PlanMaryland

# PlanMaryland
# Revised Draft Plan

**September 2011**

**Maryland
Department
of Planning**

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# Chapter 1: Introduction

Nearly four decades ago, the General Assembly passed a law calling for the creation of a State Development Plan for Maryland. The Land Use Act of 1974 directed the Department of Planning to "prepare the Plan to promote the general welfare and prosperity of the people of the State through coordinated development of the State." It prescribed a broad framework for what the plan should include -- "studies of governmental, economic, physical and social conditions and trends" – and how the Department should undertake the process.

Maryland is not large (42nd in land area in the U.S.), but it is populous (19th most) and densely populated (5th most). It is also very diverse demographically and ecologically, from the Atlantic shore to the 3,360-foot summit of Backbone Mountain. Shipbuilders and bio-medical researchers, watermen and rocket engineers have been drawn to its bountiful resources; writers, filmmakers and other artists have been inspired by the personality of its people and its enduring beauty. The economic, social and cultural vitality of Maryland is intertwined with her natural assets.

Concern for the impact of development on the state's quality of life and environment long predated the 1970s law. Much earlier, the Maryland Planning Commission, one of the first such bodies in the nation, expressed concern about "miserable 'string-town' trends that are the result of lack of control. Up to 1900, we find a solid, slow growth within city limits, then a veritable explosion of population as the automobile brought decentralization and the urge to move to the country. Only the 'country' in this case has been a sad disillusionment for many."[1]

That was written in 1938 by the group as chaired by Abel Wolman, a brilliant engineer and inventor known as the father of modern sanitary engineering. In the decades that followed, Maryland has had many nationally recognized smart growth successes at the State and local levels, from gains in bay restoration to agricultural preservation to neighborhood revitalization. But despite the foresight demonstrated by Wolman and many others since, symptoms of the problem of sprawling land use have continued. Since the 1974 Land Use Act was passed, more forest and farmland have been developed in Maryland than during the prior 350 years. Moreover, the pace of land consumption has ballooned at twice the rate of housing growth since then. It has also grown at three times the rate of population increase. The need for a state plan, and for a course change, is overdue. More than 1.6 million acres, or 27 percent of the total land in Maryland, has already been developed. That is more than double the 654,000-acre total in 1973, which comprised nearly 11 percent of total land at the time.[2] The number of developed acres per person (for homes, work space, restaurants, retailers, schools, hospitals, houses of worship, etc.) has increased

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[1] "Five Years of State Planning," Maryland State Planning Commission, December 1938
[2] 2011 Land Use/Land Cover Analysis, Maryland Department of Planning

84-percent since 1973, from 0.16 acres of developed land per person to .29 acres in 2010. Put another way, picture a football field. In 1973, every man, woman and child in Maryland each had the developed equivalent of about 15 yards on that field. Today, each Marylander's living "space" runs to about the 27-yard-line. The State is going to grow by 1 million people by 2035, but we can't make the field any bigger.

People have asked, "Why does this matter now? What's the rush?" But we've waited too long already. We need greater support and incentives to encourage smart growth and to discourage sprawl. Each acre consumed for development never returns to its previous state. The tide of development keeps churning outward, weakening communities at the core and natural resources at the edge. That it has taken 37 years to get from the law that called for a plan to the actual creation of a plan is a good measure of all the pressures allied not to do this, to put this off "for another day." There are no quick fixes, but the consequences do not become evident quickly either. The challenge remains hard to grasp, and the will to address it hard to come by. Consequences play out on much longer spans than four-year election cycles.

At Governor Martin O'Malley's direction, the Department of Planning set out three years ago to create a State Development Plan by addressing one of the first "instructions" of the 1974 law -- to seek comments from and consult with the "local governments of the areas that are affected by the Plan and regional planning commissions … educational institutions … research organizations … civic groups … and interested persons." Three rounds of "listening sessions" over three years attracted 1,500 people to 30 locations around the state. An additional 1,500 people discussed the concept and the draft plan at dozens of smaller meetings. Thousands more followed the plan online at Plan.Maryland.gov and via the 21st Century tools of social media. (The legislature of 1974 might not have envisioned Twitter and Facebook but knew a need for a plan when it saw it.) Thirty-seven years later, what follows is a blueprint for a collaborative

## What PlanMaryland Is

It's a plan to:

• Improve the way in which state agencies and local governments work together to accomplish common goals and objectives for growth, development and preservation.

• Help accommodate a projected 1 million additional residents, 500,000 new households and 600,000 new jobs by the year 2035 without sacrificing our agricultural and natural resources.

• Stimulate economic development and revitalization in towns, cities and other existing communities that have facilities to support growth.

• Save 300,000+ acres of farmland and forest over the next 25 years.

• Save Maryland an estimated $1.5 billion a year in infrastructure costs during the next 20 years through a smart-growth approach to land use.

• Address the rapid pace of land consumption, which since 1970 has escalated at double the rate of housing growth and triple the rate of population increase.

process between the State and local governments, the development and environmental communities, the Sustainable Growth Commission and other stakeholders to address critical issues of environmental and fiscal sustainability. While Maryland has smart growth efforts across many agencies, it has never had a game plan for linking these programs in a strategic way. PlanMaryland will improve the State's coordination on smart growth with citizens, the environmental and development communities and local governments. It does not substitute for local government plans or local zoning.

We intend no inference that the plan is a message from the state that it "knows all" and needs to "correct" local governments. To the contrary, the document is actually a striking acknowledgment from government -- from any level of government -- that its various agencies have sometimes worked at cross purposes and haven't been as effective as they could in trying to fulfill the shared goal of smarter growth. PlanMaryland, we believe, is what the public says it wants and deserves in government; that is, leadership willing to take a critical self-assessment and examine ways to work better, more effectively and more efficiently. There's a growing recognition of the need to take agencies out of their "silos" to focus on a common goal of making existing communities stronger, healthier, cleaner and safer. Goals for planning, development, conservation and sustainable quality of life are interdependent. Independent initiatives by the State or local governments won't achieve the goals. Rural resource lands, for example, haven't been sufficiently protected through the State's preservation programs without local zoning and related tools limiting adjacent development. Greenhouse gas emissions can't be effectively controlled by agencies charged with protecting the environment if a majority of the workforce can reach their jobs only by driving automobiles from homes so widely dispersed that they cannot be served by public transportation.

## What PlanMaryland Is Not

It's not a:

• Substitute for local comprehensive plans nor will it take away local planning and zoning authority.

• Top-down approach to force compliance with a statewide land-use plan.

• Silver bullet that will solve all of our problems, but it is a strategic plan to address issues such as community disinvestment, sprawl development and inefficient use of existing resources.

• "One size fits all" approach. PlanMaryland recognizes that different areas of the state have different characteristics, problems, issues and opportunities.

• Mandate to spend more. On the contrary, if PlanMaryland helps local governments implement their existing comprehensive plans, it will save money by avoiding expenditures for unnecessary infrastructure and other costs.

• Conclusion. It's the beginning of a collaborative process between the State and local governments to address critical issues of environmental and fiscal sustainability.

PlanMaryland embodies these core principles: that government should consider the long-term consequences of its decisions; that the public approach to fiscal, environmental and energy policy should be sustainable; that today's leaders should not "kick the can" of difficult problems down the road to the next generation; that State agencies and local governments should work together to accomplish common goals and objectives for growth, development and preservation. PlanMaryland seeks to make more efficient use of investment the public has already made in existing communities. A smart growth approach could save $1.5 billion a year in spending on roads, schools and other infrastructure.[3] The Priority Funding Areas established in 1997 sought to curtail sprawl, but two-thirds of acres developed for residences have occurred outside the PFAs since that time. The inexorable march of residential sprawl is an insatiable cycle: subdivisions spread farther out, requiring new services, creating lengthier commutes, driving up the cost of government and the cost of land, and pushing another ring of subdivisions farther out. Toward the center of those outward ripples you'll likely find community disinvestment and inefficient use of existing resources.

PlanMaryland aims to improve a process of stimulating economic development and revitalization in towns, cities and other existing communities that have facilities to support growth. One goal is to make it more conducive for people to be nearer jobs. Another is to save 300,000 acres of farmland and forest projected to be lost over the next 25 years. Yet another is to promote more walkable communities where families can be less reliant on their cars to work, shop and play. Growth patterns that have rested on decades of much cheaper gasoline will have to change to reflect new realities. (While "quality of life" is very subjective, we don't believe that sitting in traffic for hours ranks as a positive for most workers, and the average miles traveled per Marylander was up 14 percent from 1996 to 2008 alone.) We must significantly improve our ability to minimize damaging impacts to land and water resources and maximize social, economic, and environmental benefits for Maryland's citizens, while accommodating population growth and economic development. PlanMaryland has three main objectives to do that:

- Concentrate development and redevelopment in towns, cities and rural centers where there is existing and planned infrastructure.

- Preserve and protect environmentally sensitive and rural lands and resources from the impacts of development.

- Ensure that a desirable quality of life in Maryland's communities is sustainable.

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[3] Fiscal Impact Analysis, "Analyzing the Effects of Smart Growth on Projected Road Development in 2030," Ken (Kiman) Choi, Maryland Department of Planning, August 2010

PlanMaryland is a framework to accomplish these goals in two steps: First, working with local governments to identify the areas for growth and preservation. And second, coordinating and aligning state programs to support mutual local and state goals. The six chapters of the Plan describe the current challenges, outcomes to accomplish and a process of where and how to achieve them. The Plan also includes a set of appendices that further document the approach and conclusions within each chapter. A separate set of "elements" articulate details on how the Plan is implemented.

PlanMaryland is not a substitute for local comprehensive plans. It will not remove local planning and zoning authority. It is a policy plan that works within existing statutory authority and does not create new laws or regulations. PlanMaryland does not supplant existing laws and regulations that State agencies must follow. Through the implementation of PlanMaryland, if State agencies identify the need to amend laws or regulations to more effectively achieve the desired public outcomes, those laws and regulations will be subject to the legislative process under the General Assembly. The Plan serves as a management and planning tool to improve the efficient use of State resources and better coordinate those resources with local government resources and decision-making.

*"We stand now where two roads diverge. But unlike the roads in Robert Frost's familiar poem, they are not equally fair. The road we have long been travelling is deceptively easy, a smooth superhighway on which we progress with great speed, but at its end lies disaster. The other fork of the road -- the one "less traveled by" -- offers our last, our only chance to reach a destination that assures the preservation of our earth."*

*– "Silent Spring"*
Rachel Carson

We don't believe that sound planning is anathema to individual property rights. Sprawl -- "haphazard growth, especially that resulting from new housing on the outskirts of a city," Noah Webster's book says -- isn't the result of an individual action. It's the collective result of numerous similar but distinctly separate actions. A plan that produces better alternatives will provide more choices and less impact. PlanMaryland provides a different choice – and a way to a better future for Maryland.

# Chapter 2: Trends and Land Use Implications

It is particularly important for a growing state like Maryland to locate future development where it will have positive economic and community impacts, while limiting its negative impacts to the environment, agribusiness and other important State resources.

For more than sixty years, we have seen the exodus of jobs and residents from older cities and towns, and the building of new houses, stores, and offices where farms and forests used to be. Many factors contributed to this pattern, including trends in life styles, real estate markets, transportation, land use regulation, and taxation.

Increasingly, a series of large scale forces—continued population increases, rising energy costs, global climate change, the degradation of the Chesapeake Bay, an aging population, the globalization of the economy—have brought the increasingly dispersed development patterns of the last sixty years into sharper focus: are they in the best interests of Maryland and its future residents?

The conditions and trends described on the following pages examine some of the shortcomings of these patterns, and suggest some opportunities for the State and local governments to refocus resources and efforts to achieve desirable economic, social, and environmental outcomes.

## *Lands Use Trends*

Many people view development by the individual projects happening around them. It is useful to view development on a statewide basis to see what the trends are and how they are affecting more than individual neighborhoods.



**Figure 2-1: Developed Land in Maryland, 1973 and 2010**
*Source: Land Use/Land Cover Analysis, Maryland Dept. of Planning, 2011*

Over the last 37 years, development in Maryland has trended towards larger lot sizes and spread out from core metropolitan and municipal areas, at a rate that has outpaced growth in both population and housing units. Over 1.7 million acres of land have been developed: 27 percent of the 6.2 million acres of land in the State. Over 60 percent of the

developed land – roughly 1 million acres – was developed since 1973.  In other words, it took three centuries to develop the first 650,000 acres of land in Maryland and a mere 37 years to develop the next million.

<u>Past Trends:</u>  The total acreage of developed land in Maryland has more than doubled since 1973, resulting in significant losses of agricultural (about 600,000 acres) and forest (400,000 acres) lands.  In 1973, each person required about 6,900 square feet of land in the form of homes, work space, restaurants, retailers, schools, hospitals, houses of worship, etc.  In 2002, each person needed 10,400 square feet, a 50 percent increase.  Marylanders live in larger homes on larger lots, they shop in larger stores, and they park in larger parking lots than ever before.  At the same time, Maryland lost an average of 30,000 acres of agriculture and forest lands annually between 1973 and 2002, and 16,800 acres annually between 2002 and 2010.

Land use trends over the past 30 years have persisted despite State and local government attempts to reverse them.  State policies over the last four decades were designed to protect farms and forests, to limit development along the shoreline of the Chesapeake and Coastal Bays and their tidal tributaries, and to contain growth generally within the boundaries of existing settlements.  In 1997, the State encouraged local government and the private sector to concentrate development by targeting State growth-related funding to geographic areas known as Priority Funding Areas (PFAs).  Data collected by MDP demonstrate that we must do much more to successfully focus growth within these existing growth areas, cities, and towns and conversely save our farms, forests and environmentally sensitive areas.

**Current Status:**  As of 2010, almost 900,000 of the 1.7 million acres of developed land in Maryland consisted of low or very low density development (one-half acre to 20 acre lots per dwelling unit), and of this, more than 300,000 acres was developed at very low density (5-20 acres) primarily in the form of single-family homes.  Eighty four percent of this type of development is located outside current PFA boundaries.  Overall, less than half of all developed land is located inside current PFA boundaries, down from 75 percent in 1973.

**If Current Trends Continue**:  By 2035, MDPs analysis estimates that an additional 404,000 acres of land will be developed, and Maryland will lose an additional 226,000 acres of farmland and 176,000 acres of forest.  Over 87% of these acres will be converted to low or very low density residential development.

**Why This Matters**:  Past development patterns have already compromised land, air, natural and water resources in many parts of Maryland.  Growing smarter will limit additional impacts.  Policies and strategies that target development, prioritize resource conservation where appropriate, and focus on sustainable quality of life in communities will help balance the competing demands made on the State's excellent but limited resources.

## *Trends in Transportation*

Marylanders spend a lot of money creating and maintaining their transportation system, and also spend a lot of time using it. A good transportation system is important for many reasons, as it helps facilitate trips to school, work, recreation, and supports economic development. According to the Reason Institute, Maryland spends over $400,000 per mile on capital, maintenance and administrative costs per state road mile and ranks third highest of the 50 states in interstate congestion. The 2009 American Community Survey reports that Maryland residents have the second longest average commute time to work in the nation, at 31.3 minutes, 25% higher than the national average of 25.1 minutes. Overall, Marylanders spent over 708 million hours commuting in 2009, time valued at almost 9 billion dollars.[1] While Maryland has a higher percentage of workers traveling to their workplaces using public transit than the national average, this percentage has increased by only one percent in 20 years.

**Past Trends:** In 2010, Marylanders drove over 56 billion vehicle miles, an average of over 10,000 miles per person. This represents a 40 percent increase from vehicle miles traveled (VMT) in 1990, a growth rate that outpaces growth in both population (19 percent) and lane-miles (8 percent) during the same period.[2] Since 2001, MDOT has instituted programs that have helped to slow the pace of growth in traffic congestion in the State, but growth is still expected to continue.[3]

**Public health is harmed**. A recent report for the American Association of State Highway and Transportation Officials (AASHTO) indicates that there is mounting evidence that moderately intense physical activity



**Figure 2-2: Mode of Commute to Work**
*Source: American Community Survey, 2009*

like walking and bicycling can help prevent disease and disability and improve overall health. MDOT and Maryland's regional and local transportation agencies are considering human health within their planning processes on the assumption that increasing the share of non-motorized trips (walking and bicycling) can yield

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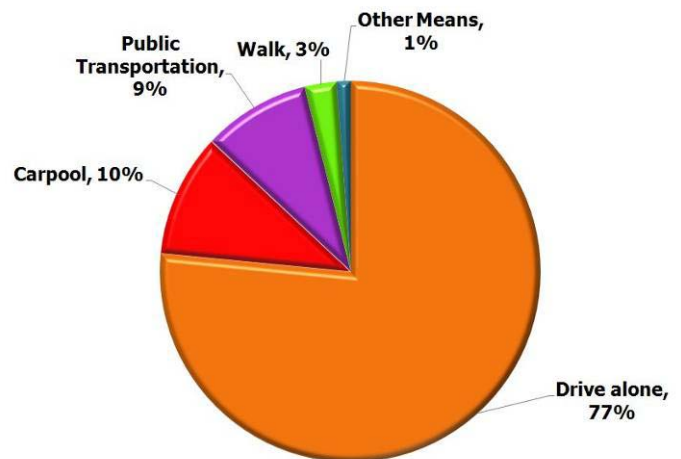[1] Cost of Commuting Indicator, Maryland Genuine Progress Indicator (GPI), 2011 (http://www.green.maryland.gov/mdgpi/25.asp)

[2] www.sha.state.md.us/oppen/vehicle_Miles_of_Travel.pdf

[3] 2011 Annual Attainment Report on Transportation System Performance, MDOT.

improved public health outcomes.  In addition, vehicle emissions, especially particulates from diesel fuel trucks, contribute to asthma.

