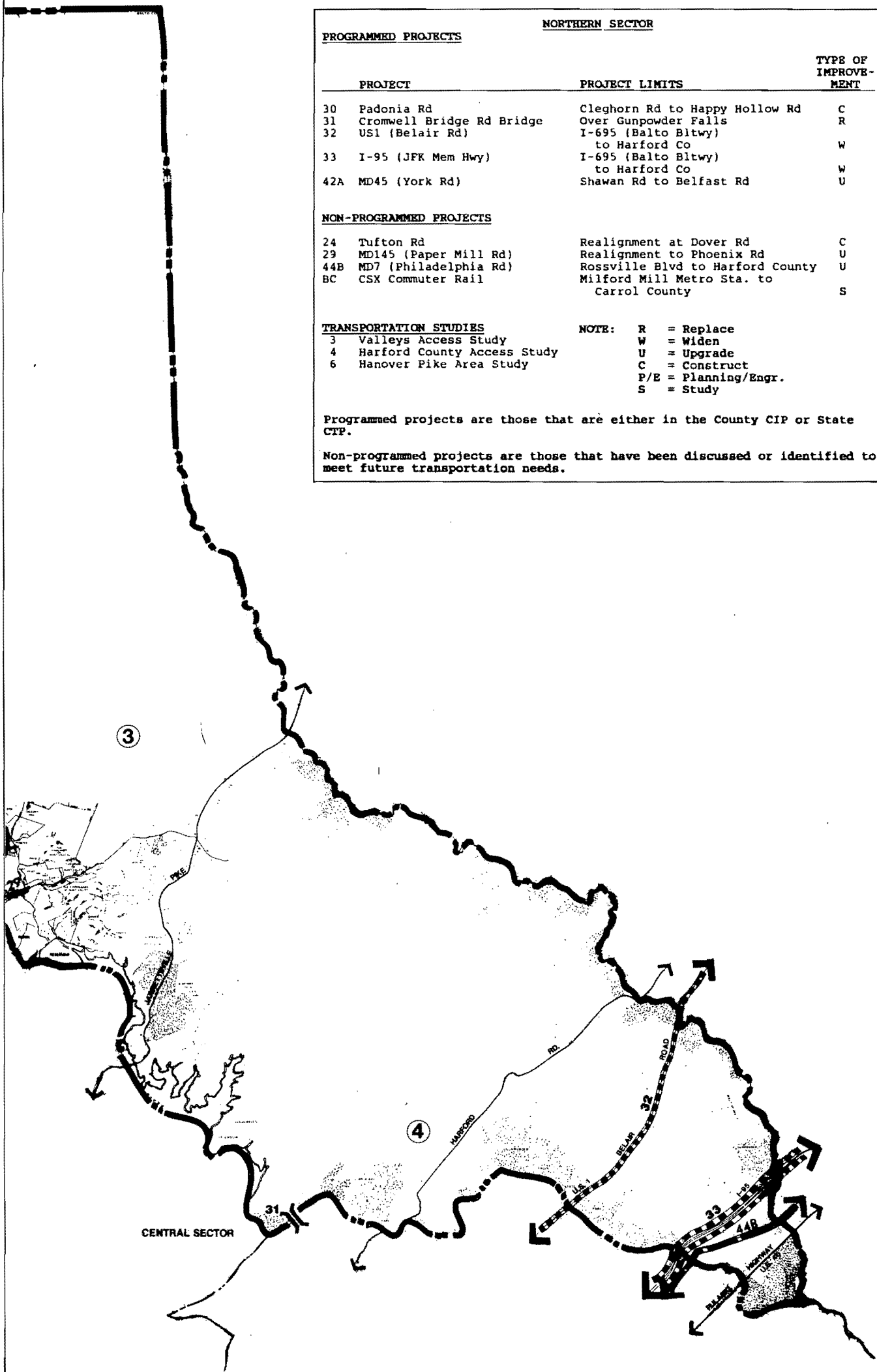








NORTHERN SECTOR		
PROGRAMMED PROJECTS		
PROJECT	PROJECT LIMITS	TYPE OF IMPROVEMENT
30 Padonia Rd	Cleghorn Rd to Happy Hollow Rd	C
31 Cromwell Bridge Rd Bridge	Over Gunpowder Falls	R
32 US1 (Belair Rd)	I-695 (Balto Bltwy) to Harford Co	W
33 I-95 (JFK Mem Hwy)	I-695 (Balto Bltwy) to Harford Co	W
42A MD45 (York Rd)	Shawan Rd to Belfast Rd	U
NON-PROGRAMMED PROJECTS		
24 Tufton Rd	Realignment at Dover Rd	C
29 MD145 (Paper Mill Rd)	Realignment to Phoenix Rd	U
44B MD7 (Philadelphia Rd)	Rossville Blvd to Harford County	U
BC CSX Commuter Rail	Milford Mill Metro Sta. to Carrol County	S
TRANSPORTATION STUDIES		
3 Valleys Access Study		
4 Harford County Access Study		
6 Hanover Pike Area Study		
NOTE:		R = Replace
		W = Widen
		U = Upgrade
		C = Construct
		P/E = Planning/Engr.
		S = Study
Programmed projects are those that are either in the County CIP or State CIP.		
Non-programmed projects are those that have been discussed or identified to meet future transportation needs.		





## PATAPSCO PLAN

The purpose of the Granite/Patapsco Study was to determine the feasibility and appropriateness of changing land use patterns within the defined boundaries of the study area. The boundaries have been drawn to include much of the original Patapsco Development Area as mapped in the 1976 Baltimore County Growth Management Plan. The study area includes all of the Ben's Run sewershed, the southern half of the Brices Run sewershed, and the Granite community. For orientation purposes, the study area is bounded by Rolling Road on the east, Windsor Mill Road and Old Court Road on the north and I-70 and the Patapsco River on the south and west. Total land area is approximately 8600 acres.

Physically, the area is marked by numerous stream valleys, steep slopes, extensive forest cover, and soils characterized by high erodibility and questionable permeability.

The 1976 Growth Management Plan recommended the Granite area be developed as the last of the three designated County growth areas. This concept underwent significant change in 1984 when the Baltimore County Council decided to rezone a majority of the area RC-2 (Agricultural Preservation) and RC-5 (Rural Residential). The Council left Bens Run sewershed in RC-3 (Deferred Planning) implying the desire to study Bens Run as a possible future extension of nearby development.

During the 1988 Comprehensive Zoning Map process, a proposal to sewer the Bens Run sewershed was submitted. Due to the complexity of the proposal and the time constraints involved, the final recommendation was to study the concept as part of the 1989 County Master Plan update.

### 1989 Master Plan Study Effort

Four development options have evolved for Bens and Brices Run sewersheds. All options recommend zoning changes, but to varied degrees of intensity. Bens Run sewershed receives the varied

zoning scenarios with Brices Run sewershed and Granite remaining constant throughout.

The intent of each development option is no different from the original concept presented during the 1988 Comprehensive Zoning Process--plan a quality residential community of relatively low density situated in a recreation oriented environment with nearby employment opportunities.