**Transit options are unavailable**.  As population and jobs have become less geographically concentrated, providing transit services to Maryland residents has become increasingly more challenging.  Nearly three quarters of all work trips in Maryland take place by individual automobiles (See Figure 2-2).  Though almost 80 percent of the State's population lives within a 10 minute drive of a commuter service such the Maryland Transit Administration's MARC and commuter bus services, development patterns make it difficult to use transit to access non-work destinations, such as shopping and recreation.  Maryland is making attempts to improve this situation by creating more transit options (such as the Red Line in Baltimore and the Purple Line connecting Montgomery and Prince George's counties), supporting the creation of improved bicycle and pedestrian infrastructure, operating Travel Demand Management programs (such as Commuter Choice Maryland[4]), and instituting Transit Oriented Development (TOD) programs to bring housing and workplaces in close proximity to transit, but these initiatives are too recent to have made a major impact on the current situation.  The lack of transit options likely requires many Marylanders to own more automobiles than they would otherwise need, and at an average of $8,588 in total costs per automobile per year, this can be a significant burden, especially to low income households.[5]

**Transportation infrastructure supports development.**  Transportation infrastructure attracts development because it makes land accessible to real estate markets.  Existing roads in exurban areas support more development outside PFAs, while public transit in urban areas supports denser development in those areas than would otherwise occur.  It could be argued that the form of Maryland's current transportation infrastructure has aided low-density rural development and hindered high-density urban development, with the exception of a few areas with high-capacity transit systems (mostly areas around Washington, D.C and certain neighborhoods of Baltimore City).

**Freight activity in Maryland is expected to double by 2030.**  This expected growth will produce significant capacity constraints to an already strained and aging rail network in Maryland. Chokepoints in the rail system affect passenger rail operations and limit shippers in choosing to move freight via rail instead of on trucks. Recent American Recovery and Reinvestment Act funding to Maryland is addressing capacity constraints on the congested Northeast Corridor.

**If Current Trends Continue**: By 2035, it is projected that Vehicle Miles Traveled (VMT) will increase from 56 billion to almost 84 billion miles per year.[6]  If commute

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[4] http://www.commuterchoicemaryland.com/

[5]  www.aaaexchange.com/main/Default.asp?CategoryID=16&SubCategoryID=76&ContentID=353

[6] 229 million daily VMT * 365 days.  See Table 2 in this chapter for VMT forecasts.

times increase in the future at the same rate they have increased since 1990, the average commute in Maryland will increase by about 19%, to 37.2 minutes by 2035. If commuting patterns continue according to current trends, 84 percent of all workers in Maryland will drive alone to work, while only 10 percent will take public transit. MDP estimates that over 15,000 new miles of roads will be constructed at a cost of $110 billion to support these current trends.

**Why This Matters**: Increasingly dispersed development means that Marylanders will continue to drive more. To reduce VMT, and make more available transportation options that support better health, more efficient freight movement, reduce greenhouse gas emissions, cut air pollution, support the creation of more compact communities, and provide Marylanders with desirable options on how they get from place to place, changes in transportation/ land use strategies are necessary. Land use decisions at the local level and housing policy programs must more effectively consider infrastructure capacity and demand for travel. Leveraging Maryland's existing transportation assets and strategically investing in transportation projects that support land use goals will provide a financially responsible path toward prosperity and sustainability.

## Housing Trends

In recent years housing in Maryland has become both more expensive and more dispersed. The desire for larger homes and lots, has been a significant factor in driving residential development to outlying areas that sometimes have no access to water and sewer systems. This pattern of development followed earlier population shifts from urban areas to suburban ones. Since the late 1960s the average single-family home in Maryland has been built on larger and larger lots, from about a third of an acre in the 1940's to about two-thirds of an acre today, while the number of people living in each housing unit has decreased. This has translated into more homes that house less people and consume more land. Maryland is forecast to contain 491,000 additional housing units by 2035, and their location and form will have a powerful impact on future land use.

**Residential development is increasingly dispersed**. Residential development has expanded outward in three waves: first to close-in suburbs bordering Baltimore and Washington, then in the outer ring of suburbs lining the beltways and radial highways, and most recently in far-flung exurbs in portions of Western Maryland, Southern Maryland, and the Eastern Shore. A similar pattern has occurred around smaller cities at a smaller scale, such as Salisbury, Hagerstown, Bel Air, LaPlata and Frederick.

The first wave of suburbanization in Maryland began in the 1950s and involved the migration of residents from Washington, D.C., and Baltimore to the four adjacent inner suburban counties of Montgomery, Prince George's, Anne Arundel and Baltimore counties, while the second wave began in the 1970s and was characterized

by migration of residents of the four inner suburban counties to the outer suburbs of Calvert, Charles, Frederick, Howard and Queen Anne's Counties.

The increase in housing prices during the 2000 to 2007 period, particularly in Central Maryland, accelerated the third wave of suburbanization to exurban counties. Examples include increasing intrastate migration from Frederick and Montgomery Counties to Washington County in Western Maryland, and from Harford County to Cecil County on the Eastern Shore. The difference in housing costs and the desire for larger homes has led to increased outmigration from Maryland to Pennsylvania since 2000, particularly from Maryland counties bordering Pennsylvania. Since the real estate crash occurred, housing has become more affordable, but the legacy of dispersed housing remains.

**Jobs and housing are out of balance.** Like residents in many parts of the country, Marylanders often live in one area and work in another. Many people live in areas that contain few jobs and commute to areas that contain many jobs. Figure 2-3 illustrates both job-poor and job-rich areas, and shows that, while there has been migration from urban areas to suburbs, many people continue to work in urban job centers.
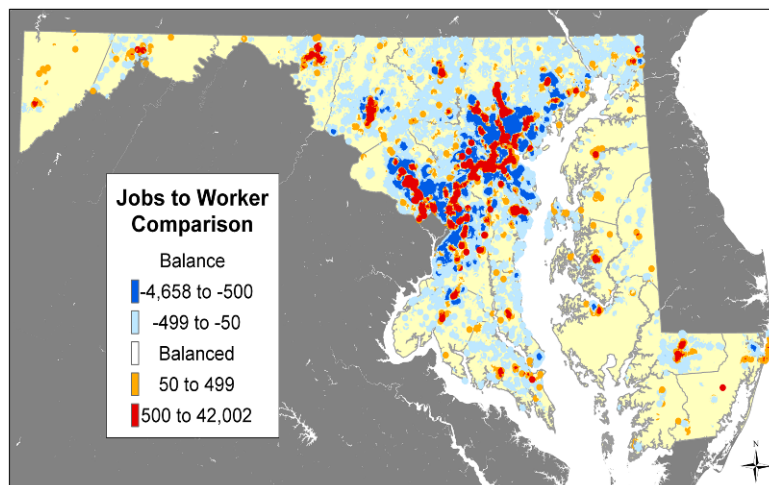


**Figure 2-3: Job/Worker Balance in Maryland, 2007**
*Source: Longitudinal Employer-Household Dynamics Program, U.S. Census Bureau, 2009*

**More travel, less access and affordability**. A major impact of the desire for larger homes combined with relatively higher housing costs near employment centers is to drive people farther from their jobs in search of more affordable housing. This has imbalanced housing and jobs in many places and increased commuting distances and travel times for employees. It has also made it more difficult for highly dispersed residents to access alternate bus, light and heavy rail and commuter rail. Longer distances from work and lack of access to public transit mean higher overall costs of living for suburban and exurban residents. Research from the Center for Neighborhood Technology has shown that households that are automobile-dependent have higher overall costs than households that have access to other modes of transportation to get to work and shopping. Lack of transit access has a particularly negative effect on low-income households, as they often cannot afford

an automobile; their job prospects suffer as a result.[7] A clear priority is more affordable, desirable housing near existing job centers and public transit.  A state housing plan that works in conjunction with PlanMaryland will help accomplish this, in tandem with the MDOT's efforts to improve efficiency and availability of mass transit in parts of the State.

**Rural land consumption for housing has increased.** The amount of land consumed outside of PFAs has increased over the last several decades, in part due to larger lot sizes and in part due to increasing percentages of exurban lots.  In 1950, less than 40 percent of the acreage consumed for single family houses lay outside PFAs.  Since the 1970s, nearly three quarters of acreage consumed by single family homes lay outside of current PFA boundaries.  The cumulative impact has been an increase in the share of single-family residential acres outside of PFA boundaries from 39% in the 1950s to 69% by the end of 2007.

**If Current Trends Continue:** As long as new housing construction is focused in "greenfield" areas, extensive farmland and forestland will be lost to low-density housing development.

**Why This Matters**:  While housing today is more affordable than at the height of the real estate bubble, the economic conditions making it so are temporary. The projected loss of 402,000 acres of resource land by 2035 will mostly result from residential development.  Marylanders have an opportunity to ensure that the 491,000 new units that the state will need to house its increasing population are placed in areas and built in forms that support sustainable growth and preserve farm and forestland as much as possible.  A statewide housing plan, supported by PlanMaryland, will help create opportunities for affordable housing for all residents in areas that are close to jobs, transit, and amenities.  Without changes in policy, Maryland will remain subject to decentralized development and loss of valuable farmland and natural resources in all most parts of the State.

## *Demographic Trends*

Demographic trends have played a large role in how Maryland has developed.  Baby boomers contributed to growth of the suburbs, and now their children are seeking jobs and housing in desirable and affordable locations.  Meanwhile, older suburbs, not the central cities, are becoming the first stop for new immigrants to the country.  The aging of the baby boomers, delayed marriage and child bearing, and high divorce rates continue to produce less people per household and affect housing preferences and demand for recreation and other services.

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[7] www.brookings.edu/papers/2011/0818_transportation_tomer_puentes.aspx

**Less people, more houses.** The total population and number of households in Maryland are increasing at the same time average household size is decreasing. Household size has declined from 3.25 persons per household in 1970 to approximately 2.60 in 2010, and is expected to further decrease to 2.48 by 2030. With



Figure 2-4: Household Size and Cumulative Percent Change in Population and Households for Maryland, 1970 to 2030
Source: U.S. Census Bureau and Maryland Department of Planning

fewer people living in each house, the rate of development will be higher than the rate of population increase. At 3.25 people per household, about 308 dwelling units are needed per 1,000 population. When the household size falls to 2.48 people in 2030, the number of dwellings needed to house 1,000 people will rise to 403. Figure 2-4 shows how the cumulative rate of household growth exceeds population growth as the average household size decreases.

**An aging population.** Thanks to improved nutrition and health care, Marylanders are living longer than ever as the baby boom generation nears retirement age. In 1970, 7.6 percent of Maryland's population was over 65. The 2000 Census counted 11.3 percent over 65, and in 2010, 12.7% are projected to be over 65. More than 20 percent of the population may be over 65 by 2030, and a vast majority plan to remain in place when they retire.

**Increasing diversity.** Minority population growth—everyone other than non-Hispanic whites—has exceeded non-Hispanic white population growth in Maryland since the 1980s. This has caused the level of racial and ethnic diversity to increase in most Maryland counties. In the decade from 2000-2010, minority share of population increased to where five counties and the City of Baltimore now have at least 48% of their population as minorities.

Foreign-born immigrants are settling in suburbs rather than in the urban neighborhoods of their predecessors. The influx of immigrants to Maryland—a trend expected to continue—will have a considerable impact on demand for housing.

**If Current Trends Continue**: Population will continue to increase, and our citizens will become older, have more diverse backgrounds, and will be more likely to have

been born in other parts of the U.S or even in other countries. Household sizes will continue to shrink due to fewer children being born per family and an increase in single-person households, meaning that population growth will result in even more housing units being constructed.

**Why This Matters:** Population growth is expected no matter what form future development in Maryland takes. The demographic and economic drivers of Maryland's growth are much different today than they were 20 years ago, and both are expected to evolve further. Maryland needs to plan for increased demand for housing, an aging population, and diverse communities with different needs and expectations. Local plans and state land use policies will have a strong effect on where these new residents live, how much time they spend commuting, and how much money they pay for housing, transportation, and taxes in the future.

## Economic Trends

Maryland is forecast to add 689,000 new jobs by 2035 in a climate where its economy is changing, with accompanying changes in where businesses locate. The largest non-government employers of decades past—steel, aerospace, marine transportation, and manufacturing—have been replaced by health care, biotech and medical research, colleges and universities, and service industries. The major employers of today no longer depend on bulky raw materials and large finished products that must be transported by rail or sea. Instead, they depend on knowledge, information, and innovation, and make location decisions based on reasonable rents and a supply of educated, technology-savvy, creative workers. Some of these workers are moving to urban neighborhoods and some "new economy" firms are following them, while other workers and employers have chosen to locate in other areas, such as planned employment and mixed use sites along major highway and transit corridors.

**Business growth has followed the dispersion of Maryland's population**. Changes in both Maryland's economic base and in methods of transporting goods through global supply chains have given
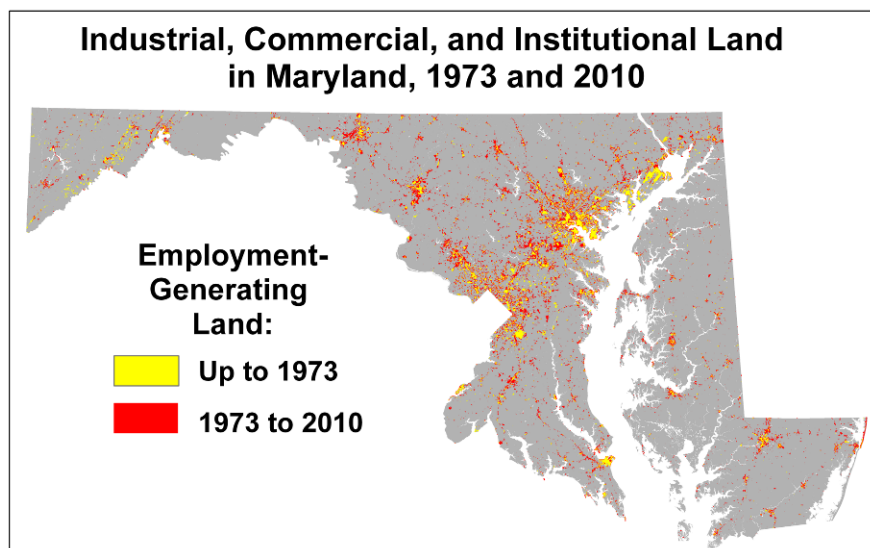


**Figure 2-5: Employment-Generating Lands, 1973 and 2010**
*Source: Land Use/Land Cover Analysis, Maryland Dept. of Planning, 2011*

businesses more freedom about where to locate. Along with trends in housing, employment locations are becoming increasingly dispersed. This is important from a land use perspective because it means that employees often must drive or move to far flung suburban or even rural locations to access their jobs. Figure 2-5 shows that commercial and industrial land in Maryland has become dispersed since 1973 in patterns that are similar to residential dispersal in the same time period. However, at this point employment is still much more concentrated than housing.

**Maryland's industrial base is diversifying**. Over the last several decades, Maryland has seen a significant shift in its economic base. Government employment has remained relatively constant as a share of total employment while manufacturing and agriculture have been replaced by biotechnology research, personal and professional services, and tourism. Total manufacturing employment in Maryland declined nearly 32 percent from 1990 to 2009, compared with a 20 percent decline in the U.S. as a whole. Even within the manufacturing sector, there has been a shift from traditional heavy industry (steel, chemicals, printing, and transportation equipment) to more high-value, advanced technologies (miniaturization, nanotechnology, biotechnology, and information technology). According to the Maryland Department of Business and Economic Development, Maryland now ranks 2nd in the nation for biopharmaceutical innovation, and the State is home to 440 life science companies and 50 research concentrated federal institutes, which make it a leader in the global life science sector. Most of these companies are located in and near existing population centers. The old model of large, centralized workplaces located near important transportation infrastructure (such as ports or railroads) has changed to a new model of smaller firms depending upon highways and airports.