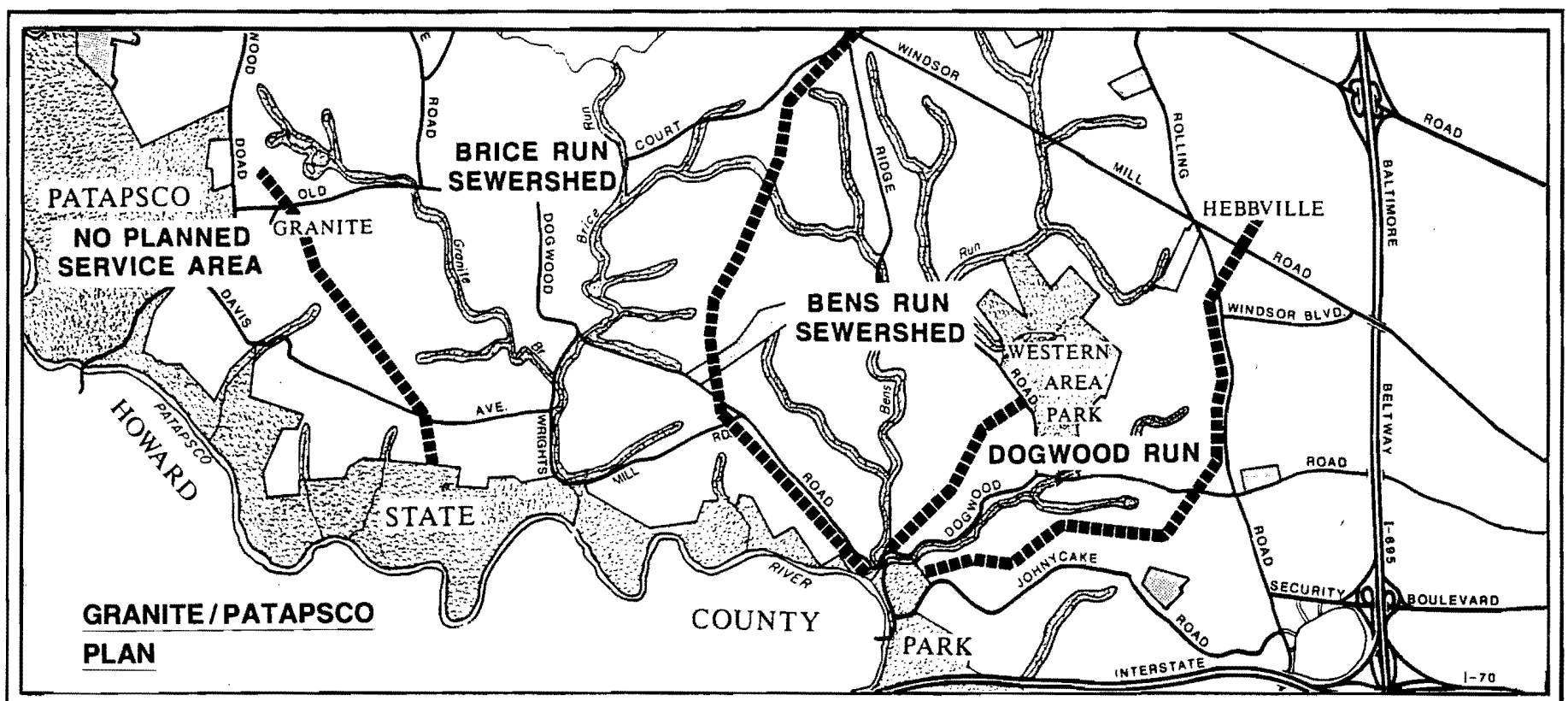
Public awareness and participation in the study was deemed critical. Two town meetings and one open house were held. Specific questions and concerns were raised and discussed. A common understanding of all study elements was hopefully established.

### Option 1

The first option proposes the extension of the Patapsco Interceptor to Bens Run, and the construction of a new trunk line within the sewershed. The projected low and mid density residential development resulting from this improvement would take place on approximately 2,000 acres. Approximately 150 acres in the southeast section would be changed to new MLR (Manufacturing Light Restricted) zoning. All options suggest the eastern part of Brices Run sewershed, approximately 775 acres, be changed from RC-2 to RC-5 yielding approximately 310 dwelling units. Actual field conditions could vary these projections. The balance of Brices Run sewershed and the area around Granite would keep its present mix of RC-2 and RC-5 zoning.

### Option 2

The second option is a "no sewer" option which recognizes the funding constraints and environmental impacts of introducing sewer lines into Bens Run sewershed. Although the option does propose limited changes to the existing zoning along the urbanized eastern edge of the study area, the significant recommendation calls for changing 2200 acres within Bens Run sewershed from RC-3 to RC-5. This option would yield approximately 1200 units. No additional office and manufacturing zoning is recommended under this option.



Option 3

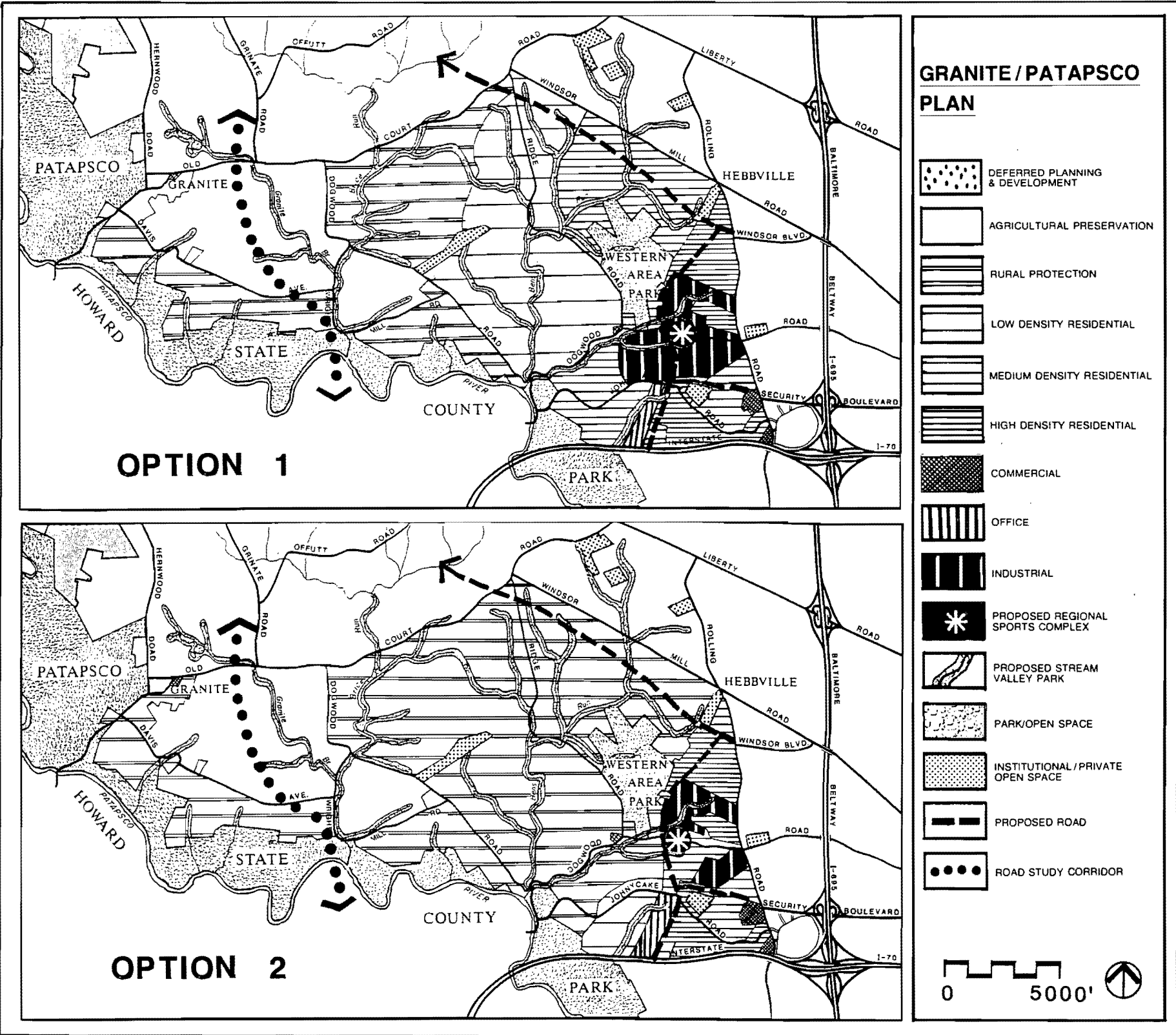
The third development option is a partial sewer option proposing sewerage the Dogwood Run drainage area, a subdrainage area within Bens Run sewershed, by allowing sewerage to be pumped south across ridge lines into the existing Cedar Branch interceptor. This option recognizes the funding constraints and environmental impact of introducing sewer lines into the Bens Run stream valley, but also recognizes the benefit to the County of providing additional quality office and light manufacturing space near major arterials and interstate highways.