**Development patterns can threaten economic prosperity**. Housing can consume potential industrial and commercial land, as well as agricultural land. We have already shown that housing directly threatens 226,000 acres of agricultural land, but housing located near agricultural uses can put pressure on those uses to change or be discontinued.[8] Also, housing that is built in close proximity to industrial lands can likewise pressure industrial users to modify their uses or relocate. Development can also threaten large and important economic infrastructure such as railroads, the Port of Baltimore and the Thurgood Marshall International Airport (BWI) by taking over land bordering their operations and reducing their ability to expand and service more goods and customers. In addition, more compact development can

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[8] See Section G of this chapter, Agricultural Lands, for more information.

create productivity gains from shorter commute times to work[9] and from the agglomeration of suppliers, customers, and the regional skilled labor market.[10] [11]

New development can also impact sites in Maryland that are the recipients of additional growth and development as a result of the Base Realignment and Closure (BRAC) Act, especially with regard to encroachment from residential development and other facilities near military installations.

**Tourism is under threat**.  Tourism, one of Maryland's largest economic sectors, is potentially under threat by continued low-density development.  In 2009, tourism added $13.7 billion to Maryland's economy.[12]  Keeping the attraction of some of the unique, picturesque and historic areas of the state that are located in more pristine areas, away from development,  will help maintain this important sector.

**If Current Trends Continue**:  Roughly speaking, each acre of economically productive land in Maryland in 1973 supported 10.2 jobs, while each acre in 2010 supported 11.6 jobs.  If this trend toward job densification continues, this suggests that the 689,000 additional jobs that Maryland expects to add in the future will require approximately 33,000 acres of land to support them.  While trends show that most new employment-generating lands are located in the vicinity of existing lands, there will also be some additional dispersion of employment in suburban and exurban areas.  This, coupled with land use trends for residential development discussed earlier, would support higher levels of commuting and vehicle travel and longer commutes.

**Why This Matters**:  While this Plan is not expected to directly affect job growth, there are many indirect effects created by land uses on the economy. Businesses cannot expand if they are surrounded by residential development, and businesses that interfere with residential uses (such as those that operate long shifts, generate truck or rail traffic, make noise or use dangerous chemicals) can be forced to move. Regions that are not attractive to world-class companies and talent can be passed by when relocation decisions are made.  Employment centers need to be carefully planned.  In many cases they can be located in mixed use settings, providing supporting commercial and residential uses. In limited cases, they need to be separated.

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[9] Basu, A.  2005.  Smart Growth Towards Economic Performance.  Urban & Regional Planning Economic Development Handbook.  Taubman College of Architecture and Urban Planning, University of Michigan. www.umich.edu/~econdev/smartgrowth/index.html

[10] Nelson, A. C. and Peterman, D. 2000. "Does Growth Management Matter: The Effect of Growth Management on Economic Performance," *Journal of Planning Education and Research* **19**: 277-285.

[11] Muro, M. and Puentes, R.  2004. *Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter Growth Development Patterns*.

[12] www.mdisfun.org/AboutMDTourism/Documents/Annual_Report_2011.pdf

## Agricultural Lands

Maryland is one of the most forward-thinking states in the nation when it comes to identifying the most critical farmland and environmental resources and then protecting them through easement or in-fee purchase.  Much of our success is found at the county level with five of the nation's top twelve counties in agricultural preservation being in Maryland: Montgomery, Carroll, Baltimore, Calvert and Frederick.  However, Maryland's farms, forests, air and water quality, and other natural resources are still under stress from development. The spread of urban development into rural areas has put pressure on Maryland's agricultural and food processing industries and increased economic inequality in the State's hardest-hit rural communities.  As urban areas expand, land prices in rural areas increase and many farmers find that selling their land for development is more lucrative than farming.  In addition to raising land prices, development has affected the economics of farming in several ways:

- **The fragmentation of farmland** has made it more difficult for the remaining farmers to assemble large enough parcels of productive farmland to achieve economies of scale in production;
- **Impacts on water quality** due to development and competition for water from an increasing, thirsty population have made water more expensive;
- **Conflicts between farmers and non-farm occupants of the landscape**—including nuisance lawsuits over noise and odors, traffic, and liability concerns—constrain farming practices and affect efficiencies and profitability associated with the production and marketing of many agricultural commodities;  and
- **The disappearance** of suppliers, repair services, processors, distributors, and the like reduces the profitability and feasibility of farming.
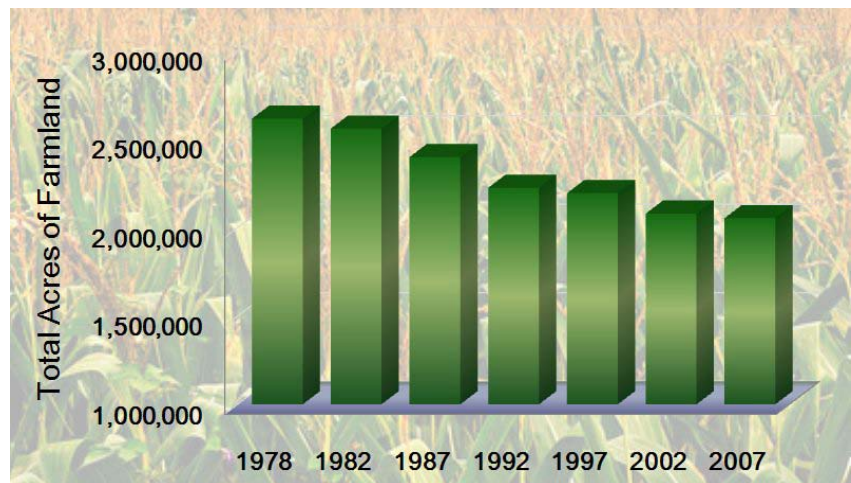


Figure 2-6:  Farmland in Maryland, 1978 to 2007
*Source: U.S. Census of Agriculture, 2007*

**Farmland is being lost.**  More than 2 million acres of land in Maryland are currently dedicated to agriculture, but the amount of farmland is declining.  Maryland has the sixth highest farmland prices in the nation, which create strong pressure on farmers to sell for development.  Between 1982 and 2007, total land in farms declined by almost 500,000 acres, an amount equivalent to one fifth of the total lands in farming in 1982 (See Figure 2-6).  Over the same period, the market value of crops increased

significantly, with much of the growth led by the poultry industry, demonstrating the strength of agribusiness as a viable industry in Maryland.

**Land preservation efforts are lagging.** In 2002, a Joint Resolution of the Maryland General Assembly established a statewide goal to triple the existing number of acres of productive agricultural land preserved by 2022 through four programs: MALPF, Rural Legacy, local PDR/TDR, and the GreenPrint easement acquisition program (which has since ceased operations). The goal of 1,030,000 acres was based on the April 6, 2002, total of 343,333 protected acres. Over 220,000 acres have been preserved since then. However, the goal of 1,030,000 preserved acres will not be met by 2022 at the current annual rate of preservation.

**Lost agricultural lands are a lost economic resource**. Maryland's Genuine Progress Indicator estimates that every acre of agricultural land that Maryland loses subtracts the equivalent of $1,131 from the State's wealth and well-being. Since 1950, Maryland's loss of 873,000 acres of farmland (more than twice the area of Baltimore County) has caused it to lose the equivalent of $1 billion in value.[13]

**Current Status:** Maryland currently has an estimated 1.8 million acres of farmland in production[14] in 12,834 farms, generating almost $2 billion in sales for Maryland's farmers.

**If Current Trends Continue:** Maryland will lose another 226,000 acres of farmland by 2035, subtracting another $256 million in wealth and well-being from the State's GPI. This loss will resonate through the farming economy, further fragmenting farmlands, making it harder for farmers to earn a living.

**Why This Matters:** Losing farmland hurts local economies and diminishes Maryland's cultural heritage. Maryland's residents will lose the value of locally-grown foods, rural tourism, and the unquantifiable but real value to the state of having a healthy and beautiful agricultural landscape.

## *Natural Resource Lands*

Maryland has over 7,000 miles of coastline on the Chesapeake and Coastal Bays and the Atlantic Ocean, 23 national parks, 280,000 acres of State parks, and 600,000 acres of wetlands. To evaluate the current status and projected development on Maryland's natural resource lands, these lands were combined with agricultural lands and discussed together as "rural resource lands." Development poses threats to these lands and the species that rely upon them.

**Forest fragmentation**. In 2010, over 1.7 million acres, or over one quarter of the State is made up of developed land. A large amount of remaining forest habitat in

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[13] See Maryland's Genuine Progress Indicator for more information: http://216.230.107.66/mdgpi/index.asp

[14] Excludes forested land

Maryland is fragmented and continues to become more fragmented as family forest owners (who own 57% of all forest land) sell and subdivide their property. The reduction of a large forest to small isolated patches reduces habitat for species that require large tracts of interior forest and reduces the opportunity for gene flow and migration needed to maintain resilient natural plant and animal populations. According to Maryland's Genuine Progress Indicator, each acre of forest that is lost costs the State $318.50. Since 1960, Maryland has lost 497,000 acres of forest valued at $158 million for its potential use as habitat, recreation, and carbon sequestration.

**Wetlands destruction**. Wetlands are complex ecosystems that can improve water quality, provide natural flood control, diminish droughts, recharge groundwater aquifers, and stabilize shorelines. They support a wide variety of plants and animals, including rare and endangered species, migratory birds, and the young of commercially valuable fisheries. They also provide recreation. Since development began in Maryland, roughly half of all acres of wetland have been lost.

**Wildlife habitat fragmentation and shrinkage**. As forests and wetlands are paved over and fragmented into smaller blocks by homes and commercial development, many wildlife species—including rare and endangered species—are harmed. Animals that require large areas of forests, or forest interior species, often can't survive in forest edges and non-forested areas. As a result, the number and diversity of songbirds and other animals that require large areas of contiguous forest are declining.

**Less access to open space, parks, and recreation**. Maryland actively protects parkland and open space. Maryland has preserved as many acres of land as has been developed since 1969. However, the protected-to-developed acreage ratio varies widely among jurisdictions. Further, the population of Maryland goes up every year, while the land area remains the same. While 27 percent of Maryland is developed, about 23 percent is protected with conservation easements or publicly-owned open space. If the population increases without additional land protections, the ratio of protected to developed land will decrease.

**Current Status:** Maryland currently has 766,000 acres of wetlands and 2.5 million acres of forest cover. Much of this land is fragmented by other land uses.

**If Current Trends Continue:** Maryland is forecast to lose 176,000 acres of forested land by 2035 if current land use trends continue, valued at $56 million.[15] Because Maryland has adopted no-net-loss policies for its wetlands, no wetland loss is forecast due to development. However, climate changes may cause significant damage to Maryland's wetlands if sea level rise were to occur.

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[15] Cost of forest land is referenced from Maryland's Genuine Progress Indicator (GPI). Each acre is valued at $318.50 for its undeveloped value as recreation land, habitat, and for carbon sequestration. This value does not reflect the potential economic value forest land may have for timber production or development.

**Why This Matters:**  Preserving natural lands has economic benefits.  Protecting Maryland's environment helps to protect public health, tourism, recreational and commercial fishing, and ensures that the State's quality of life continues to exist for future generations.

## *Water Quality*

Adequate capacity in community water and sewerage systems is essential to meet the goals of PlanMaryland.  The impacts of inadequate community water supply and wastewater capacity include development moratoria, increased pressures to build on individual septic systems in rural areas, and population and economic growth shifts to areas where there is adequate capacity.

**Water Supply**:   Maintaining and protecting the quality and quantity of Maryland's drinking water is a growing challenge in the face of rapid population and economic growth, and the conversion of resource land to developed land.  In some areas of Maryland, sources that can be developed for domestic water supply



**Figure 2-7:  Maryland Water Withdrawals**

*Source:  Maryland Department of Environment – 2005 Advisory Committee on the Management and Protection of the State's Water Resources.  Interim Report July 2006*

have already become scarce. Wells in parts of Southern Maryland and elsewhere have run dry, and some groundwater on the Eastern Shore is being threatened by the intrusion of salt water.  Much more hydrologic information on the State's ground and surface water is needed to support better long-term planning and to improve regulatory decisions affecting future growth and development and protection of valuable aquatic habitat.

**Wastewater Treatment**: Sewage treatment capacity is critically important in meeting the goals of PlanMaryland.  Many counties are expected to reach mandatory caps on pollution outflows from local wastewater treatment plants by 2035; however, to minimize the pollution impact of each new household in Maryland we will need to continue to accommodate as much future growth as possible within sewered areas. To do so, the further growth of sewered communities
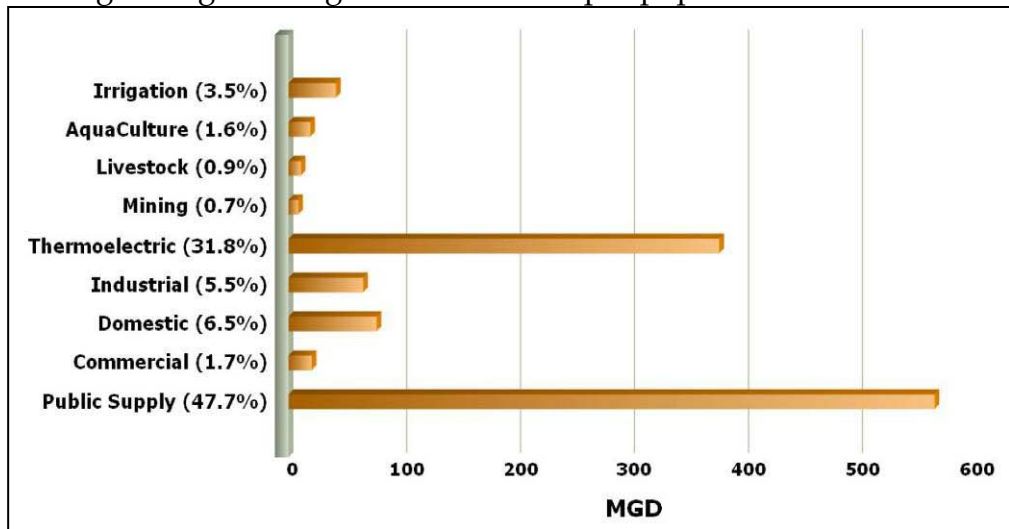
will require alternative means for expanding capacity, such as spray irrigation on farmland, wastewater reuse, or nutrient trading.

**Individual Septic Systems**:  In rural areas not planned for growth, development must rely almost entirely on septic systems and individual wells.  There were approximately 426,000 septic systems in Maryland in 2009 (of these, 411,000 were residential septic systems).  These systems can present significant issues for public health, water quality and preserving our agricultural and natural heritage.   For example, traditional septic systems do not provide effective treatment for nitrogen, the pollutant most critical to the health of the Chesapeake Bay. They release about ten times more nitrogen per household than advanced community treatment systems. Even newer enhanced septic systems do not reduce nitrogen to the same degree as modern community wastewater plants. Further, trends show that the amount of land needed for development, has been increasing over time, with much of this additional land needed for septic system drain fields and building clearance. The requirements for septic systems and wells necessitate larger lot sizes, eight times larger on average, than is required in areas served by public sewer.

**Other sources of water pollution**.  As growth continues in Maryland, more people will generate more wastewater and stormwater pollution.  Although new methods and technologies can reduce the additional pollution from population growth, the impact is not removed entirely.  Current development patterns remove forested land and threaten wetlands and create large lawns and large areas of impervious surface. This can exacerbate pollution from stormwater runoff. Air pollution also can have a significant impact on water quality.  For example, airborne deposition of nitrogen, through nitrogen oxides generated by power plants and vehicles, currently accounts for nearly one-third of the nitrogen load entering the Bay.  With more air pollution from increased travel from dispersed development, the water quality impacts will be even greater.

**The continuing threat to the Chesapeake Bay**. The U.S. Environmental Protection Agency (EPA) has raised the alarm that the extent and pattern of development throughout the Chesapeake Bay watershed are hindering restoration efforts.  In its September 2007 report, *Development Growth Outpacing Progress in Watershed Efforts to Restore the Chesapeake Bay*, EPA notes that new development is increasing urban stormwater nutrient and sediment loads faster than restoration efforts are reducing them.  The overall health of the Bay between 2008 and 2009 improved from a C- to a C although much of this improvement was due to decreased flow from the Susquehanna River.

In 2010, EPA issued a Total Maximum Daily Load (TMDL) for the Chesapeake Bay and required all watershed jurisdictions, including Maryland, to develop Watershed Implementation Plans (WIPs) to meet the nutrient and sediment pollution requirements of the TMDL. Pollution from urban stormwater, Waste Water Treatment Plants (WWTPs), septic tanks, agriculture and air pollution must be

reduced to meet the Bay TMDL. In addition, EPA requires each State to develop an accounting for growth program. All new pollution impacts from development must be offset through additional pollution reduction measures. Achieving the goals of PlanMaryland will greatly contribute to Maryland's ability to meet EPA's Bay TMDL requirements by minimizing new pollution impacts from development.

**If Current Trends Continue**:  Given current trends, over the next 25 years, new developments relying on septic systems are expected to account for 26% of growth but 76% of new nitrogen pollution.  In other words, unless current trends change a quarter of the State's future growth will cause three fourths of its future wastewater and stormwater pollution.

**Why This Matters**:  The amount, type, design, and location of development, as well as the availability of adequate public water and sewer infrastructure, have a direct impact on Maryland's environment and quality of life.  These factors will help determine whether Maryland has a safe and abundant supply of drinking water for future generations.  They will affect both the State's and the region's ability to halt the decline in the Chesapeake Bay and restore one of the world's most productive estuaries, not to mention our local streams, rivers and the Coastal Bays.

More specifically, the impacts of development on Maryland's water quality and aquatic habitat, as measured by impervious surface, have continued to increase. Low-density development in areas served by septic systems creates water quality problems because, unlike wastewater treatment plants, septic systems are not designed to treat nitrogen pollution.

Current water supply capacity may be adequate in many areas of the State. However, some communities are now under moratoria or severe limitations due to shortages.  This is expected to be a growing issue in more communities throughout the State, particularly in the Piedmont and in Southern Maryland.

Air quality in Maryland has been improving over the past three decades.  However, growth in vehicle miles traveled and energy consumption has offset some of these gains, and 12 counties in Maryland are currently classified as in nonattainment of federal air quality standards for one or more pollutants.  Greenhouse gas emissions have also increased, as the majority of electricity generated in the State continues to come from coal plants, and vehicle-miles of travel have grown faster than fuel and engine efficiency have improved.

## Greenhouse Gases and Climate Change

As growth occurs in the State, energy generation and transportation demands will increase, leading to increased fuel consumption and greenhouse gas emissions.  As GHG emissions are linked to climate change, Maryland and other coastal states need to ensure that they are reduced to minimize future impacts from sea level rise in low-lying areas, worsening coastal storms, changing precipitation patterns, and hotter summers. These impacts are expected to affect our water resources, building

infrastructure, agriculture and natural resources. Specific climate change impacts to Maryland are described in *Comprehensive Assessment of Climate Change Impacts in Maryland*, part of the Maryland Climate Action Plan.

**Greenhouse gas output is increasing**. About three-fifths of Maryland's electricity is currently generated from coal plants, which are the highest $CO_2$ emitters; over one-fourth is from nuclear (with no $CO_2$ emissions) and most of the remainder is from petroleum and natural gas. Figure 2-8 presents estimates of greenhouse gas emissions in Maryland by source. According to the U.S. EPA, $CO_2$ emissions in Maryland increased by approximately 18 percent between 1990 and 2005, from just fewer than 71 to almost 84 million metric tons. The transportation and electric power sectors are the two largest sources of $CO_2$ emissions, contributing three quarters of the total emissions in Maryland.
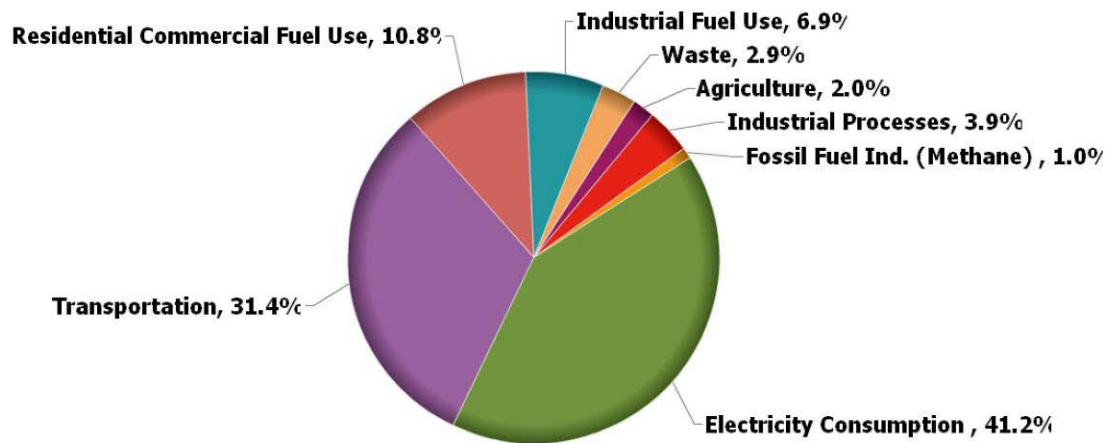


**Figure 2-8: Greenhouse Gas Emissions by Source**

*Source: Maryland Climate Action Report, 2008*

**Impacts from Climate Change**. As Maryland, other states, and the federal government start to tackle the issue of reducing greenhouse gases, the impacts of climate change have become unavoidable. Key impacts include sea level rise, temperature change, storm surges, and other extreme weather events. Maryland's location on the Chesapeake Bay makes sea level rise of particular concern, threatening current and future homes and infrastructure. Current projections of sea level rise indicate that many homes and businesses could be impacted. In addition to the pure economic and social loss, sea level rise will increase demand for available lands for development, which could intensify the conversion of rural lands to development. Map 2-16 presents the areas of Maryland that would be inundated based on varying levels of sea level rise (0-2 feet, 2-5 feet, and 5-10 feet). The *Comprehensive Assessment of Climate Change Impacts in Maryland* forecasts sea-level rise of up to 1.3 feet by 2050 and up to 3.4 feet by 2100.

**If Current Trends Continue**:  The final Maryland GHG Inventory and Reference Case Projection of the Maryland Climate Action Plan (June 2008) forecasts a continued increase in energy demand and greenhouse gases (GHGs) for stationary and mobile sources in Maryland between 2005 and 2020.  Electricity demand for stationary sources (see Appendix C of the Maryland Climate Action Plan) is expected to increase 1.5% annually from 2005 to 2020.  GHGs from energy generation may be reduced compared to these forecasts now that Maryland has joined nine other Northeast and Mid-Atlantic states in the Regional Greenhouse Gas Initiative (RGGI).  This initiative establishes a cap-and-trade system to reduce $CO_2$ emissions from the power sector by 10 percent by 2018.

**Why This Matters**:  Unless current trends change, current development trends are expected to increase future transportation GHG emissions even with low-carbon fuels and more fuel-efficient vehicles[16]. As was previously mentioned, low density development and roadway expansion will increase vehicle usage, a major component of greenhouse gas emissions.  Compact development leads people to drive 20 to 40 percent less, at minimal or reduced cost, while reaping fiscal and health benefits. Local governments and metropolitan planning organizations in Maryland are beginning to explore this issue in more detail, but more work needs to be done to curb greenhouse gas emissions throughout Maryland. The Greenhouse Gas Reduction Act (GGRA) of 2009 requires Maryland to achieve a 25 percent reduction in statewide GHG emissions from 2006 levels by 2020, and directs the Maryland Department of Environment (MDE) to complete a plan to implement GGRA. Achieving the goals of PlanMaryland will play a vital role in achieving the transportation and land use strategies of the MDE GGRA plan by minimizing future vehicle miles traveled and making alternate transportation methods more accessible. The GGRA requires MDE to evaluate the State's progress in implementing the law and the General Assembly to make changes if necessary to the GGRA plan, which could include changes to PlanMaryland.

## Government and Private Fiscal Issues

Land use decisions have impacts on the fiscal health of communities, businesses and households.  These impacts are often difficult to measure, as there are many complicated and interrelated factors that need to be evaluated before a true picture of fiscal impacts can be created.  However, there has been a great deal of research in this area, and some conclusions can be drawn.

**Impacts on government revenues are difficult to measure**.  Most government revenues come from taxes, either through property, sales, or income.  While it is sometimes  difficult to attribute changes in revenues to differing land use types,

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[16] Ewing, Reid, Bartholomew, Keith, etc. "Growing Cooler – The Evidence on Urban Development and Climate Change." The Urban Land Institute. October, 2007.

there are examples that show  , that more compact land use patterns create more tax revenues per acre of development (and have less per unit impact on nitrogen loading) see below.  In addition, equivalent residential and commercial properties that are in close proximity to transit stations are worth more than those further away, and also have increased taxable value.  Other studies have shown that design standards for neighborhoods can cause property values to appreciate 29 percent faster than similar properties in other areas in the same jurisdiction.[17] However, more Maryland-specific research needs to be conducted in these areas to quantify revenue effects to Maryland government entities.

| Site Characteristic Development | Low Density Development | Compact |
|---|---|---|
| Site Area | 790 acres | 790 acres |
| Number of Detached DUs | 215 DUs | 2130 DUs |
| Average Lot Size | 2 ½ acres | ¼ acre |
| Assessed value per acre | $152,666 | $730,125 |
| Total Assessed value | $120,606,520 | $576,798,560 |
| Units on Septic Systems | 215 DUs | 0 DUs |
| Nitrogen loading | 22.82 lbs/hh/yr | 2.51 lbs/hh/yr |

**Impacts on government expenditures are clearer**.  Expenditures, however, are a different story.  It is clear that government expenditures in areas such as roadways, water and sewer, and even education can be affected by land use patterns. Infrastructure such as roadways and sewer systems need to extend to where users need them.  The more dispersed the users are the larger the infrastructure network has to be on a per capita basis to service them. Preliminary research by MDP (presented in section N of this chapter) shows that a denser development pattern in the future could remove the need to construct up to 5,937 miles of neighborhood roads (a 71% reduction from the dispersed pattern), most of which are the responsibility of local governments, and 1,364 miles of primary and secondary highways (a 20% reduction), most of which are the responsibility of State government. Denser development would also help save local governments an estimated $55 million in water and wastewater costs.

What is unclear, however, is the totality of costs and savings affecting a myriad of government services that would be created by concentrated development (which requires densely constructed infrastructure with high levels of use) versus low-density development (which creates more linear miles of infrastructure that, in many places, is used less intensively).

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[17] Maryland Association of Historic District Commissions

**Many costs are externalized onto citizens and businesses**. When government policy supports development patterns that create the need for actions that increase costs, these costs are often not only borne by government but are passed on (or *externalized*) to individuals and businesses. An example of this is low-density residential development that requires households to own multiple automobiles to meet their transportation needs. As an automobile is estimated to cost an average of $8,588 per year to own and operate, households must then either reduce expenditures in other areas or earn more income to cover this cost. Since much of the cost of operating an automobile flows to areas outside of Maryland (e.g. auto manufacturers and oil companies), that money is removed from the local economy and is not "recycled" to create new local jobs. Some businesses may lose sales due to the smaller amount of money flowing through the local economy, while others may pay more in wages to attract workers with higher costs of living caused by higher transportation expenses. As a comparison, spending on public transit is shown to create more local jobs and keep more money flowing through the local economy than spending on automobiles and roadways.[18] Research has shown that, overall, the average cost of a home could be $16,000 higher in low-density areas, due to the added costs of infrastructure that is built by developers and whose cost is passed on through higher home prices. A 2005 study shows that, taking all factors into account, the per capita savings for residents in the Washington/Baltimore area could reach $6,069 if 25 percent of the low-density development projected to be built from 2000 to 2025 was shifted to high-density development.[19]

**If Current Trends Continue:** All of the effects of continued low-density development in Maryland that have been described in previous sections have fiscal consequences. For example, more roadways cost more money to build and maintain. Less dense housing requires more infrastructure to connect it to water and sewer systems. More driving costs households money, which takes its toll on the economy. Similar interlocking relationships exist for water and sewer systems, energy, public transit, and public safety.

**Why This Matters**: It is in the interest of all of Maryland's citizens to ensure that future growth is fiscally responsible and does not burden households or businesses with excess costs. Planning for compact growth between today and 2035 will save both State and local governments money by reducing the amount of road, water, and wastewater that needs to be created to service new development. More efficient government operations can reduce tax burdens on individuals and businesses. Development that reduces distances between residences, workplaces, and services saves both time and money for residents and businesses, and frees that time and money to go towards more productive uses.

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[18] www.brookings.edu/papers/2011/0818_transportation_tomer_puentes.aspx

[19] Buchell, R.W., Downs, A., McCann, B., and Mukherji, S. 2005. Sprawl Costs: Economic Impacts of Unchecked Development. Washington, DC: Island Press.

## Lands Affected by Local and State Policies

Maryland has put a great deal of effort into collecting information on policies that affect land use in the State. Much of this information is available through the State's *Smart, Green and Growing* initiative, and is visually represented by three land use mapping tools known as GreenPrint, AgPrint, and GrowthPrint.

GreenPrint (Figure 2-9) identifies areas that have a heightened relative value for preservation and restoration based on environmental and ecological factors. These areas include large blocks of forests and wetlands, rare species habitats, aquatic biodiversity hotspots and areas important for protecting water quality. GreenPrint is a valuable tool for prioritizing land conservation decisions and for building a broader consensus for sustainable growth and land preservation decisions into the future.

AgPrint (Figure 2-10) identifies certain agricultural areas for continued use as resource producing lands and sets priorities among them, based on their degree of stability. Stability is determined by looking at how fragmented these areas are by development, the level of market demand, how vulnerable they are under existing zoning, whether and in what time frame the resource will be compromised, and the potential return on public investment for retention of these areas. AgPrint is a significant tool for identifying and prioritizing valuable resource lands, including prime farmland, and directing State and local funds and resources to protection of those areas as well as providing incentives for appropriate and compatible rural industries.

GrowthPrint (Figure 2-11) areas are subsets of Priority Funding Areas and are comprised of geographies that constitute locally designated areas that receive State funding and/or program assistance. The existing programs that reflect GrowthPrint areas are Sustainable Community Areas (former Community Legacy and Neighborhood Revitalization Areas, BRAC zones, designated Transit Oriented Development Areas), and Enterprise Zones. GrowthPrint is a valuable tool for identifying these and other areas that are suitable for infill development, revitalization and redevelopment . [20]