Under this option, the Dogwood Run drainage area would yield approximately 150 acres of new MLR zoning, 190 acres of low density residential zoning and 30 acres of high density residential zoning. The balance of the Bens Run sewershed, approximately 2000 acres, will be changed from RC-3 to RC-5.

Option 4: Proposed Plan

In its consideration of the Planning Board's recommendation for the Patapsco Plan, the Council concurs with the Board with few modifications. It is the intent of the Council to contain urbanization during the life of this Plan in the area bounded by Rolling Road, Windsor Mill Road, Old Court Road, Dogwood Road, Wrights Mill Road, and Interstate 70. By containing new development within these boundaries, growth pressures can be eliminated from the more Rural Granite Area during the lifetime of this Master Plan. The three options for the Patapsco Plan, as considered by the Planning Board, are outlined above.

Option 4 only differs from the Planning Board's recommendation in the area north and west of Diamond Ridge Golf Course. This area is to remain in its current designation as a deferred planning area until sewer capacity studies are completed.



The proposed Plan provides significant acreage for new office/industrial development plus new low/mid density residential opportunities in the eastern portion. Further west, rural residential use is planned. The defining features of the Patapsco Plan are a low density, recreation oriented community, with nearby employment and shopping opportunities.

It is the intent of the Council that much of the needed infrastructure, including road construction, sewer installation and recreation facilities be paid for privately. The County Council acknowledges the need to expand the financial responsibilities of developers to pay for an increasing share of off-site infrastructure needs. The Council will consider, before the 1992 Zoning Process, a policy for the collection of impact fees to provide this financial support.

## Needed Infrastructure

### Sewer

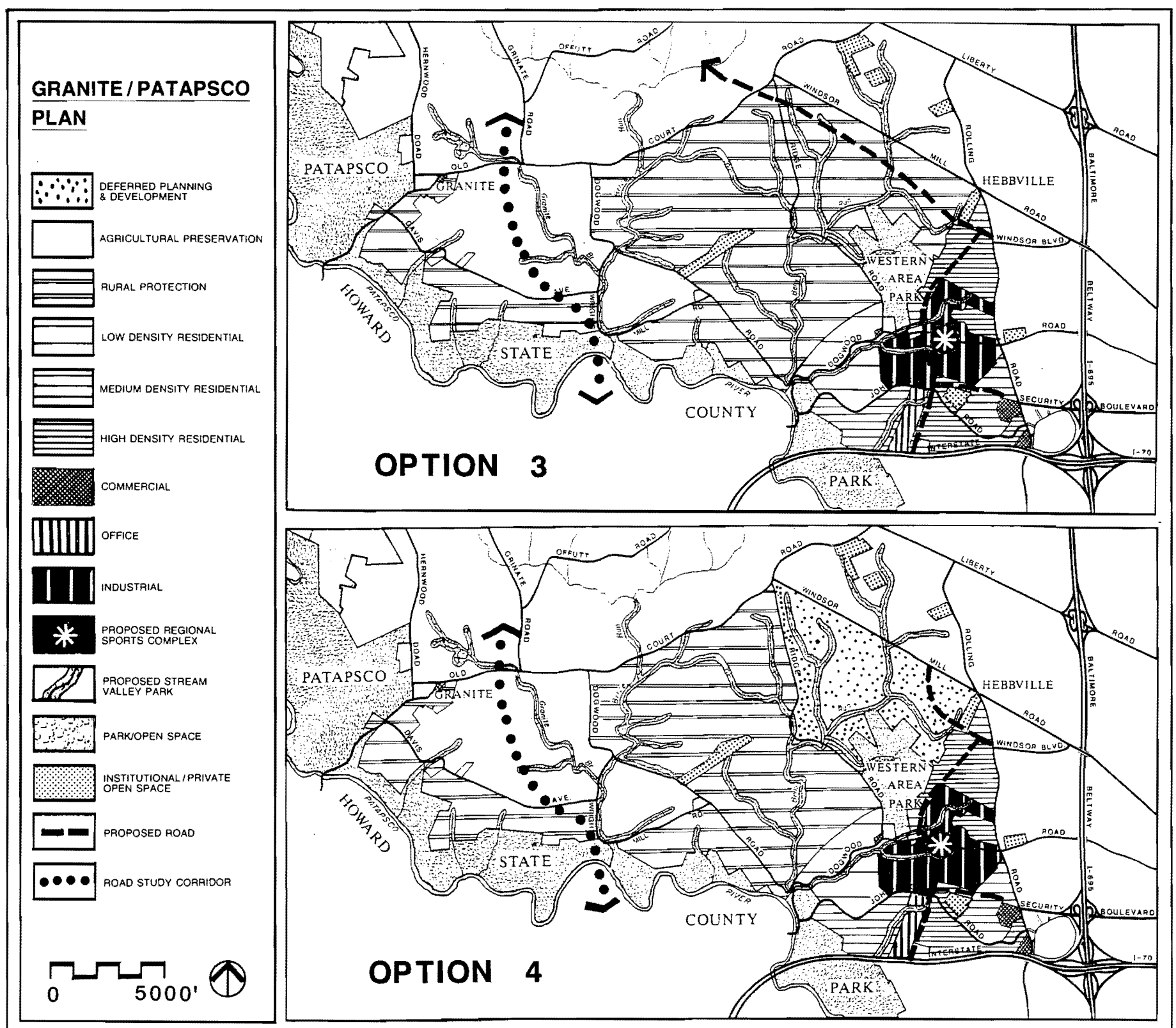
The Urban/Rural Plan for the Patapsco Area will require public sewerage of the Dogwood Run Sewershed. The Dogwood Run Development Area will be sewerage by construction of a pumping station and connection into the Cedar Branch Interceptor.

### Water

The construction of a new water transmission main along Dogwood Run will be necessary. Consideration of additional water service areas will coincide with sewerage evaluation.

### Roads

Patapsco requires construction of new roads. These improvements will include extending Windsor Boulevard West, significantly



upgrading the existing Windsor Mill Road, constructing an Interchange with I-70, the extension of Security Boulevard to this interchange, and construction of a road connecting Security Boulevard to Windsor Boulevard. The road network in this Plan will provide an interim alternate route for the possible future extension of US29. US29 extended from its present Northern terminus to Owings Mills is contained within this Plan to permit protection of its anticipated route. While the Council recognizes the regional importance of extending US29 between Columbia and Owings Mills, it is the intent of this Plan to delay construction, at least during this Plan's duration, so that Granite and the areas west of Patapsco will remain rural.

Dogwood Road and Ridge Road would also need geometric improvements along their entire length.

#### **Schools**

Projected school enrollments indicate adequate capacity in nearby middle and high schools. As development takes place according to this Plan, an additional elementary school will be required to accommodate anticipated enrollments.

#### **Parks, Open Space and Recreation**

It is the intent of the Council to use recreation as a significant element defining the character of the Patapsco Area. This will be accomplished in two ways. First, an extensive stream valley park system is recommended for this area. Such parks will follow the course of each of the streams and connect to the Patapsco Valley State Park which has preserved extensive areas along the river. The connecting parks are a primary method to create a recreation based community. This system also serves as a wildlife corridor and will help protect stream water quality. By utilizing these greenways, future residents will be able to enjoy

the unique natural resources of the Patapsco Area. Park creation will be achieved as development occurs throughout Patapsco, as indicated earlier in this Master Plan.

Second, a regional sports complex is suggested for the site of the former Woodlawn Country Club. Potential activities suggested include lighted ball fields, a community swimming pool, an indoor/outdoor ice rink and a clubhouse.

Diamond Ridge Golf Course is currently targeted within the six-year Capital Improvement Program for a nine hole expansion. Developer impact fees will be slated in part for the acquisition and development of these amenities.