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[20] www.green.maryland.gov/growthprint.html
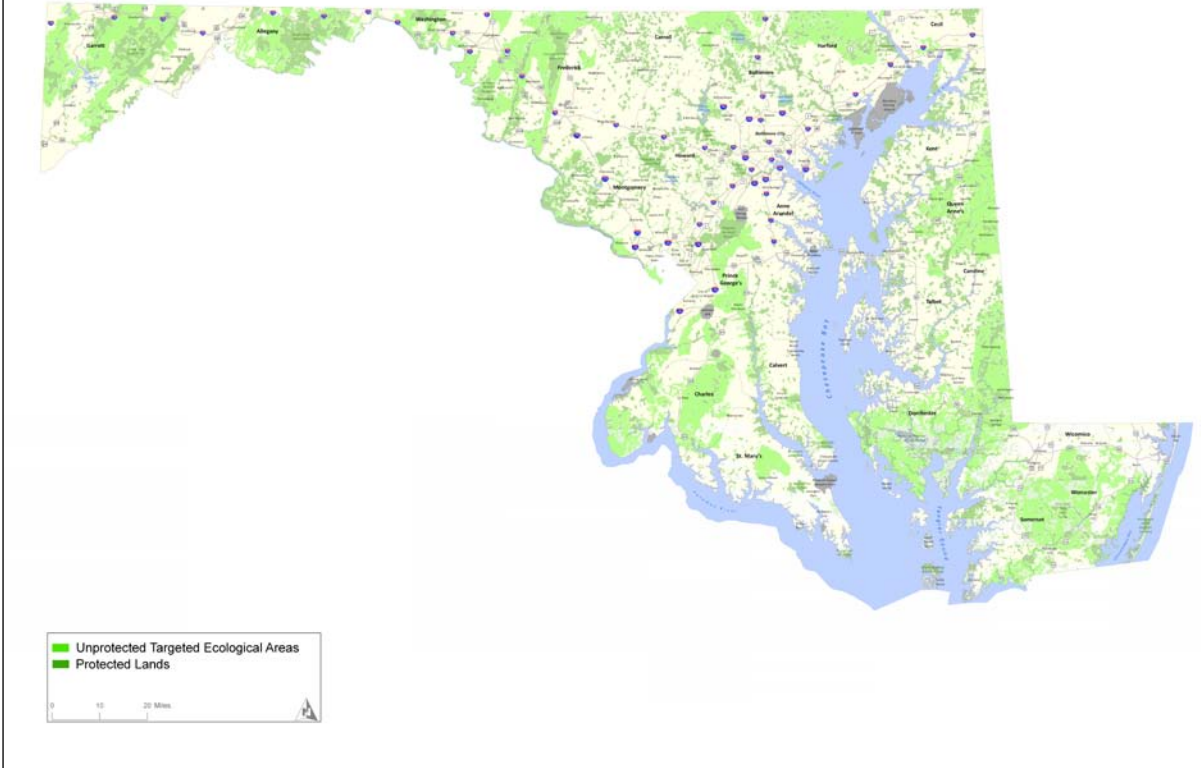
**Figure 2-9: GreenPrint**
*Source: Maryland Department of Natural Resources*
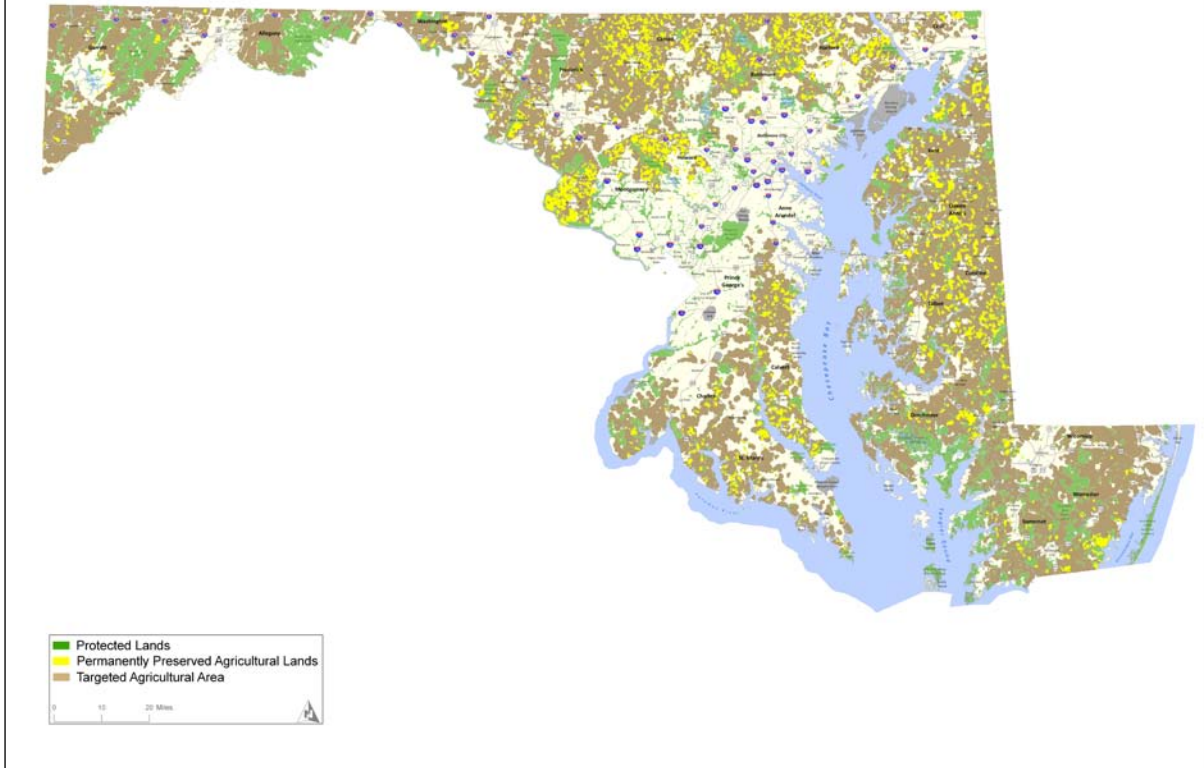
**Figure 2-10: AgPrint**
*Source: Maryland Department of Planning*
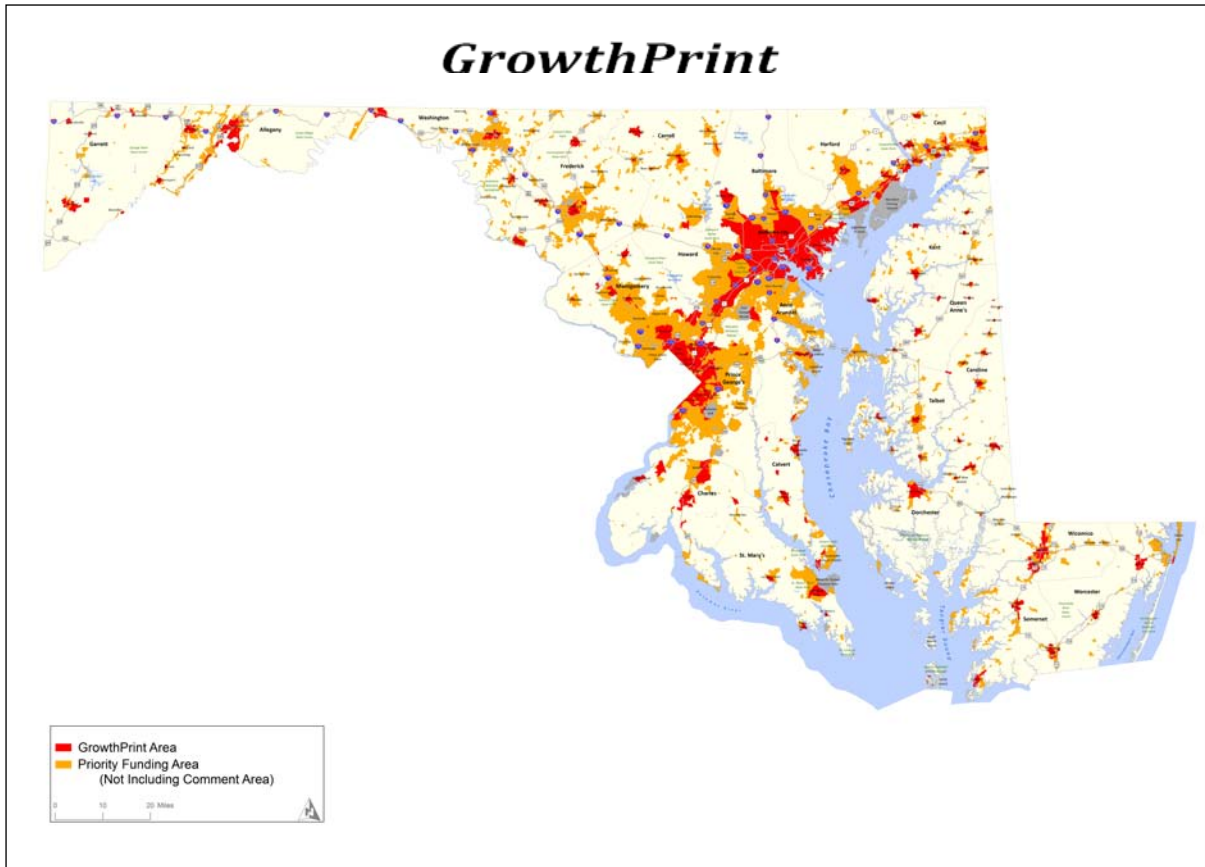
**GrowthPrint**

**Figure 2-11: GrowthPrint**
*Source: Maryland Department of Planning*

## *Envisioning the Future in 2030 – Implications for Infrastructure*

The purpose of PlanMaryland is to address the challenges and opportunities described in this chapter by achieving the Goals and Objectives described in Chapter 3 and implementing the Plan through a collaborative local/state process described in Chapter 4. This section attempts to translate the goals of the Plan onto the landscape–to ask the question, what would Maryland look like if we fully implemented the State Development Plan?

In an effort to illustrate how the future landscape of Maryland could look in the year 2030, the Maryland Department of Planning estimated how land use would change under two scenarios:

> 1) A current policies scenario that assumes that the state will continue to develop following current trends. Using population, household, and employment projections, future land use is estimated based on current zoning regulations, sewer service areas and other existing policies and regulations ; and

2) A smart growth scenario that assumes that Maryland will grow in accordance with the goals of this Plan. The smart growth scenario represents steps—some ambitious, some moderate—toward realization of those goals. The assumptions behind this vision include:

Priority funding areas are developed at a minimum density of 3.5 units per acre and capture at least 80 percent of future growth within each county;

Lands outside of PFAs are developed at densities of no more than 1 unit per 20 acres;

Lands currently preserved, which are protected from future development, are included in both scenarios.

Using these assumptions, over 300,000 fewer acres would be developed in Maryland under the Smart Growth scenario, leading to an almost equivalent protection of agricultural and forest lands (Table 2-1).

**Table 2-1 - Changes in Developed, Agricultural, and Forest Land under Current Trends and Smart Growth Scenarios**

| Change in Acres of … | Current Trends Scenario | Smart Growth Scenario |
|---|---|---|
| **Developed Land** | 404,122 | 109,364 |
| **Agriculture** | -225,857 | -54,494 |
| **Forest** | -175,598 | -52,540 |

*Source: Maryland Department of Planning, Growth Simulation Model (GSM), March 2011*

The above shows how the same increase in population consumes different amounts of land under the two different land use strategies. Under "Current Trends," development is more dispersed across the landscape, while the "Smart Growth" scenario preserves rural resources by concentrating growth around existing development. In evaluating the results of the two growth scenarios, the benefits of the Smart Growth scenario become apparent. Implementing some basic tenets of Smart Growth across the state could go a long way towards meeting the goal of concentrating development in suitable areas.

The "Current Trends" scenario increases the number of developed acres (e.g. residential, industrial, commercial, institutional, extractive) by 24 percent (404,122 acres) between 2010 and 2035. By implementing some basic smart growth principles, the percent increase in developed land could be reduced to only 6 percent or 109,364 acres.

If the vision described above can be achieved, it will have significant impacts on both infrastructure costs and air quality. Table 2-2 summarizes the implications of the two scenarios for vehicle miles travelled, greenhouse gas emissions, and roadway construction costs (developed by MDP) and the cost to provide water and sewer infrastructure and schools (developed by the University of Maryland Center

for Smart Growth). Full achievement of the vision of this Plan would reduce vehicle miles travelled and greenhouse gas emissions by 6.4 percent, required new road miles by nearly half, new road construction costs by just over one third, water and sewer infrastructure by 3 percent, and school construction costs by ten percent.

**Table 2-2.** **Expected Fiscal and Environmental Implications from Current Policies and Smart Growth Scenarios**

|  | Current Policies Scenario (2035) | Smart Growth Scenario (2035) | Difference (Total) | Difference (% Reduction) |
|---|---|---|---|---|
| **Roadway miles** |  |  |  |  |
| Community Road (miles) | 8,396 | 2,459 | 5,937 | **71%** |
| General Roadway System (miles) | 6,819 | 5,455 | 1,364 | **20%** |
| Community Road Cost (Billions) | $35 | $10 | $25 | **71%** |
| General Roadway System Cost (Billions) | $75 | $60 | $15 | **20%** |
| **Water and wastewater** |  |  |  |  |
| Water and Wastewater costs (millions) | $2,172 | $2,117 | $55 | **3%** |
| Cost per household ($) | $941 | $917 | $24 | **3%** |
| **Schools** |  |  |  |  |
| Construction Cost (millions) | $3,537 | $3,186 | $351 | **10%** |
| **Nitrogen Loading** |  |  |  |  |
| Nitrogen Loading from new septic tanks (lbs/yr) | 1,414,938 | 758,638 | 656,000 | **46.4%** |
| Nitrogen Loading from new development on public systems (lbs/yr) | 2,109,517 | 570,880 | 1,538,637 | **72.9%** |
| Total Nitrogen Increase (lbs/yr) | 3,524,454 | 1,329,518 | 2,194,936 | **62.3%** |

*Source: National Center for Smart Growth Research and Education – University of Maryland and Maryland Department of Planning, 2008, with 2011 updates.*

## Where Do We Go From Here?

The preceding findings and observations suggests that the current array of State and local tools to protect Maryland's landscape and natural resources, provide needed infrastructure, and support prosperous communities is not performing as envisioned when they were put in place. Significant public objectives for future development, conservation and quality of life are being achieved to varying degrees throughout the State. But, unfortunately, trends in growth and development

continue to compromise many of these objectives, and do put in serious question the ability of continued "business as usual" to sustain them in the foreseeable future.

This situation does not result from a lack of trying. Maryland has a long history of effective and progressive land use planning and management, as summarized in the Appendix for Chapter 1. Despite that record, much of our development degrades the resources fundamental to the quality of life Marylanders have historically enjoyed. In part, this is because of the forces Maryland faces in the first decades of the 21st century: global climate change, population increases, and soaring energy costs are larger, more complex issues than many the state has previously encountered. These forces threaten not only the lifestyle of Marylanders, but the very essence of how Maryland sees itself and how its environment and economy function.

Our current efforts are not enough to overcome these problems and achieve many established public goals and objectives for communities, conservation and quality of life. We must improve our ability to minimize damage to land and water resources and to maximize social, economic, and environmental benefits for Maryland's citizens while accommodating population growth and business development.

On a practical level, some fundamental and inter-related challenges must be met to reverse current trends.

1. Create and Sustain More Desirable Development Centers
2. Protect Maryland's Priority Agricultural and Natural Lands and Resources
3. Reduce energy consumption and greenhouse gas emissions;
4. Improve opportunities for low income populations;
5. Maximize consistency and coordination within and across levels of government;
6. Maintain State and local focus on the desired outcomes over time.

## Understanding the Challenges

### 1.    Create and Sustain More Desirable Development Centers

The first major challenge is to ensure an ample supply of desirable development centers that are attractive to residents and businesses. Many of the concerns and problems highlighted in this Chapter derive from increasingly dispersed growth and development over the past 70 years. To address or correct them, it will be necessary to provide people a choice of desirable, compact, sustainable communities that support a high quality of life. Without doing so we cannot accommodate much higher percentages of future residential and business development in our established and new developed communities.

Highly desirable, compact communities have been developed in and around existing developed areas in some places. But the more widespread failure to do so has resulted in the ongoing dispersal of growth, and with it the dispersal of public money and other resources to support development patterns that are not sustainable in the long term and contradict the goals of the Plan.

Although demographics and market preferences are making them more popular, not everyone wants to live or work in dense mixed-use centers. It is not an objective of the PlanMaryland that everyone does so. But given the size of Maryland's population and the status of our rural lands and natural resources, it is clear that levels of dispersed, lower density development cannot continue at levels comparable to the recent past and the present. Instead, Maryland needs development centers that provide attractive built environments in which residents and visitors can shop, access public and private services, find entertainment, walk, and gather, and that reduce market pressure for the development of resource lands. The State and local governments have a clear public interest to support the creation not just of subdivisions and development projects, but of vital places and functional communities.

## 2. Protect Maryland's Priority Agricultural and Natural Lands and Resources

The second challenge is to limit development outside development centers to levels that do not compromise our air, water and living resources. Improving our built environment will not by itself protect our natural environment.

Experience across Maryland's diverse landscapes indicates that zoning and related land use management tools are needed to limit development outside development centers to levels commensurate with resource conservation. Land use tools protect public investment in conservation land and easement acquisition by limiting intrusive impacts of development on resources and resource-based economic uses of the land preserved. If development pressure is high and land use tools do not limit these impacts, the tax dollars invested in conservation investment and its objectives are compromised.

Our inability to create desirable, compact development centers is closely related to the inability to protect resource lands: failure to do one makes it much harder to do the other. A real or perceived lack of desirable development choices in and near existing communities sends development to land increasingly far from them. If zoning in outlying areas allows major residential subdivisions, development becomes the norm in those places, even if they are intended and publicly funded for conservation. Local and State government are then forced to dispense limited public funds as well as non-capital resources to support development far from older urban centers. This contributes substantially to the deterioration of older communities and the escalation of public costs to provide infrastructure and access to public services and other community-based amenities to an increasingly dispersed population over expanding geographic areas.

### 3. Reduce Energy Consumption and Greenhouse Gases

A third important challenge is to substantially reduce the energy required for transportation and to power residential and commercial buildings. This is necessary to reduce the production of greenhouse gases responsible for climate change, and to escape the escalating costs of energy. Maryland, along with Louisiana and Florida, will be the states that are most affected by sea level rise brought about by climate change. Although Maryland's reduction in greenhouse gases won't solve the problem, we can minimize the degree to which we make our own situation worse.

Meeting the first two challenges – facilitating the creation of more desirable living environments in compact, older, and more urban areas, and preventing further fragmentation of land and resources outside of them – will help reduce transportation-related energy consumption and greenhouse gas emissions. It will not reduce them sufficiently without a broad-based reduction in consumption, increased energy efficiencies in our buildings, automobiles, and appliances, and development of alternative fuels and cleaner energy technologies.

Development of alternative fuels and cleaner energy technologies are beyond the scope of this Plan. But because compact development, green building techniques, and more energy efficient transportation/ land use options are fundamental parts of community design and the built environment, they must be an important part of PlanMaryland's agenda.

### 4. Improve Opportunities for Low Income Populations

A fourth major challenge, in particular to achieving the Maryland's goals for sustainable communities and quality of life, is to ensure that lower income populations have access to employment, affordable housing, desirable environments in which to live, and affordable transportation to jobs, schools, goods, and services.

Deterioration of older communities and sprawling patterns of development have moved jobs and tax bases away from areas where lower income populations are concentrated. Public investment and non-capital resources have moved away from older areas, magnifying the difficulty of providing a reasonably high quality of life to residents there.

Finally, rising energy prices and rising energy consumption also place a disproportionate burden on lower income households, where costs are a much larger fraction of income. Meeting the first three challenges will not solve the fourth, but will make it far more possible to improve the quality of life for lower income populations. In fact, these four challenges are intimately related in that long-term solutions are common to all of them.

### 5. Maximize Consistency and Coordination Within and Across Levels of Government

The fifth major challenge is to ensure sufficient and continued focus from State and local governments and the private sector on meeting the preceding challenges. A

first essential step is to focus capital, regulatory and assistance programs and procedures of State agencies and local governments on the desired outcomes.

Local governments manage most aspects of land use and development. State programs and procedures provide a framework of funding, permits, and services to support development and communities and conserve key resources. Failure to align State and local plans, programs, and procedures to address a coherent set of recognized common goals and priorities has limited the success of both levels of government in achieving their own and their shared goals. Between the two levels there are limited resources to provide infrastructure and services and to conserve resources. Different goals and different geographic targets between agencies and levels of government dilute the adequacy of governmental resources to deliver on public goals and quality of life. The problem worsens as Maryland's population increases and spreads out over more of the state's rural lands.

For these reasons, maximizing consistency and coordination between State and local plans, programs, and procedures is a priority of this Plan. In order to succeed, we must take additional substantive steps in the areas of intergovernmental consistency and coordination.

## 6. Maintain Focus over Time

As all local governments know, management of land use, development, conservation, and quality of life in communities is a long-term project. For government to be effective, geographic targets or focus areas, spending priorities, permitting and regulatory strategies, and the way in which agencies deploy their non-capital resources to support development, conservation and quality of life must be maintained over time.

For these reasons, a process to ensure ongoing consistency and coordination within State government and between State and local governments must be established to maintain State and local focus on goals, targeted areas, and the programs designed to bring the two together. This is particularly important in order to maintain continuity as administrations change at both levels of government.

Past efforts to respond to many of these trends and issues regarding Maryland's land and resources have had mixed success. In many counties, more development is occurring outside Priority Funding Areas (PFAs) than inside. Most State spending is exempt from PFA requirements and continues to support suburban sprawl. PFA's alone are not accommodating growth as needed to minimize impacts on our rural and resource lands and the businesses that depend on them. While there have been recent signs of improvement in the Chesapeake Bay--for example, the blue crab population in 2010 increased substantially for the second straight year to its highest level since 1997--many of the State's closely related environmental goals remain real challenges. In short, we have reached the point where new strategies are needed to help State and local government, in partnership with the private sector, accomplish what existing laws and policies are not accomplishing.

## *How PlanMaryland Proposes to Meet these Challenges*

PlanMaryland presents an unprecedented opportunity for collaboration between state agencies, the State and local governments, and government and the private sector. Such collaboration is the only way to ensure long term, sustainable resources and quality of life in our communities.

PlanMaryland is essentially a process Plan. It takes four specific steps to meet the challenges discussed above and achieve desired public outcomes:

- Establish goals and objectives (Chapter 3);
- Initiate a process to define the geographic focus of the Plan (Chapter 4);
- Initiate the development of Plan implementation strategies (Chapter 5); and
- Provides a process for management and oversight of implementation (Chapter 6).

### Goals

The opportunity for collaboration begins with goals. They are fundamental to meeting all of the challenges outlined above.

The twelve Visions developed by Governor O'Malley's Task Force on the Future for Growth and Development in 2008 and adopted into law in 2009 serve as the State Economic Growth, Resource Protection, and Planning Policy. They provide the foundation for the goals and objectives of PlanMaryland, which are clear, concise statements of the public outcomes the Plan aspires to achieve. The Visions are grouped under three goals to describe what PlanMaryland is intended to accomplish, discussed further in Chapter 3.

The three goals are the foundation of the PlanMaryland agenda to ensure sustainable quality of life. As such, the goals are intended as the guiding framework for all of Maryland's agencies, programs and procedures that affect the developed and developing environment, conservation of the State's land and natural, agricultural and environmental resources, and the quality of life in Maryland's population centers and rural communities.

Each goal has a series of Objectives that describe how it and the related Visions will be accomplished. Collectively, the Visions, Goals and Objectives will be used to guide programs and procedures in conjunction with agencies' other existing statutory purposes and obligations.

Achieving the Visions, Goals and Objectives of PlanMaryland also depends on the plans and programs of local government and the decisions of developers, businesses and individuals. The Visions, Goals and Objectives will not be embraced in the same ways in every jurisdiction. But they are intended to serve as a framework for local governments and the private sector, so those parties can be informed by State priorities as they pursue and modify their own plans and objectives.

## Geographic Focus

Place Designation – the Plan's term for establishment of geographic focus areas – is the second essential step in the effort to meet the challenges. It is particularly fundamental to challenges one through four.

Implementation of any plan for land use and communities requires an understanding of the geographic context for implementation, specifically, what public outcomes are priorities in which areas. In Chapter 4, the Plan describes a collaborative Place Designation process designed to help state agencies and local governments coordinate deployment of their capital, regulatory and assistance resources to accomplish mutual goals and provide a coherent state/local framework for the private sector.

Most local jurisdictions have established zoning districts that serve this function for their comprehensive plans. For practical reasons, PlanMaryland recognizes six generalized zoning classifications to generically represent the many districts already established across the state (Table 2-3). A map of generalized zoning is provided in Figure 2-12, based on data available to the Maryland Department of Planning as of August 2011.

PlanMaryland Designated Places are designed to build on local comprehensive plans and zoning districts. Through the Place Designation process described in Chapter 4, participating local governments will have the option to nominate their zoning districts, in various combinations as appropriate, for Designation in PlanMaryland.

## Implementation Strategies

The third step in the PlanMaryland process is development of Implementation Strategies – how state agencies and local governments will deploy their capital, regulatory and assistance programs to achieve the Goals and Objectives of the Plan in Designated Places. In conjunction with the Place Designation process, the strategies are the foundation of the Plan's effort to meet challenges one through four (above).

The PlanMaryland process to develop these strategies is described in Chapter 4. The strategies will determine the specific ways in which state and local programs will be oriented and aligned to better accomplish the desired public outcomes. As they are developed, strategies will go through a stakeholder review and input process that is further described in Chapter 4.

Table 2-3 – Generalized Zoning Classification in Maryland

| | | |
|---|---|---|
| **Resource Protection Zones** | **Zoning and development ordinances and procedures emphasize conservation of land and associated terrestrial and/or aquatic resources** | |
| | Most Protective | Typical yield of one residential lot or fewer for every 20 acres of land comprising a separately deeded parcel. |
| | Moderately Protective | Typical yield of one residential lot for every 10 to 20 acres of land. |
| | Least Protective | Typical yield one residential lot for every 1 to 10 acres of land. |
| **Residential Zones** | **Zoned to emphasize residential development** | |
| | High Density | Allows 10 or more dwelling units per acre |
| | Medium Density | Allows between 3.5 and 10 dwelling units per acre |
| | Low Density | Allows between 1 and 3.5 dwelling units per acre |
| | Very Low Density | Allows between 1 dwelling per 5 acres and 1 dwelling per acre |
| **Commercial Zones** | Zoned to enable commercial development | |
| **Industrial Zones** | Zoned to enable industrial development | |
| **Transportation right-of way** | Zoned to enable transportation corridors | |
| **Mixed-Use Zones** | Zoned to enable combinations of land uses from among the other classifications | |
| **Other** | Zoned to enable other uses | |

## Management and Oversight of Implementation

Place Designation and development of Implementation Strategies will provide the means to focus geographically and coordinate programs to achieve the goals of the Plan. As noted in the discussion of challenges, however, the goals can be successfully achieved, however, only if both levels of government maintain focus on those goals over time - that focus will come through the actions and decisions of the State, individual agencies, and local governments.

To maintain focus and ensure consistency and coordination over time, the Plan establishes responsibilities and procedures for management and oversight of implementation which are described in Chapter 6. These responsibilities include Place Designation process, development of Implementation Strategies, and consistency of actions and decisions with commitments made through Place Designation.
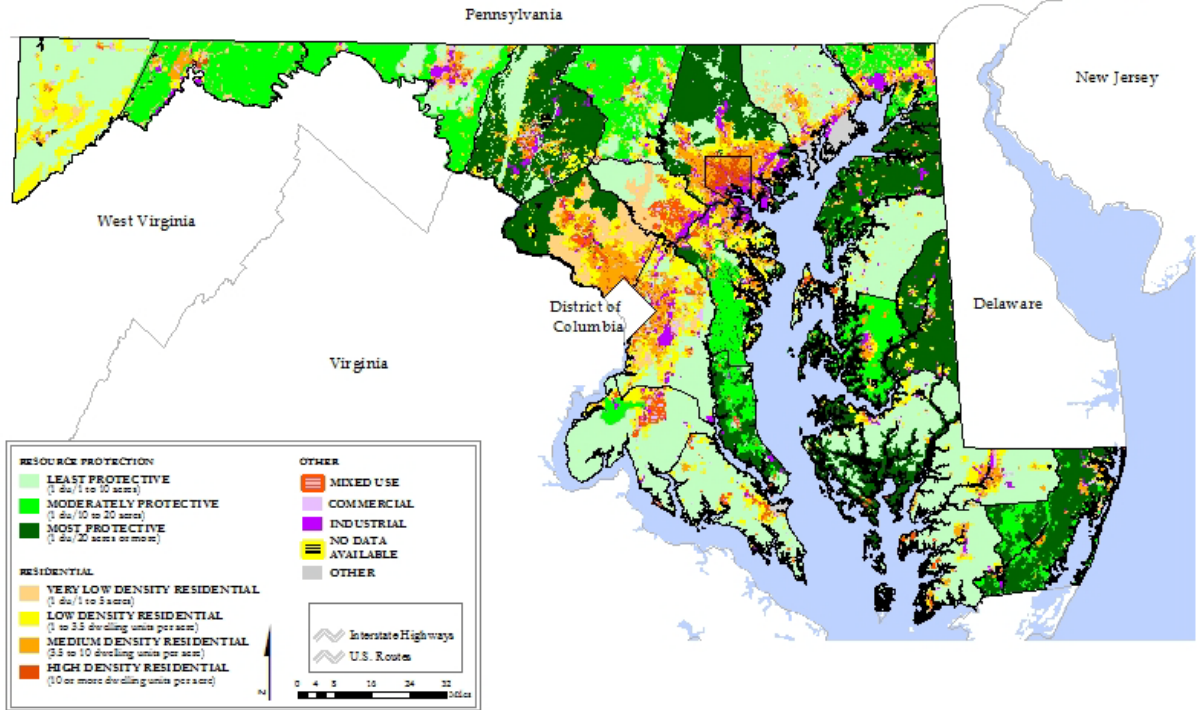
**Figure 12: Maryland Generalized Zoning**
*Source: Maryland Department of Planning*

# Chapter 3: PlanMaryland's Visions, Goals and Objectives - Laying the Foundation for Sustainable Growth

The 12 Visions developed by Governor O'Malley's Task Force on the Future for Growth and Development in 2008 and adopted into law in 2009 serve as the State Economic Growth, Resource Protection, and Planning Policy. They provide the foundation for the goals and objectives of PlanMaryland. The Visions can be grouped under three goals to describe what PlanMaryland is intended to accomplish.

Each PlanMaryland goal has a series of Objectives that describe how the Visions and the Goal will be accomplished. Collectively, the Visions, Goals and Objectives will be used to guide programs and procedures in conjunction with agencies' other existing statutory purposes and obligations.

Achieving the Visions, Goals and Objectives of PlanMaryland also depends on the plans and programs of local government and the decisions of developers, businesses and individuals. The Visions, Goals and Objectives will not be embraced in the same ways in every jurisdiction. Where and how development and conservation occur, how communities are designed and served, where developers invest their resources, and how markets for residential and business development make decisions varies across the State. The Visions, Goals and Objectives are therefore intended to serve as a framework for State and local governments and the private sector, so those parties can be informed by State priorities as they pursue and modify their own plans and objectives.

> **The Twelve Visions**
>
> **1. Quality of Life and Sustainability:** A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;
>
> **2. Public Participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;
>
> **3. Growth Areas**: Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers; and
>
> **4. Community Design**: Compact, mixed–use, walk-able design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources, preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources;
>
> **5. Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;
>
> **6. Transportation:** A well–maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

## *PlanMaryland Goals:*

**Goal 1 – Concentrate development and redevelopment in communities where there is existing and planned infrastructure.**

**Goal 2 – Preserve and protect environmentally sensitive and rural lands and resources from the impacts of development.**

## *Goal 1 - Concentrate development and redevelopment in communities where there is existing and planned infrastructure.*

Visions related to Goal 1:

**Vision 1**   **Quality of Life and Sustainability:** a high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;

**Vision 2**   **Public Participation:** citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

**Vision 3**   **Growth Areas**: growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers; and

**Vision 4**   **Community Design**: compact, mixed–use, walk-able design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources, preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources;

**Vision 5**   **Infrastructure:** growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;

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**The Twelve Visions**
**(continued)**

**7. Housing**:  A range of housing densities, types, and sizes provide residential options for citizens of all ages and incomes.

**8. Economic Development**: Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities is encouraged.

**9. Environmental Protection**:  Land and water resources, including the Chesapeake Bay and its coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems and living resources.

**10. Resource Conservation:** Waterways, forests, agricultural areas, open space, natural systems and scenic areas are conserved.

**11. Stewardship:**  Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.

**12. Implementation**:  Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State and interstate levels to achieve these visions.

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**Vision 6**    **Transportation:** a well–maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

**Vision 7**    **Housing:** a range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

**Vision 8**    **Economic Development:** economic development and natural resource–based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged;

**Vision 11**   **Stewardship:** government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection;

**Vision 12**   **Implementation:** strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

To support these Visions, the vast majority of new residential and business development should be accommodated in desirable, compact, sustainable communities that provide a high quality of life.

## Benchmarks

The following PlanMaryland Benchmarks will be used to gauge the progress toward Goal 1:

Proposed

- Achieve 90% new dwelling units in Priority Funding Areas between 2010 and 2030

Possible ("xx" indicates a proposed benchmark with number to be determined.)

- Increase by xx% the percentage of improved single-family lots built in Priority Funding Areas by 2030

- Increase by xx% the percentage of medium and high density land use in Maryland by 2030

## Objectives

The following objectives will be pursued to achieve Goal 1 and the State Planning Visions as appropriate for a region and the size, population, economy and expected growth of each jurisdiction:

- **Establish and define growth areas** – Accommodate non-resource based residential and business development in desirable, compact, sustainable communities

- **Limit sprawl development** – Minimize the continued spread of lower density residential development, directing growth when possible, to defined growth areas.

- **Enhance rural centers –** Focus growth in rural areas in existing centers, served where feasible by adequate sewer and water service, in ways that are compatible with local community character.

- **Redevelop first –** Take full advantage of existing development, infrastructure and public services through infill and redevelopment before developing new land outside of growth areas.   For example, ensure that development activity:
    - Maximizes residential, employment and business development in TOD (transit oriented development) sites;
    - Revives underutilized commercial and industrial sites;
    - Promotes revitalization in a socially equitable manner that enhances public amenities and improves the local quality of life while not displacing lower income residents; and
    - Takes the form of redevelopment and infill projects throughout much of the State.

- **Encourage mixed-use areas** – Promote, wherever possible, land use plans and development projects that integrate a mix of land uses into functional communities in which residents can live, work and play – meeting many of their daily needs – without driving.

- **Create Quality Places –** Plan and build attractive, desirable places for businesses to invest and people to live, learn, work, and play, and minimize market demand for development outside these areas.

- **Build walk-able communities** – Design communities to promote pedestrian-friendly environments in which homes, stores, schools, offices, and other uses are not isolated from one another; land uses are mixed so that people can access many amenities within the communities in which they live and work.

- **Support historic preservation** – Preserve the sense of place unique to each community through rehabilitation of historic structures as an integral part of community sustainability plans, recognizing that building reuse supports both energy efficiency and community character conservation goals.

- **Connecting with nature** – Provide access within a community to natural and recreational amenities through walking, bicycling, or transit, without exclusive reliance on automobiles.

- **Develop hazard resilience** – Plan and build Maryland's coastal communities and inland urban environments in a manner that protects human habitat and infrastructure from risks associated with climate change: sea level rise, coastal storms, precipitation-related weather extremes, and urban heat effects.

## Goal 2 - Preserve and protect environmentally sensitive and rural lands and resources from the impacts of development

Visions related to Goal 2:

**Vision 1**    **Quality of Life and Sustainability:** a high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;

**Vision 2**    **Public Participation:** citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

**Vision 8**    **Economic Development:** economic development and natural resource–based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged;

**Vision 9**    **Environmental Protection:** land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources; and

**Vision 10**    **Resource Conservation:** waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;

**Vision 11**    **Stewardship:** government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection;

**Vision 12**    **Implementation:** strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

To accomplish these visions, critical agricultural, water, natural and living resources necessary to sustain resource-based businesses and support quality of life for the population of the State must be identified and protected in perpetuity, including the opportunity for residents to access nature and enjoy the scenic beauty of our State.

### Benchmarks

The following PlanMaryland Benchmarks will be used to gauge progress toward Goal 2:

Established

- Restore the health of the Chesapeake Bay by 2020 *(Source: Governor O'Malley's Strategic Policy Goals)*

- Triple the number of acres of productive agricultural land preserved by the Maryland Agricultural Land Preservation Foundation (MALPF), GreenPrint, Rural Legacy, and local preservation programs by the year 2022. *(Source: SJ 10 / HJ 22 Maryland General Assembly 2002)*

Proposed

- Protect 300,000 acres from being converted to development between 2010 and 2030.