#### **ACTIONS:**

Provision of funds for infrastructure will be coordinated with the Capital Program already slated for the Owings Mills and White Marsh Growth Areas, which shall remain priority areas. The needs of Patapsco will be meshed with the other Growth Areas so as to not cause competition among Growth Areas for the necessary capital funds.

Baltimore County should produce a specific detailed Plan based on Option 4 for the development of the Patapsco Urban/Rural Center by the summer of 1991.

To achieve this, the County must undertake the following:

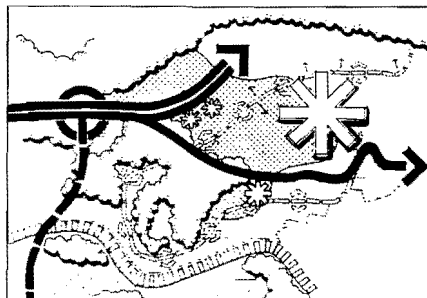
- produce a Capital Program.
- produce a staging plan for the development of Patapsco, with priority given to the Bens Run Valley and the area south of the Diamond Ridge Golf Course.
- delineate an interconnected stream valley park system.
- develop new Zoning Regulations or Overlay Districts as needed.
- develop a policy for the collection of impact fees for the Patapsco Area.





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# *Master Plan*



# *Appendix*

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## LAND USE PLAN

**PURPOSE:** The maps show the proposed geographic pattern of residential, commercial and other future uses of land in the Sectors. A comparison with the current zoning maps will show a very close match in the patterns. However, classifications may differ to reflect proposed changes to the Zoning Regulations to make zoning more responsive to County needs, as recommended in the Regulations and Standards section. The match is intentional, in accordance with the fundamental conclusion that the overall structure of development in the County as envisioned by the 1979 Master Plan was soundly conceived and remains generally appropriate for guiding development into the 1990s.

The Land Use Plan will be updated with information from the 1990 Census and the Legg Mason Economic Forecasts Study at least one year prior to the 1992 Comprehensive Zoning process to help provide all the information the Council will need to guide their 1992 zoning decisions.

**EFFECT:** The maps present overall guidance about the future relationships among generalized categories of land uses. They are subject to interpretation and modification in three ways:

- The text below describes the concepts intended to be achieved through each of the various land use categories. Further detail on broader land use concepts spanning a multitude of categories and areas, such as community conservation and greenways may be found elsewhere in this Master Plan. In particular, the Land Use Map should always be viewed in conjunction with the complementary Development Policy Plan for the Sector.
- Further detailing and refinement of the Master Plan will be achieved through Community Plans and special studies to be conducted by the County in coming years. Each of these, when adopted by the County Council, will supersede the respective portion of these Sector Plans.
- Most importantly, the zoning for the area, as comprehensively reviewed and enacted every four years by the County Council, constitutes the definitive expression of County land use policy. Although the zoning should generally be consistent with the patterns on the Land Use Plan, the details of particular land use circumstances might lead to the enactment of different zoning, thereby superseding the patterns on this Plan.

**CATEGORIES:** Subject to clarifications as described in the Development Policy Plan and elsewhere in the Master Plan, the sources and purposes of the Land Use categories are:

**Agricultural Protection:** Land in agricultural use is not only the chief component of Baltimore County's refreshing rural landscape but is also the basis for a major part of County economic activity. The future economic viability of agriculture depends on the availability of land that is both inherently productive and substantially free from intrusions by incompatible suburban uses. This category on the map consists principally of land zoned RC 2 but also encompasses most of the RC 4 acreages. It is an area in which resource based and resource conserving uses (agriculture, forestry and the like) should have clear preference over all other uses. Proposals for other kinds of uses, including nonfarm residential, should prove there will be no immediate or cumulative adverse effects on the primary resource preservation purposes of the area. Those purposes include protecting groundwater reserves and surface water flows to the reservoirs and Chesapeake Bay, as well as conserving historic rural landscapes and the soil's natural productive capability.

**Resource Conservation:** The Resource Conservation category is applied to large adjoining acreages which warrant long-term protection as irreplaceable resources. In these areas the development of land for any purpose, especially residential,

should be allowed only if the proposal meets strict standards for proving the development would not hinder the long-term use of neighboring areas for resource based purposes.

**Rural Protection:** The understandable desire for individual residences in this County's exceptionally attractive rural landscape is expected to continue strongly into the 1990s. Rather than further jeopardize the primary Resource Conservation and Agricultural Preservation areas, the Plan proposes to accommodate most of the demand in areas already committed to this type of development through RC 5 zoning. As indicated in the Master Plan section on Rural Development, these developments should achieve much better visual and functional compatibility with their rural setting.

**Park/Open Space:** The recreation and open space goals of the Master Plan can be achieved in a variety of ways, but not ordinarily through the zoning maps resulting from a Land Use Plan. This map gives only a partial image of the intended eventual open space pattern because it shows only the existing public parklands. Some additional detail about future recreation land is shown on the Development Policy Plan for each Sector. The overall future pattern is shown on the County-wide Parks and Open Space Plan.

**Institution/Open Space:** The comments in the preceding paragraph apply equally to this category. As mapped, it covers only those larger institutional properties (colleges, hospitals, cemeteries, country clubs, etc.) which currently provide a significant open space value for neighboring residential areas.

**Suburban Residential:** This category consists mostly of land now zoned DR 1 or DR 2. It is the lowest density of development, up to two dwellings per gross acre, within the urbanized portion of the County. It accommodates only residential and related uses such as churches and schools. Detached single-family dwellings on individual lots are the preferred form of residential development. Other forms might be approved if the strict standards for community impact evaluation are met.

**Low Density Urban Residential:** The majority of the residentially zoned land inside the Urban-Rural Demarcation Line (URDL) falls within this category, consisting of DR 3.5 and DR 5.5 acreages, but it is important to note the actual average density in many communities may be substantially below what is permitted by the current zoning. Most of this land is already developed as mature, stable communities. Single-family dwellings on individual lots are the predominant form, but duplex and townhouse developments are common. Until such discrepancies can be addressed through the detailed community plans, the community impact evaluations should be used to prevent excessive or incompatibly designed development on infill properties.

**Medium Density Urban Residential:** Encompassing the land zoned DR 10.5 or DR 16, this category includes the more intensive townhouse developments and low-rise apartments serving the increasingly urban areas of the County. As in the preceding two categories, it allows only residential and directly related uses, and can serve effectively as a buffer between lower intensity residential neighborhoods and commercial or industrial areas, major highways, etc. All forms of residential structures are permitted, but it is most unlikely any reasonable amount of residential site amenity can be retained in a townhouse development averaging more than about ten units to the gross acre. The community impact evaluations should be particularly sensitive to this condition.

**High-Rise Urban Residential:** The highest residential densities in the County are covered by the 440 acres in this category. Permitting apartment or condominium towers of up to eighty units per acre, plus a limited amount of retail and office floor space, these RAE 1 and RAE 2 zones can be accommodated

by the services associated with the designated "town centers" such as Towson, Owings Mills and Pikesville.

**Commercial:** Beginning in 1955, the County's Zoning Regulations provided three different kinds of business zones--"Local", "Roadside", and "Major". The zones have become indistinguishable from each other, limiting their ability to control development and protect neighboring residential areas. Pending a thorough rewrite of these regulations, the Land Use Map shows all of the business zoning in a single category. This Master Plan repeats the philosophy of prior plans by opposing the further proliferation of commercial zoning along the County's major highways with the consequent adverse effects on appearance and the capacity and safety of the roads.

**Office:** Among the newer elements in the County's inventory of land use tools for implementing the Master Plan are the Office Zones (RO, O-1 and O-2) enacted in 1980. An additional zone (OT - Office and Technology) was enacted in 1984 for attracting "high-tech" research and development enterprises. The service businesses accommodated in office centers have become an important component of the County's employment base. This trend is expected to continue. It should be encouraged not just for its employment advantages but also because "business parks" have generally been among the best designed of the recent additions to the County's built environment. With the substantial reform of the RO regulations enacted in 1988, the Office Zones as a group probably have the best standards in terms of landscaping and appearance. Coupled with the usual hours of operation, this category is the most compatible with residential areas.