Possible ("xx" indicates a proposed benchmark with number to be determined.)

- Retain xx% of the Green Infrastructure acres identified in the GreenPrint

- Increase Tree Cover Statewide by xx% by 2030.

## Objectives

The following objectives will be pursued to achieve Goal 2 and the associated State Planning Visions through preservation and protection, as appropriate for a region and the size, population, economy and expected growth of each jurisdiction.

- **Protect the environment, natural resources and biodiversity** - Protect sensitive environmental areas through easement, public ownership and other means. Protect wetlands, lakes, rivers, and other water bodies from upland impacts.

- **Mitigate and enhance the environment** –Mitigate, restore and enhance already compromised natural resources and environmentally sensitive areas, through appropriate development and redevelopment activities. Mitigate and enhance environmentally sensitive lands and resources from the compromising impacts of development.

- **Support resource-based industries** – Protect, support and enhance resource-based industries such as agriculture, forestry, mining, outdoor recreation and tourism, seafood harvesting, renewable energy and other emerging industries from encroachment of incompatible land uses. Minimize the intrusion of rural residential development on resource lands. Promote the economic viability of resource –based businesses and the preservation of relatively large contiguous tracts that sustain resources and resource-based industries.

- **Safeguard water resources** – Ensure adequate supplies of groundwater and surface water. Protect areas integral to sustainable water resources used for public water supply, ecologically important or consumable aquatic natural resources, or other important public purposes.

- **Balance preservation and conservation** – Stabilize the land base of areas designated for preservation and conservation, which supports resource-based industries and preserves the cultural and historic resources. Limit the impact of development in order to protect the integrity of the resources and provide time for easement and land acquisition programs to achieve public land preservation and resource conservation goals.

- **Strategically invest in rural areas** – Target transportation infrastructure investments in rural areas to meet the needs of rural residents and resource-based industries and uses, while minimizing environmental impacts.

- **Promote adaptive and resilient ecosystems** –Identify, map and protect lands and waters that provide important ecosystem functions and services, from the impacts of climate change, development, impervious cover, invasive species and other pests and diseases.

- **Address climate change** – Reduce energy consumption and greenhouse gas emissions, particularly as they relate to energy supply and conservation, natural resources management, land use and transportation.

## Goal 3 - Ensure that a desirable quality of life in Maryland's communities is sustainable.

Visions related to Goal 3:

**Vision 1**    **Quality of Life and Sustainability:** a high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;

**Vision 2**    **Public Participation:** citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

**Vision 5**    **Infrastructure:** growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;

**Vision 6**    **Transportation:** a well–maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

**Vision 7**    **Housing:** a range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

**Vision 8**    **Economic Development:** economic development and natural resource–based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged;

**Vision 11**    **Stewardship:** government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection;

**Vision 12**    **Implementation:** strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

The third Goal of PlanMaryland addresses the need for economic, social, environmental and governmental systems that will support the quality of life in

Maryland's communities and natural landscapes without compromising land, water, air, natural and cultural resources fundamental to that quality:

## Benchmarks

The following PlanMaryland Benchmarks will be used to gauge progress toward Goal 3:

Established

- Double transit ridership by 2020 *(Source: Governor O'Malley's Strategic Policy Goals)*.

- Reduce Maryland's Greenhouse Gas Emissions by 25% by 2020 *(Source: Governor O'Malley's Strategic Policy Goals)*

Possible ("xx" indicates a proposed benchmark with number to be determined.)

- Reduce the percentage of freeway and arterial land-miles with average annual volumes at or above 2010 congestion levels by xx% in 2020.

- Improve the Jobs-Housing balance in Maryland's counties to achieve a ratio between x and x by 2030.

- Improve housing affordability by xx% by 2020.

## Objectives

The following objectives will be pursued to achieve this Goal and the State Planning Visions as appropriate for a region and the size, population, economy and expected growth of each jurisdiction.

- **Promote a safe and healthy environment** – Support new or existing economic, social, environmental, and governmental systems in Maryland that enhance the quality of life in Maryland's metropolitan and rural communities without compromising the land, water, air, natural and cultural resources.

- **Plan for growth** – Strategically plan and implement development, public infrastructure (e.g. water, sanitary sewer, transportation, and other facilities), and resource conservation to maximize healthy lifestyles and to minimize consumption of fossil fuels, greenhouse gas emissions, overuse of water supplies, production of waste, exposure to man-made and natural hazards, and pollution of air and water resources, and to retain the economic, ecological and scenic values of Maryland's landscapes. Manage Maryland's investment in public facilities to take advantage of existing assets, maximize the efficient use of resources and existing infrastructure, and phase in the orderly expansion of service.

- **Promote job growth** – Pursue economic development efforts that expand business prospects and enhance employment opportunities for all income levels, targeted to each region's natural resources, housing opportunities, public services and facilities. Improve access to training opportunities for people of all income levels.

- **Compete globally** - Leverage the power of Maryland's diversity, its geography, and Maryland's innovative economy in global trade, next generation manufacturing, bio-

tech, green-tech, clean-tech, cyber security, information technology, and aerospace. Advance a green economy through strengthened coordination, communication and education among State agencies, local government, the general public and the private sector.

- **Foster a balanced economy** – Build on and protect leading drivers of economic growth such as life sciences, information technology, and federal and military-related economic activity. Encourage State and local policies and practices that support resource-based industries, manufacturing, and service businesses to locate in the State, as well as provide an educated workforce. Make it easy to do business and live in Maryland through government (state, local and federal) transparency, predictability and automation.

- **Create a business friendly environment** – Expand opportunities for private investors and developers in order to have an enhanced business environment that has:
  - Clear and coherent public goals and objectives for development and community sustainability;
  - Predictable and transparent government decision-making processes;
  - Streamlined and coordinated State and local regulatory procedures for development;
  - Focused State and local resources and incentives;
  - Targeted job training and educational opportunities; and
  - Supportive policies for entrepreneurship and small businesses.

- **Promote healthy communities** – Improve the access that all residents of Maryland's metropolitan and rural population centers have to locally produced, high quality, nutritious food; local employment opportunities; natural environments for recreation and enrichment; affordable housing; alternative transportation choices; and high quality schools, without excessive travel, consumption of energy and degradation of the State's resources.

- **Expand transportation choices** – Provide integrated, efficient, and economical transportation systems that serve the mobility needs of Maryland's people, goods, and services, and that reduce reliance on automobiles and minimize greenhouse gas emissions. These systems include transportation options that provide mobility, convenience, and safety for all residents, including those who are disabled and/or transit-dependent.

- **Support affordable housing opportunities** – Ensure that an adequate supply of affordable housing is available for all income levels, commensurate with the housing needs in each community and region. Examine housing issues at the State and local level to identify housing production opportunities, barriers to affordability and strategies to achieve desirable residential neighborhoods.

- **Educate and advocate for public participation in decision-making at all levels** – Support public education and outreach that informs residents of the challenges facing

our communities, and encourages involvement in creating a more sustainable quality of life.

- **Collaborate and coordinate government's response –**Communicate and collaborate with government agencies at all levels to establish common priorities and achieve shared interests.  Create partnerships among government agencies, business entities, and residents to create sustainable communities balancing efficient growth and resource use with resource protection and conservation.  Coordinate State and local government plans, programs and implementation efforts to maximize effectiveness and efficiency to support sustainable communities.

- **Focus government efforts**– Utilize the geographic place designations of PlanMaryland to organize the efforts of State agencies and local governments and maximize the effectiveness of governmental resources.  Align State and local capital and non-capital plans, regulations, programs and procedures to achieve a consistent and coordinated strategy that addresses the impacts of growth, the benefits of preservation and the need for a sustained quality of life for all Marylanders.

- **Monitor and refine implementation –** Evaluate progress regularly at the State and local level in terms of achieving PlanMaryland's goals.  Make adjustments in implementation strategies as populations, land uses, businesses and economics change.  Routinely examine and improve the effectiveness of communication and coordination among state agencies and local governments to achieve the Plan's goals.

## *Addressing the Goals and Objectives: PlanMaryland Implementation Process*

PlanMaryland is essentially a policy and process plan.  It initiates three specific processes to address the visions, goals and objectives discussed above. These processes are covered in the following Chapters of the Plan:

- Defining the Geographic Focus of the Plan: Place Designation (Chapter 4);

- Development of Implementation Strategies (Chapter 5); and

- Management and Tracking of Progress (Chapter 6).

# Chapter 4: Defining the geographic focus of the Plan: Designated Places

One cannot plan without a map. Implementation of any plan for land use, sustainable resources and communities requires an understanding of the geographic context for implementation. For the Visions and Goals of PlanMaryland to be realized, changes on the ground must occur. PlanMaryland uses Designated Places to relate the Plan's goals to locations and desired public outcomes. More specifically, the purpose of Designated Places is to help identify where and how State agencies and, hopefully, local governments can best deploy their resources and work with the private sector to achieve specific Goals and Objectives of the Plan.

For State agencies and local governments to be on the same page, it is necessary to map and classify Maryland's landscape in ways that identify those locations where we want to focus resources for growth and preserve. Designating places will be a collaborative process, starting at the local level. Local governments may choose to participate and nominate Place and Special Area Designations for all, portions or none of the lands within their jurisdiction.

Place Designation is intended to build on geographic focal points already established through local comprehensive planning and zoning. Local zoning maps and ordinances have already established which land uses are allowed, where, and describe other features associated with those land uses. An assessment of generalized zoning on as statewide basis, discussed in Chapter 2, helped frame the place categories. Local governments and State agencies have also prepared plans, passed laws and allocated funding toward targeted growth and revitalization, as well as strategic preservation efforts. GreenPrint, AgPrint, and GrowthPrint, (collectively referred to as "the Prints" and discussed in Chapter 2, are GIS mapping tools that display many of these existing targeted State programs. As Places are designated in PlanMaryland, they will be reflected in future update to the Prints.

## Designated Places

PlanMaryland establishes five Place categories for growth, revitalization, land preservation and resource conservation, and maintaining public services and quality of life. These categories are:
- Growth and Revitalization Areas;
- Established Community Areas in Priority Funding Areas;
- Future Growth Areas;
- Low Density Development Areas; and
- Rural Resource Areas.

The purpose and intent of each Place category is described in the following sections. The criteria used to designate these places can be found in PlanMaryland's Place and

Special Area Designations Element.  Special Area Designations that may overlap one or more of the Place Designations are described later in this chapter.

## *Growth and Revitalization Areas*

### General Description

Growth and Revitalization Areas will vary in character and intensity of development depending on the region of the State and size of the community. These Areas are broadly defined to emphasize mixed use, higher density residential and business development, historic residential neighborhoods, and employment opportunities, and to better connect residential and business populations to retail, transportation (including public transit), educational, recreational and employment opportunities in these Centers.

Growth and Revitalization Areas are also intended to build on existing Priority Funding Areas (PFAs), which rely heavily on land use and residential density as defining criteria, by incorporating additional criteria that support the goals of this Plan.  These criteria will be considered in light of each jurisdiction's size, population, rates of growth, employment, economy, infrastructure, and resource constraints, as further discussed in PlanMaryland's Place and Special Area Designations Element. Sustainable Communities designated under the Sustainable Communities Act of 2010, if nominated by a local jurisdiction, will be automatically recognized as part of the jurisdiction's Growth and Revitalization Area.

### Purpose

The purpose of a Growth and Revitalization Area designation is to:
- Provide focal points for dense, mixed-use growth, economic development, and revitalization;
- Accommodate a significant portion of a jurisdiction's non-resource based residential, business and job growth.
- Support achievement of PlanMaryland's Goal 1 (Concentration of growth in suitable areas) and Goal 3 (Ensure a desirable quality of life for Maryland is sustainable) and their respective Objectives, focusing appropriate infrastructure expansions and economic development efforts to support this growth, commensurate with each jurisdiction's size, population, economy and projected growth.
- Increase the supply of desirable residential and commercial development within a jurisdiction, minimize market pressure for growth outside PFAs, and thereby support achievement of PlanMaryland's Goal 2 (Protect environmentally sensitive and rural lands from the impact of development) and its Objectives;
- Integrate transportation and land use to provide a high level of accessibility to goods, services and resources, and to facilitate non-motorized travel, and, where appropriate, transit use.

## Designations

Local governments that choose to do so will nominate Growth and Revitalization Areas, which are located within Priority Funding Areas. See the Designation Process section of this chapter for details on how Place designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Growth and Revitalization Areas.

## *Established Community Areas in Priority Funding Areas*

### General Description

Established Communities in PFAs are areas in a jurisdiction's Priority Funding Area that already provide many Marylanders places to live, work, and play, but for the most part are not intended for substantial growth or revitalization. While PFAs are generally sized for a 20 year horizon, the Established Community portion is not targeted for State and local government resources to accommodate growth.

### Purpose

The purpose of an Established Community Area designation is to:
- Provide diverse, stable places in which residents and businesses continue to live, work and play and support the stability of property values.
- Maintain the quality of life, and social and economic function, and protect the character of existing residential and commercial neighborhoods.
- Maintain public facilities and services to the Established Community.
- Support the infrastructure and service needs of the community, addressing existing deficiencies, without expanding public facilities and service capacities that encourage growth.
- Promote sustainability enhancements where possible.

### Designations

Local governments that choose to do so will nominate Established Community Areas, which are located within Priority Funding Areas. See the Designation Process section of this chapter for details on how Place designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Established Community Areas.

## *Future Growth Areas*

### General Description

A Future Growth Area is typically undeveloped land that is not ready to be developed, but that the local government has recognized as a logical place for community expansion. In municipalities, Future Growth Areas may be parcels

identified in the local comprehensive plan's municipal growth element. Local and State resources are not usually allocated to advance development of these areas, at this time, but these areas are included in long range planning efforts to ensure the continuity of public infrastructure and land use compatibility.

## Purpose

The purpose of a Future Growth Area designation is to:
- Identify areas, either currently located within the jurisdiction or outside, where future growth will take place, but are not currently the primary target for local and State resources.
- Plan for the long-term, phased public and private investment in the community.
- Plan for public facilities and services.
- Provide for the long term land use compatibility of the community and identify potential inter-jurisdictional issues.

## Designation Process

Local governments that choose to do so will nominate Future Growth Areas. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Future Growth Areas.

## *Low Density Development Areas*

### General Description

Low Density Development Areas can be characterized as low density, auto-dependent, and single-use, with large lot single-family houses being the most prevalent land use. Typically these areas are not served by public water and sewer, but may require higher levels of public services than agricultural and other resource-based uses. Some of these areas accommodate significant population.

### Purpose

The purpose and intent of the Low Density Development Area designation is to:
- Identify these areas for land use purposes.
- Maintain existing levels of public services.
- Minimize the impacts of existing and future Low Density Development Areas on rural and other resource lands, resources and resource-based industries.
- Discourage expansion of Low Density Development Areas.
- Limit development-related public facilities and services that support additional Low Density Development Areas.
- Minimize public funding for projects, programs and services that encourage additional non-resource-based development in Low Density Development Areas.

## Designations

Local governments that choose to do so will nominate Low Density Development Areas, which are located outside of Priority Funding Areas. See the Designation Process section of this chapter for details on how Place designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Low Density Development Areas

## *Rural Resource Areas*

### General Description

Rural Resource Areas are typically those areas in a jurisdiction where land preservation and conservation efforts take place. Generally, these areas are not located in urban areas. These areas will often have resource-based industries, such as agriculture or forestry, that need to be protected. Other areas may have natural, historic, or cultural resources that may be endangered by urban development. In many cases, these Rural Resource Areas also have a Special Area designation for added resource protection.

### Purpose

The purpose and intent of the Rural Resource Area designation is to:
- Identify areas rich in agricultural, natural, forestry and other rural resources.
- Identify areas integral to water supply and quality standards.
- Identify properties with significant terrestrial and aquatic living resources, and habitats.
- Identify areas that support outdoor recreation and tourism.
- Provide a geographic frame of reference for achieving PlanMaryland's Goal 2 (Preserve and protect environmentally sensitive and rural lands and resources from the impacts of development) and its related Objectives.
- Protect the land, water, and environmental and living resources that are crucial to sustainability and quality of life.
- Limit non-resource based development to levels that will support and sustain the resources.

### Designations

Local governments that choose to do so will nominate Rural Resource Areas, which are located outside of Priority Funding Areas. See the Designation Process section of this chapter for details on how Place designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Rural Resource Areas

# Designated Special Areas

PlanMaryland establishes five Special Area Designation categories that local governments can select from when identifying areas to protect and preserve..  As with Place Designations, local governments may choose to participate and nominate Special Area designations for all, portions or none of the lands within the jurisdiction.   Special Area Designations may overlap one or more of the previously described Place Designations, as well as one or more other Special Areas, and generally describe locations where State and local resources and/or regulations are devoted to land preservation and resource conservation.  The Special Areas are:

- Priority Preservation Areas for Agriculture.
- Ecological Areas.
- Water Resource Areas.
- Historic and Cultural Areas.
- Areas subject to the effects of Climate Change.