**Office/Industrial:** Before the enactment of the specific office zones, office development was accommodated in the manufacturing zones. Certain areas zoned for industrial uses have developed with a mixed character containing or predominated by offices. This category identifies such areas, and also those such as the Hunt Valley - Timonium corridor where future development is expected to shift from low intensity manufacturing and warehouse uses into more intensive office and other service uses, and perhaps higher density residential.

**Industrial:** The final category on the Land Use Plan covers the areas in which manufacturing, trucking, and other heavy industrial activity is or planned to be the predominant use. Although the County appears to have a relatively tight supply of available land in certain of the manufacturing zones, significant additions of industrial acreage have not been proposed pending the completion of economic forecasts plus an assessment of the extent to which the County's initiative in obtaining surplus industrial land at Sparrows Point can meet demand. As a general policy, the County should be cautious about industrially zoned land being pre-empted by other uses such as offices and mobile home parks which should be accommodated in other areas.



### DEVELOPMENT POLICY PLAN

**PURPOSE:** The proposed Land Use Plan for each Sector indicates the general pattern of future development in zoning-related categories. The Development Policy Maps provide additional information about future development concepts and features which can be implemented through special regulations, capital improvements programming and other methods.

**EFFECT:** Both the Land Use Plan and the Development Policy Plan are guides for the future growth of each Sector.

The proposed Land Use and the Development Policy concepts are mapped separately to improve readability, and because the land use patterns are relatively precise in relation to existing development, whereas many of the development policies are broad concepts that may not apply exactly to a geographic location. The boundaries of areas such as historic districts and town centers are precise and based upon already enacted formal designations. The mapping of areas is not intended to prevent inclusion of adjacent areas deemed appropriate by the Director of the Office of Planning and Zoning. Other proposals on the Development Policy Maps will serve as a guide for regulatory enactment in the future.

**COMMERCIAL AND EMPLOYMENT AREAS:** Each of the areas in this broad category can make an important contribution not only to the County's employment base but also provide a distinctive sense of place among the many diverse localities throughout the County:

**Urban Center:** This symbol indicates localities where a relatively urban character and intensity of development has been occurring and should continue to be fostered such as Towson and Owings Mills, as well as areas not expected to evolve into as intense an urban form, namely White Marsh and the Hunt Valley - Timonium corridor.

Capitalizing on opportunities in Towson and Owings Mills for both employment and residential growth will require not only a continuing commitment to the timely installation of roads and other infrastructure but also closer attention to the overall urban design as affected by private development decisions. The Hunt Valley - Timonium corridor has been a location for much of the County's major nonresidential development during the last decade and more. Particularly because of scheduled transportation improvements such as the Central Corridor Light Rail Line, this area is expected to evolve towards an even larger role as an employment (and perhaps also residential) center. Its future character should be defined through the same type of detailed planning studies as have been done for Owings Mills, White Marsh and Towson.

**Regional Center:** This symbol is applied at the five locations (other than Urban Centers) which contain major concentrations of retail services significant at a regional scale. Four of these have a major shopping mall as the primary focus (Security Square, Hunt Valley, Golden Ring, and Eastpoint) while the fifth is a concentration of several smaller centers in the vicinity of the Perring Parkway/Joppa Road intersection.

**Rural Village:** This symbol is for small rural crossroad commercial areas. These areas may be appropriate for a diversity of uses such as tack shops, garden centers and convenience stores but are not intended to provide a complete range of services.

**Rural Center:** This symbol designates commercial areas which function or should develop to function as the commercial center for the surrounding resource residential area. Such a center should have a grocery store, restaurant, pharmacy, bank, gas station and other limited convenience retail and service establishments. These areas may also be appropriate

for office and community services such as libraries and senior centers.

**Community Center:** Varying widely in size, history, character and aspirations, the areas indicated by this symbol have one common characteristic. They are, or could become, multipurpose, mixed-use (residential as well as commercial) centers of identity, and governmental and commercial services, for a variety of surrounding neighborhoods. Places such as Catonsville, Pikesville, Essex, and Dundalk already perform this function. County programs should support their ability to do so even more effectively.

**Neighborhood Center:** This symbol designates commercial areas which function or should develop to function as the center for convenience commercial shopping for the adjoining residential neighborhood. Such a center should have at least a full size grocery store and would usually also have a pharmacy and other retail and service establishments.

**Government Center:** This symbol is used only to designate the central role of Towson in the County's governmental functions. As detailed local community planning proceeds, other locations for logical grouping of government functions are likely to be identified.

**Commercial Area/Corridor:** This pattern shows the current extent of commercially developed land outside the designated growth areas. Expansion of these areas beyond their present limits should be strenuously resisted because it would be detrimental not only to their own continued economic viability but also to neighboring residential areas, to the safety and capacity of adjoining highways, and to the County's overall physical appearance. The County should devise equitable means of dealing with the remaining residential properties adversely affected by their proximity to arterial highways and/or such commercial areas.

**Office/Industrial Employment Area, and Industrial Employment Area:** To complete the picture of the County's principal employment centers, these two types of areas are shown in accordance with the corresponding areas on the Land Use Plan Map.

**Mixed-Use Redevelopment Area:** This category is used to indicate areas that should be studied for possible major redevelopment for more intensive, higher quality uses. Two areas are mapped for such study: the York Road approach to Towson (southward from the Beltway), which is not as attractive an entryway as the County's primary urban center merits, and the Hunt Valley - Timonium corridor.

**PARK & OPEN SPACE:** This group of symbols shows the existing public and private areas, and the major proposed additions to this network:

**Existing Public Park:** All existing publicly owned park, recreation and open space areas are indicated by this symbol.

**Existing Institutional/Private Open Space:** As on the Land Use Plan, this symbol indicates colleges, hospitals, cemeteries, country clubs, and similar large institutional properties which presently have a significant open space role in relation to the adjoining residential areas.

**Potential Park/Open Space:** This symbol is used in two ways. First, it shows the approximate location of sites the Department of Recreation and Parks still intends to acquire or develop. Second, it has been placed on most of the "Institutional/Private Open Space" properties not necessarily to suggest eventual public ownership, but to indicate if more intensive use of such properties is proposed a special review process should occur to retain as much of the open space character as possible.

**Proposed Stream Valley Park/Greenway:** The greenway system will emerge through the ongoing application of the County's environmental protection standards, especially as they

pertain to stream valleys. The greenways might either remain in private ownership, or be acquired by the County through the development approval process. Within this network, however, the Master Plan proposes the eventual development of a stream valley park system for at least limited public access. The model for this concept is the implementation of the Northern Central Bike-Hike Trail, which has been highly successful. The Development Policy Maps show the most important of these potential segments. Additional proposals may emerge from the detailed community plans to be prepared later.

**EXISTING TRANSPORTATION ROUTES:** To provide a context for understanding how the proposed transportation improvements will assist in improving mobility in and through the County, four categories of major existing routes are shown on the map.

**Interstate Highway:** The five expressways are shown by a double line symbol, which changes from a solid line to a dashed line along those segments where improvements are programmed.

**Major Road:** This category is an indication of a road's relative importance within (and between) the Sectors. It generally includes all arterial highways but also may include selected collector roads that are significant for continuity of traffic patterns within a Sector. Inclusion in this category should not automatically be taken as an indication that improvements to the road are or even should be programmed.

**Metro Rail & Station:** The existing "heavy rail" Metro Line to Owings Mills, and the three stations within Baltimore County are shown by these symbols.

**Commuter Rail & Station:** Two commuter railroad routes, operated for the State (MARC) on the Amtrak and CSX (B&O) lines between downtown Baltimore and Washington, pass through southwestern Baltimore County. The symbols show these lines and their stations, including the new station programmed on the CSX line at "Relay".

**PROGRAMMED TRANSPORTATION IMPROVEMENTS:** All of the items in this group are included either within the State's Consolidated Transportation Program or within the FY 1990 Capital Budget, 1991-1995 Capital Program as recommended by the County Planning Board; the indicated County projects will be corrected, as necessary, based on the County Council's final decisions. It is important to understand that inclusion within a capital program does not necessarily mean a project would be completed, or even that construction would begin during that period. Many of the projects are programmed only for the completion of planning or construction drawings, pending the availability of additional funding to acquire rights-of-way or begin construction.

**Road:** The needs for improvements to these road segments are generally self-evident, having been identified in many successive years of capital programs.

**Interchange:** Currently, interchanges at I-83/Warren Road and MD 43/MD 7 are programmed for construction. Also, planning studies are programmed for a future interchange at I-83/Thornton Mill Road and an upgrading of the interchange at I-83/Padonia Road.

**Light Rail:** The Central Light Rail line from Hunt Valley to Glen Burnie and BWI Airport.

**Commuter Rail:** The Amtrak line from Perryville through Chase and Middle River to downtown Baltimore.

**NONPROGRAMMED TRANSPORTATION IMPROVEMENTS:** Serious shortages of revenues continue to prevent both the County and the State from scheduling action on a large number of needed transportation projects. The items in this group have all been identified from one or more sources either as desirable improvements or

worthy of serious study, but none have yet been scheduled for implementation. They are shown on the Sector maps so the County can prevent future options from being foreclosed by development conflicting with these concepts.

**Road:** Unfinished links in the road system and needed upgrading of existing roads have been identified principally through analyses by County staff and from the policies adopted in the Owings Mills and Perry Hall - White Marsh Master Plans.

**Interchange:** Ongoing analysis of expected future land use and traffic patterns suggests detailed study should be made promptly on the appropriateness of reserving land for new interchanges in at least four locations (in addition to the four already programmed).

**Light Rail Service:** The Central Light Rail Line can become even more effective as an alternative to the private automobile if it becomes part of a regional network of such lines. The State is already studying the possibility of direct extensions from this line to the core of Towson, and northward to the Loveton industrial area. Studies are also proposed for restoring light rail service to Dundalk and for extending light rail to serve Woodlawn and/or Catonsville.

**Commuter Rail Service:** Studies also are underway by the State on the feasibility of restoring commuter rail service on the CSX (Western Maryland) line from Westminster to a connection with the Metro line at Milford Mill Station.

**SPECIAL AREAS & DISTRICTS:** All of the elements in this group have been formally designated or approved and thereby present opportunities or constraints for future development.

**Growth Area Boundary:** These are the formal boundaries of the Owings Mills and Perry Hall - White Marsh areas, as contained in the Local Master Plans adopted in 1984 and 1985, respectively. They are important for statistical purposes but do not have any regulatory effect.

**Town Center Boundary:** Line designed to distinguish the boundary of a primary center of commercial and higher density residential development for an area having a population of approximately 100,000 or more persons, and meeting criteria or guidelines adopted and published by the Planning Board.

**Revitalization Districts and Areas:** Baltimore County currently has eleven commercial revitalization areas: Oella, Dundalk, Essex, Overlea/Fullerton, Towson, Pikesville, East Catonsville, the Liberty Road Corridor, Parkville, Woodlawn, and Arbutus. Six of the areas were created through the adoption of specialized plans or studies by the Planning Board and County Council, and possess structures for long-term efforts. Active revitalization efforts are underway in these areas. The other five areas (Oella, East Catonsville, Woodlawn, Parkville and Arbutus) were created primarily to facilitate needed infrastructure improvements and to initiate longer term assistance for these traditional commercial centers.

**Baltimore County Historic District:** Although it cannot absolutely prevent the destruction of historic resources if a complete "taking" of property rights would result, the enactment of a District by the County Council does provide considerable authority, through the Landmarks Preservation Commission, for protecting the exterior of historic structures, and their sites, against incompatible modifications and also against "demolition by neglect." The County Landmarks List of individual structures offers the same protection to the building but does not include the site.

**National Register Historic District:** A property which is either within a District or individually listed (or even determined to be eligible for listing) on the National Register of Historic Places is protected through a stringent review process against federally funded projects (such as

highways and utility lines) which would jeopardize its historical integrity, including its site.

**Agricultural Preservation District:** By voluntary agreement with the State and County, the owner of eligible productive farm or forest land can establish binding restrictions for an open-ended term to prevent, absolutely, the subdivision or development of his land for nonfarm purposes. A District Agreement is the prerequisite to an Easement on the property. It is a clear expression of joint public-private intent for the property to remain agricultural indefinitely.

**Agricultural Preservation Easement:** The final step for permanent protection of agricultural land is the transfer of its nonagricultural development rights to a State or private organization. The State, through the Maryland Agricultural Land Preservation Foundation, and with direct financial participation by Baltimore County, has already purchased the easements on 6300 acres of prime agricultural land in Baltimore County (with another 1700 acres pending).

**Other Preservation Easement:** Besides the joint State-County agricultural easement purchase program, protective covenants or easements could be held by other entities for other resource protection purposes. Currently in Baltimore County only the Maryland Environmental Trust controls such acreage but organizations such as the Maryland Historical Trust, The Nature Conservancy, The Trust for Public Lands, etc., could become involved in implementing the Master Plan's conservation policies.

**Chesapeake Bay Critical Area:** Adopted by the County Council in 1988 in compliance with an exceptionally strong and complex mandate legislated by the State, the Critical Area Program substantially downzoned about 12,500 acres of land and imposed stringent performance standards on new development in this and an approximately equal acreage of already developed land adjoining the County's 173 miles of shoreline along the Bay and its tributaries.

**Study Area:** This symbol represents the 8600-acre study area known as Granite/Patapsco.

**VISUAL CHARACTER:** This final group of policy elements involves concepts that are relatively more subjective and judgmental than most of the preceding topics. A distinguishing feature of this Master Plan, however, is its recognition of the distinctive visual elements which make Baltimore County so desirable to residents and attractive to visitors, and the Plan's strong concern that these quality-of-life components should not only be identified but should also be integrated into the County's ongoing development in a positive way that enhances and protects them as a legacy for posterity. The detailed mechanisms by which this ambitious goal might be achieved are still being formulated. This section of the Policy Plan serves principally as an initial inventory of the landscape features that might be involved in such programs.

**Gateway:** The underlying concept of this term refers not to a particular man-made structure (such as at the southern

entrance to Druid Hill Park, on Madison Street) but, instead, to the area where one type of physical surroundings change clearly and fairly abruptly to a very different type. The clearest examples are the entry to the Cromwell Valley outbound from Towson past the Beltway, crossing the ridge southbound on I-83 towards Shawan Road, and crossing the Back River bridge into Essex. The specific design treatment of these visually sensitive localities will vary greatly but the basic objective would be to emphasize the distinctive character on each side of the gateway so the sense of transition becomes stronger. Special review of the design aspects of proposed development would be advisable.

**Landmark:** As mapped, this symbol identifies some of the significant properties which have been placed either on the Baltimore County Landmarks List or on the National Register of Historic Places, plus certain other structures. The concept is much broader, and could include prominent natural features (such as waterfalls). A landmark, in this sense, is any structure or feature which the residents of an area regard as important to its identity and sense of place, and which might be used as a reference point for giving directions. A landmark structure usually has at least local historical significance, and should receive the protection of being entered on the County's Landmarks List.

**Scenic Corridor:** Repeatedly in studies and surveys, "driving for pleasure" has ranked among the most popular of recreational activities in America. The scenic corridor symbol on the Policy Plan indicates a series of roads which, for the most part, are bordered by views and rural landscapes that are particularly scenic. An early action measure in conjunction with the County's tourism initiatives could be a series of brochures for self-guided driving tours on some of these routes. The ultimate goal would be special standards for design review as part of the approval of new development visible in these corridors, and, where technically justified, establishment of Historic Districts.

**Significant View:** The small arrow symbols adjoining the scenic corridor routes indicate the location and general direction of particularly attractive views or vistas. In at least some of these places, exceptional protective measures such as the acquisition of view easements should be considered.

**Rural Edge:** This conceptual line, which generally matches the location of the Urban-Rural Demarcation Line, might be thought of as a linear and usually less dramatic form of "gateway". It is the place at which the more urban-suburban part of the County meets the rural landscape. In a very few places, as along I-83 at Hunt Valley, it is a dramatic contrast of opposites. For most of its length, however, it is a very soft, almost undistinguishable transition between uses of very similar character. Typically it merges from the lowest suburban densities to the almost equivalent Resource Residential. For much of the eastern half, the edge is further diffused by transition through the public, forested land in the Loch Raven Reservoir and Gunpowder State Park.

**ENVIRONMENTAL POLICY PLAN**

The Environmental Policy Plan reflects the key recommendations to protect and manage the County's natural resources. The following is a brief explanation of the elements displayed on the map.

**Stream System Forest Buffer**

On this map, the stream system is composed of perennial and intermittent streams, floodplains and wetlands. A maximum 300 foot forest buffer is shown surrounding the stream system in a crosshatched pattern. Research has shown that the land which is within 300 feet of a stream system is responsible for the majority of the impacts on that system. At specific locations, the width of the forest buffer could be less than 300 feet, but at least a minimum width of 75 feet measured from the stream channel. The width of the stream system protection area depends on the stream classification, the extent of floodplains and wetlands, and the severity of slope and erodibility of soils.

Streams and wetland soils were located on overlays of the United States Department of Agriculture (USDA) Soil Conservation Service Soil Maps at a scale of 1" = 1667'. These maps were then photographically reduced to the scale of 1" = 2000'.

**Plant, Fish and Wildlife Protection****Known Rare Species**

Known rare species are defined as

- Federal or State of Maryland endangered or threatened plants or wildlife or;
- State of Maryland wildlife species in need of conservation or;
- State of Maryland plant or wildlife species of State concern.

The approximate locations are based on data from the Maryland Department of Natural Resources, Maryland Natural Heritage Program. Most of these occurrences were surveyed and verified in the 1098-1988 field season.

**Habitat Protection Areas**

These areas are those designated by the Baltimore County Office of Planning and Zoning (1987) and the Department of Environmental Protection and Resource Management (1988) as per the Chesapeake Bay Critical Area Law (COMAR 14.15.09.04 - Plant and Wildlife Habitat). These areas may include

- Colonial water bird nesting sites;
- Historic waterfowl staging and concentration areas;

- Existing riparian forests;
- Forests used as breeding areas by forest interior dwelling birds and other wildlife species;
- Other areas that may in the future be identified by State and Federal agencies as important plant or wildlife habitat areas;
- Other plant and wildlife habitats determined to be of local significance; and
- Designated Natural Heritage Areas.

**High Priority Rare Species Habitats**

The Maryland Natural Heritage Program determined that six sites within Baltimore County were high priority rare species habitats. The Department of Environmental Protection and Resource Management and the Maryland Natural Heritage Program field surveyed these sites and determined appropriate protection measures.

**Anadromous Fish Spawning Grounds**

These areas were mapped from the report entitled 'Potomac River and Upper Chesapeake Bay Drainage Areas -- Survey of Anadromous Fish Spawning Areas (July 1970 - January 1975)' by Jay O'Dell *et al* and published in August, 1975 by the Maryland Department of Natural Resources, Fisheries Administration.

**Submerged Aquatic Vegetation**

The location of submerged aquatic vegetation was based upon the Environmental Protection Agency's Chesapeake Bay Submerged Aquatic Vegetation Maps for Baltimore County, MD, 1985.

**High Ground Water Pollution Potential**

Although all aquifers in Baltimore County are susceptible to contamination, the areas identified on the map represent Baltimore County's most fragile aquifer systems and those most vulnerable to contamination. In general, they include the Cockeysville Marble, the Patuxent and the Patapsco formations.

This map is a modification of the DRASTIC map prepared for Baltimore County by Dr. Emery T. Cleaves, Deputy Director of the Maryland Geological Survey. The original Drastic Index ranks the County's aquifers in order of pollution potential and the acronym, DRASTIC, refers to the factors used in developing the ranking system; D = depth to groundwater, R = recharge, A = aquifer media, S = soil media, T = topography, I = impact of the vadose zone and C = hydraulic conductivity.



### **PRIORITY PLANNING STUDIES, 1989-1991**

**PURPOSE:** This Master Plan is organized by three different scales: County-wide, Sector and Community. The degree of specificity in the maps and recommendations at each level is appropriate for that scale. Since the Master Plan is meant to be a viable document, it will be continually updated by more detailed subject and community plans, as they are completed. The map delineates the areas to be studied between now and the summer of 1991.

**PLANNING STUDIES UNDERWAY:** The studies in this list can be grouped in three categories. The first four are well underway, the next two will begin as soon as the contracts are approved for consultant assistance, and the final two involve economic development projects that are especially significant for Baltimore County.

In Essex and Pikesville, professional consultants and County planning and economic development staff are assisting the two local development corporations to revise their earlier, out-of-date revitalization plans. The work includes detailed market studies and general design guidance to provide a sound basis for further public and private investments in street-scaping, building facade renovations, marketing studies and the like. These studies have been underway since January and March 1989, respectively. The other plans are for Towson and Hereford, both of which should be approved by the County Council in 1990.

Similar types of design, land use and market studies will be performed by a planning consultant in regard to the commercial core of Catonsville along Frederick Road. This project is part of a comprehensive community planning study for the entire Catonsville area, which will simultaneously be prepared by County staff.

Comprehensive local planning studies with consultant assistance are to be performed in relation to two major economic development projects. The Sparrows Point Business Park, a County initiated project in cooperation with Bethlehem Steel Company, involves the County's acquisition of 429 acres of surplus land from the company for redevelopment as a major industrial park. Environmental and other analyses have already been performed, and the County is awaiting completion of a consultant's study on best-use options for marketing and developing the sites. The private Worldbridge Centre project will involve developing an international trade center, theme park and related facilities on a 1000-acre site near Middle River. The design and engineering studies commissioned by the project's sponsors are underway in consultation with County and State agencies.

**PRIORITY PLANNING AREAS:** The topics listed under this heading fall into five general groups: revamped monitoring programs for the two Growth Areas, comprehensive analyses of the strategic

transportation options throughout the County, comprehensive local planning studies for community areas and special studies. The goal on each of these topics, including the appropriate monitoring programs, is to complete most of the studies in time for action by County Council as amendments to this Master Plan by the beginning of the next quadrennial Comprehensive Zoning Map Process in the summer of 1991. Additional studies will be scheduled to begin after the zoning map process concludes at the end of 1992.

The basic policy commitments to designate Owings Mills and Perry Hall - White Marsh as major Growth Areas for accommodating much of the County's population and employment growth into the Twenty-first Century were made more than a decade ago. A more concerted effort is needed to update the Plans to account for changing conditions, and to assure the timing and substance of the County's actions and the private sector's decisions are fully coordinated for achieving the integrated, high quality results originally envisioned for these Areas.

Current travel trends pose a significant challenge involving complex County and Regional factors, and the solutions will involve choices among possibly conflicting public policy goals. The County will initiate comprehensive analyses of the various options for accommodating its future transportation needs. These major transportation analyses consist of the Howard County Access Study (I-70 towards I-795), the Valley's Access Study (Owings Mills/Carroll County to Hunt Valley & beyond), the Harford County Access Study (Bel Air Aberdeen to Towson), the Hanover Pike Study (Carroll County/PA to Hunt Valley & Baltimore City), and the Northwest Beltway Commuter Study. These project planning investigations will provide periodic opportunities for participation by all interested groups and individuals, and with full consideration of multi-modal alternatives for reducing overall highway travel demands.

Comprehensive, multi-agency, community oriented plans focusing on land use, traffic, governmental services and other community conservation issues will be for the following communities: North Point - Wells McComas, the North Point Peninsula, Aero Acres - Victory Villa, Overlea, Kingsville - Fork, Jacksonville, Woodmoor - Lochearn Woodlawn, Randallstown, Lansdowne - Baltimore Highlands, the North-Central Rural Area, Belair Road, Philadelphia Road, Hanover Pike, and Reisterstown Road Corridor Extended. Full participation by citizens and community organizations will be crucial to the preparation of these plans and to assure the resulting action programs will actually produce tangible improvements.

Two special study projects conclude the list. Private redevelopment of land in the Hunt Valley - Timonium corridor has already begun in response to the advantages of the area's location, and scheduled transportation improvements. The need for a comprehensive analysis of this area's emerging role as an actual Growth Area is discussed as a separate topic in the Central Sector portion of the Master Plan. The Eastern Sector includes a discussion of the Worldbridge project and the kinds of issues that will need to be analyzed to avoid adverse effects on the County, especially in the nearby communities.

## TRANSPORTATION PLAN

TRANSPORTATION ACCESS AND CORRIDOR IMPROVEMENT STUDIES

The County, in conjunction with the Maryland Department of Transportation (MDOT) and the Baltimore Regional Council of Governments, will consider undertaking eight transportation access/corridor studies over the next decade. The pace of these studies depends upon their funding and priority in MDOT's Statewide program.

The Transportation Access Studies will be conducted to analyze various options for accommodating existing and future travel demands. These planning studies are needed because of problems caused by existing traffic using inadequate facilities for work, school and leisure travel. The analysis will include the various multi-modal transportation strategies of reconstructing existing facilities, constructing new facilities, intersection improvements, signalization, linking contiguous communities in Growth Areas, and other low capital investment strategies. Also, these studies will provide a full opportunity for community and individual concerns and alternatives to be addressed.

**Rolling Road Area Study:** The County will participate in the analysis and implementation of improvements to address local and through traffic in this corridor. The range of alternatives will emphasize Transportation System Management improvements to the existing roadway system. These TSM enhancements will be developed as a coordinated effort among the State, County and citizens of Catonsville. The construction of new roads, in an area defined by Wilkens Avenue, South Rolling Road, Frederick Road and the Patapsco River will not be considered as a solution to the traffic conditions on Rolling Road. Further, the widening of the existing North and South Rolling Roads in Catonsville from I-70 to Valley Road will not be considered. Designated as #1 on the Transportation Concept Map.

**Howard County Access Study:** This study will address movement between Howard County/Columbia and Owings Mills. Designated as #2 on the Transportation Concept Map.

**Valleys Access Study:** This study will address cross-county movement between Carroll County/Owings Mills and Hunt Valley/Bel Air. Designated as #3 on the Transportation Concept Map.

**Harford County Access Study:** This study will address inter-county movement between Towson/White Marsh in Baltimore County and Bel Air/Aberdeen in Harford County. Designated as #4 on the Transportation Concept Map.

**I-83/I-695 Interchanges Study:** This study will focus on the analysis of the operating conditions of the Jones Falls Expressway and the Baltimore Harrisburg Expressway Interchanges. This study will commence after the Beltway improvements are completed. Designated as #5 on the Transportation Concept Map.

**Hanover Pike Area Study:** This study will focus on developing alternative transportation improvements that are needed to reduce the significant number of fatal accidents that have occurred in this corridor over the last five years. A full complement of multi-modal alternatives will be considered, including the possible construction of a relocated MD 30 and institution of commuter rail service. Designated as #6 on the Transportation Concept Map.

**Greenspring Avenue Access Study:** This study will evaluate alternative transportation improvements for the area bounded by the Baltimore City line on the south; Falls Road on the east; I-695, Greenspring Avenue, and Old Court Road on the north and, Seven Mile Lane on the west. Designated as #7 on the Transportation Concept Map.

**Northwestern Beltway Commuter Study:** A traffic analysis will be undertaken on the northwestern section of I-695, including all arterials that intersect the Beltway. Commuter traffic on I-83, I-795, MD140, MD26, I-70 and US40 is ultimately adding to the severe stress currently occurring on I-695. Multi-modal alternatives to using the Beltway in accessing employment centers will be the primary focus of this study. The alternatives to be investigated will not be limited to radial roads or single jurisdictions and community direction will be sought in developing the scope of future transportation improvements. Designated as #8 on the Transportation Concept Map.

**TRANSIT CORRIDOR STUDIES:** The County in conjunction with the Maryland Department of Transportation and the Baltimore Regional Council of Governments, will conduct transit corridor studies in the Western and Eastern Sectors. These studies will have their initial analysis accomplished by the ongoing MDOT Commuter Assistance Study. Further in-depth analysis will take place when statewide and regional priorities are established. Designated as A & B on the Transportation Concept Map.

PROGRAMMED AND NON-PROGRAMMED TRANSPORTATION IMPROVEMENTS

**PROGRAMMED TRANSPORTATION IMPROVEMENTS:** All of the items in this group are included either within the State's 1990-1995 Consolidated Transportation Program or within the FY 1990 Capital Budget, 1991-1995 Capital Program as recommended by the County Planning Board; the indicated County projects will be corrected, as necessary, based on the County Council's final decisions. It is important to understand that inclusion within a capital program does not necessarily mean a project will be constructed, or even that construction would begin during that period. Many of the projects are programmed for the completion of planning and/or preliminary engineering, pending the availability of additional funding to acquire rights-of-way or begin construction.

**Roads:** The needs for improvements to these road segments are generally self-evident, having been identified in many successive capital programs.

**Interchanges:** Currently, interchanges at I-83/Warren Road and MD43/MD7 are programmed for construction. Also, planning studies are programmed for a future interchange at I-83/Thornton Mill Road and an upgrading of the interchange at I-83/Padonia Road.

**Light Rail:** The Central Light Rail Line from Hunt Valley to Glen Burnie and BWI Airport.

**Commuter Rail:** The Amtrak line from Perryville through Chase and Middle River to downtown Baltimore.

**NON-PROGRAMMED TRANSPORTATION IMPROVEMENTS:** Serious shortages of revenues continue to prevent both the County and the State from scheduling action on a large number of needed transportation projects. The items in this group have all been identified from one or more sources either as desirable improvements or worthy of serious study, but none have yet been scheduled for implementation. They are shown on the Sector maps so the County can prevent future options from being foreclosed by development.

**Road:** Unfinished links in the road system and needed upgrading of existing roads have been identified principally through analyses by County staff and from the policies adopted in the Owings Mills and Perry Hall - White Marsh Master Plans.

**Interchanges:** Ongoing analysis of expected future land use and traffic patterns suggests detailed study should be made promptly on the appropriateness of reserving land for new interchanges in at least four locations (in addition to the four already programmed).

**Light Rail Service:** The Central Light Rail Line can become even more effective as an alternative to the private automo-

bile if it becomes part of a regional network of such lines. The State is already studying the possibility of direct extensions from this line to the core of Towson, and northward to the Loveton industrial area. Studies are also proposed for light rail service to Dundalk and for expanding light rail to serve Woodlawn and/or Catonsville.

**Commuter Rail Service:** Studies also are underway by the State on the feasibility of restoring commuter rail service on the CSX (Western Maryland) line from Westminster to a connection with the Metro at the Milford Mill Metro Station.

**CAPITAL IMPROVEMENT PROGRAM**

As priorities and funding capabilities change, the Capital Budget and five-year program also changes. As a result, the Fiscal Year 1990 Capital Budget will not be included in the 1989-2000 Master Plan. However, copies of the current Capital Improvement Program are available through either the Office of the Budget or the Office of Planning and Zoning.

A capital budget update by Sectors will be part of the annual report on the Master Plan.





## Acknowledgements

The Citizens of Baltimore County

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County Executive Dennis F. Rasmussen

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### Baltimore County Council

C.A. Dutch Ruppersberger III, Chairman (1990)

Councilman Third District

William R. Evans, Chairman (1989)

Councilman Sixth District

Ronald B. Hickernell

Councilman First District

Melvin G. Mintz

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Councilwoman Fourth District

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Department of Environmental Protection  
and Resource Management

Department of Community Development

Department of Recreation and Parks

Department of Public Works

Economic Development Commission, and

Office of Communications

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