## *Priority Preservation Areas for Agriculture*

### General Description

Priority Preservation Areas (PPA) for Agriculture are identified by local zoning ordinances as intended for the conservation of agricultural and related rural resource lands.  These (mostly) undeveloped lands lie outside Priority Funding Areas.  These areas are recognized by the State Certified Agricultural Program, consequently, State and local programs are already coordinating in many of the ways conceived by PlanMaryland for this category of Special Areas.

As established through the Agricultural Certification Program, Priority Preservation Areas for Agriculture designated through PlanMaryland are areas:

- Rich in agricultural, natural, forestry and other rural resources that support agricultural resource-based industries and numerous important ecosystem functions and features;
- Of a size that is appropriate to support diverse forms of profitable agricultural production consistent with the local comprehensive plan;
- Supported by local goals in the local comprehensive plan to preserve at least 80% of the undeveloped land remaining in the delineated Area at the time of certification, and to protect the integrity of agricultural operations and industry;
- Governed by local zoning, land use management and preservation tools that stabilize the resource land base, support resource-based industries, and provide enough time to achieve State and local land preservation goals before they are compromised by development.

### Purpose

The purpose of a Priority Preservation Area for Agriculture designation is to:

- Preserve and protect agricultural lands and related rural resources from the impacts of development.

- Protect resource-based industries in Maryland's rural areas – such as agriculture, forestry, mining, outdoor recreation, tourism, seafood harvesting, renewable energy and other emerging industries – from encroachment and impacts of incompatible development.
- Limit development on and around rural lands through effective land use controls, incentives, and innovative funding mechanisms, in order to preserve large contiguous tracts of land to sustain the resources and resource-based industries.
- Ensure that transportation infrastructure in rural areas meets the needs of rural residents and resource-based industries, and does not undermine conservation objectives by encouraging incompatible development.

## Designations

Under the State Agricultural Certification Program,[1] local governments apply to the Maryland Department of Planning and the Maryland Agricultural Land Preservation Foundation for certification of their adopted Priority Preservation Areas. Designation of PPAs through PlanMaryland will occur through the established procedures of the Agricultural Certification Program. More information on the criteria used to evaluate and designate PPAs are found in PlanMaryland's Place and Special Area Designations Element.

## *Ecological Areas*

### General Description

Ecological Areas support terrestrial and aquatic living resources, habitats, and ecosystem functions of regional or statewide significance, as well as human uses of these areas. They include tidal fisheries, bay and coastal ecosystems; non-tidal fisheries, wetlands, rivers and streams; forests and other lands comprising major hubs and connecting corridors of green infrastructure; wildlife and endangered species habitats; and areas targeted for land conservation, public use and recreation.

### Purpose

The purpose of an Ecological Areas designation is to:
- Preserve and protect environmentally sensitive and ecologically significant lands, waters and resources from the impacts of development.
- Protect resource-based industries in and around Maryland's natural resource areas – such as agriculture, forestry, mining, recreation, tourism, seafood harvesting, renewable energy and other emerging industries – from encroachment and the impacts of incompatible land uses.
- Ensure that development in and around natural resource areas is minimized through land use controls, incentives, and innovative funding mechanisms, to protect the long-term integrity of living resources, habitats and biological communities

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[1] State Finance and Procurement Article, § 5-408, Certification of county agricultural land preservation programs, and COMAR 14.34, Certification of County Agricultural Land Preservation Programs.

- Ensure that the transportation infrastructure in natural resource areas meets the needs of residents and business and does not undermine conservation objectives by encouraging incompatible development.

## Designations

Local governments that choose to do so will nominate Ecological Areas for designation. See the Designation Process section of this chapter for details on how Special Area designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Ecological Areas.

### *Water Resource Areas*

## General Description

Water Resource Areas are integral to safeguarding a sustainable water supply and consist of:
- Surface water supply watersheds.
- Outcroppings of confined aquifers used for public water supply.
- Groundwater recharge areas of other aquifers important as public or private water supply.

## Purpose

The purpose of a Water Resource Areas designation is to:
- Protect public and private water supply, water quality standards and designated beneficial uses established under the Clean Water Act.
- Protect water resource-based industries in Maryland – such as aquaculture, recreation, tourism, renewable energy and other emerging industries – from the impacts of incompatible land uses.
- Ensure that development on and around water resource areas is minimized through effective land use controls and incentives, and through innovative funding mechanisms to preserve tracts of land that are large and contiguous enough to sustain the water resources.
- Ensure that transportation infrastructure in Water Resource Areas meets the needs of residents and resource-based industries but does not undermine conservation by encouraging incompatible development.
- Protect lands and waters providing important ecosystem functions and services from the impacts of climate change, development, impervious cover, invasive species and other pests and diseases.

## Designations

Local governments that choose to do so will nominate Water Resource Areas. See the Designation Process section of this chapter for details on how Special Area designations will occur. See PlanMaryland's Place and Special Area Designations

Element for the detailed criteria used to evaluate and designate Water Resource Areas.

## *Historic and Cultural Areas*

### General Description

Historic and Cultural Areas are more than the historic preservation efforts associated with a particular building.  Historic preservation should be viewed as a broader approach to growth, redevelopment, investment, and land use decisions. Historic and Cultural Areas can be found in places designated for growth, revitalization, preservation or existing communities where no changes are expected. Historic and Cultural Resource Areas should be identified and protected, while also encouraging local governments and private property owners to make full use and appreciation of these resources.  The existence and promotion of these resources often enhance areas and make them more attractive for economic development, tourism, and other private investment.

### Purpose

The purpose of a Historic and Cultural Areas designation is to:
- Encourage State agencies and local governments to achieve the growth, housing, and economic development needs of a community through the maintenance, rehabilitation, and adaptive use of historically, architecturally, and culturally significant buildings, sites, structures, and districts.
- Prioritize and incentivize investment in the rehabilitation of existing building stock.
- Retain, maintain, and enhance the distinguishing designs, materials, uses, and spatial relationships that make the area historically, architecturally, and culturally significant.
- Ensure that new construction within Historic and Cultural Resource Areas complement the character of the existing building stock and environment.
- Minimize or avoid impacts to archeologically sensitive areas and create policies for identifying and recovering such resources when impacts cannot be avoided.

### Designations

Local governments that choose to do so will nominate Historic and Cultural Areas. See the Designation Process section of this chapter for details on how Special Area designations will occur.  See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Historic and Cultural Areas.

## *Areas subject to the effects of Climate Change*

### General Description

Areas subject to the effects of Climate Change are lands likely to experience two feet of relative sea level rise by the middle of the century and as much as four feet or more by the end of the century, as determined by Maryland's Commission on Climate Change. These areas will also be more vulnerable to storm surge damage or stormwater flooding from extreme weather events, as well as non-coastal areas impacted by climate change.

### Purpose

The purpose of designating Areas Subject to the Effects of Climate Change is to:
- Identify, map, preserve and protect critical natural and man-made environments from the impacts of climate change and related natural hazards. Critical natural environments include those that perform important ecosystem functions and services and buffer built environments from the impacts of climate change and related natural hazards. Critical improved environments include infrastructure and areas of concentrated development.

### Designations

Local governments that choose to do so will nominate Areas Subject to the Effects of Climate Change. See the Designation Process section of this chapter for details on how Special Area designations will occur. See PlanMaryland's Place and Special Area Designations Element for the detailed criteria used to evaluate and designate Areas Subject to the Effects of Climate Change.

## Designation Process

The Place or Special Area designation sequence is described below; however, prior to beginning the formal designation process local governments are encouraged to evaluate their existing plans, programs and procedures, as well as review other possible resources, such as State and federal agencies, non-profit organizations, and private sector sources, related to achieving the Goals and Objectives of PlanMaryland within their jurisdiction. The Maryland Department of Planning will assist local governments with the assessment process and identify potential data sources. The designation process does not require local governments to revise their comprehensive plans beyond the statutory six-year assessment process, nor do local governments have to adopt specific regulations or capital financing to receive designation. Designations of Places and Special Areas are based on the totality of local government's current and future efforts to achieve the purpose of that specific designation.

PlanMaryland's Place and Special Area Designations Element identifies the designation criteria that would be used to evaluate nominations. Local governments are encouraged to utilize these criteria when reviewing local plans, programs and regulations. If a local government decides to pursue Place and Special Area designations, they should examine plans, programs and regulations that may further the Visions, Goals and Objectives identified in PlanMaryland, beyond those mentioned in PlanMaryland's Place and Special Area Designations Element. This is similar to the effort performed by State agencies as part of the Implementation Strategies described in Chapter 5.

Local governments should also present how the Place and Special Area designations will be used by the local government and what benefits may be associated with certain designations. Chapter 5 of PlanMaryland, Implementation Strategies, provides a more detailed explanation of how the Place and Special Area designations may be used by State agencies to align State capital and non-capital plans, programs and procedures in order to achieve the Goals and Objectives of the Plan.

During the initial development of the Implementation Strategies, State agencies will prepare a report on their initial assessment of their major plans, programs and procedures that relate to PlanMaryland, determine how the Place and Special Area designations could be used, and identify anticipated benefits when the associated Implementation Strategies are completed. Designation of Places and Special Areas will be coordinated with the preparation of Implementation Strategies to ensure that:

- Local governments will understand how designations will be used and what the major benefits associated with the designation are, prior to Implementation Strategies being executed.
- State agencies learn whether local governments may be interested in pursuing a particular designation or would likely take advantage of the prospective benefits of the Place and Special Area designation.
- Local governments will be given a reasonable period of time to go through the designation process prior to any Implementation Strategies being executed where Place and Special Area designations are used in funding, regulatory or other State agency actions.

## *Preliminary Local Nominations and State Feedback*

Each jurisdiction will have the opportunity to nominate Place and Special Area designations, based on the designation criteria found in PlanMaryland's Place and Special Area Designations Element. To begin the designation process, local governments will identify these potentially designated Places and Special Areas and request State agency feedback. Local governments are encouraged to consider nominating all applicable Places and Special Areas within their jurisdiction at one time to facilitate a comprehensive State assessment of their Preliminary Local

Nominations, <u>but this will not be a requirement</u>.  If a jurisdiction wants to nominate all or part of the county or municipality for one or more of the Place or Special Area designation, it will be up to the local government.

The purpose of the Preliminary Local Nominations and State Feedback is to determine:

- If local nomination of an area is likely to receive Local/State Designation in PlanMaryland, according to the criteria found in PlanMaryland's Place and Special Area Designations Element.
- Identify issues or concerns about nominated places or the local capital and non-capital plans, programs and procedures needed to support achievement of relevant PlanMaryland Goals and Objectives in the subject area.

More generally speaking, the preliminary process is designed to help local governments assess the ease or difficulty involved in seeking PlanMaryland designations, to discuss strategies for moving forward with nominations, and to provide realistic expectations for the process.  The Maryland Department of Planning will coordinate the State agencies' response in evaluating a preliminary local nomination.

## *Local Nomination and Designation*

Locations nominated by local governments for Place and Special Area designation will be reviewed by the State according to the criteria in PlanMaryland's Place and Special Area Designations Element.  These criteria, which will be developed with local government input, are not a one-size-fits-all prescription that applies equally in all regions and jurisdictions.  Instead, they are intended to apply in each jurisdiction in ways that are commensurate with size, population, economy and expected growth.

The purpose of the Local/State Designation process is to recognize that local governments already have targeted areas and may add specific areas in the future for growth, revitalization, or the conservation of one or more priority resources.  This process will give the State and local governments the opportunity to coordinate and optimize their efforts.  Local/State Designations will be based upon demonstration by local governments that their capital and non-capital plans, programs and procedures are aligned and coordinated to achieve the Goals and Objectives of PlanMaryland for these areas.  Local/State Designations will be confirmed by the Smart Growth Subcabinet in accordance with the process described in Chapter 6.  The Maryland Department of Planning will notify each jurisdiction if their nominated areas have received Local/State Designation.  The State will also publish updated PlanMaryland Designated Places and Special Areas maps periodically depict the location and boundaries of each Place and Special Area designation.  In the case of GrowthPrint, once areas have been formally designated as Growth and Revitalization Areas they would also be added with other areas

already targeted by State programs for growth and revitalization as shown on the GrowthPrint GIS map.

Designation of Special Areas is intended to serve multiple purposes; first and foremost Local/State Designation aligns State and local government efforts in a collaborative manner to target resources. The designation of Special Areas also enables State agencies to coordinate their efforts to more effectively and efficiently protect and enhance resources within Maryland. In working with local governments to designate Special Areas, there may be a Special Area identified that is critical to a State agency's statutory goals and public obligations. In that circumstance, a State agency itself may nominate that Special Area. If possible, the State agency should make the nomination jointly with local governments. State nominations will be considered using the same criteria established in the PlanMaryland's Place and Special Area Designations Element. A State-nominated Special Area that does not have local government support through its capital and non-capital plans, programs and procedures, may still warrant State Designation.

## Ongoing Evaluation of Designations

Designated Places and Special Areas will be re-assessed during the evaluation of a jurisdiction's comprehensive plan, at least every six years in synch with the review and amendment cycle required in State law. Local governments may, at those times or through interim comprehensive plan amendments, propose reclassifications of areas within PlanMaryland as appropriate. As part of the routine local comprehensive plan updating, designated Places and Special Areas that no longer meet the intended purpose or the criteria listed in PlanMaryland's Place and Special Area Designations Element need to be collaboratively re-classified appropriately, through the Local/State designation process. Changes in designations will be reflected in the regular updates to PlanMaryland and any associated maps.

## State and Local Commitments for Designated Places

Local/State Designations signify an important starting point to implement PlanMaryland and will engender substantial State and local commitments to achieve the Goals and Objectives of the Plan. State agencies' commitment to implement PlanMaryland will occur through the preparation and execution of Implementation Strategies associated with Places and Special Areas. Local government's commitment to implement PlanMaryland in the Local/State designated Places and Special Areas is through its comprehensive plan, planning and zoning tools, capital improvement program, and other local implementation mechanisms. The effectiveness of State agencies and local governments to follow through with these commitments will be monitored as part of the PlanMaryland Oversight process discussed in Chapter 6.

# Place and Special Area Implementation Schedule

The following schedule of activities and timeframes have been established to ensure a fair and orderly designation process:

- PlanMaryland's Place and Special Area Designations Element
    - o Draft Available September 2011
    - o Final Accepted by Governor March 2012
- State Agency Report on Assessment of Major Programs, Identification of Implementation Strategies and Benefits of Place/Special Area Designation
    - o Initiated September 2011
    - o Final Report March 2012
- First Round of Place/Special Area Designations
    - o Initiate Nominations April 2012
    - o Culmination of 1st Round Designation December 2012
- Execution of Implementation Strategies where Place and Special Area designations are used in funding, regulatory or other State agency actions
    - o No sooner than January 2013

# Chapter 5: State Coordination and Implementation

One of the principal means to achieve the Goals and Objectives of PlanMaryland is to align and better coordinate State and local capital and non-capital programs, policies, and procedures for growth, revitalization, preservation and sustainability.  At the State level, agencies with relevant programs and procedures will work in consultation with the Maryland Department of Planning to develop Implementation Strategies for PlanMaryland in ways that are compatible with existing State statutory and public obligations.  The Implementation Strategies are also intended to promote coordination and collaboration with local governments to achieve the Goals and Objective of PlanMaryland.  To effectively accomplish this at the local level, the Implementation Strategies should utilize the Place and Special Area designations, where appropriate, to strengthen the focus of growth, revitalization and preservation in those designated areas.

Implementation Strategies are strategic actions that State agencies will pursue to realign State programs and procedures to create a coherent and consistent framework that supports the Goals of the Plan, both across agencies and programs and over time, while recognizing the multiple, overlapping goals of the various agencies that make up state government.  As a policy and management tool, PlanMaryland is not intended to articulate the exact programmatic steps that a State agency will do or require.  Rather, the Strategy contains the conceptual structure of the approach, identifies the major stakeholders, and describes generally the expected benefit from implementing the strategy.  The details on how the Strategy is executed will be responsibility of the lead State agency(ies).

PlanMaryland Implementation Strategies are intended to use existing laws and regulations to further the Goals and Objectives of the Plan.  The Implementation Strategies, themselves, do not supersede existing laws and regulations that State agencies must follow.  In those instances where a State agency may have discretionary authority associated with an existing policy, program or procedure, the Implementation Strategies represent a coordinated approach using many of the State programs and procedures listed below to be more effective in promoting growth and preservation in appropriate areas of Maryland.  Through the implementation of PlanMaryland, if State agencies identify the need to amend laws or regulations to more effectively achieve the desired public outcomes, those laws and regulations will be subject to the legislative process under the General Assembly and/or the State's rules regarding the promulgation of new or revised regulations.

State programs and procedures considered in developing Implementation Strategies may include but are not limited to:
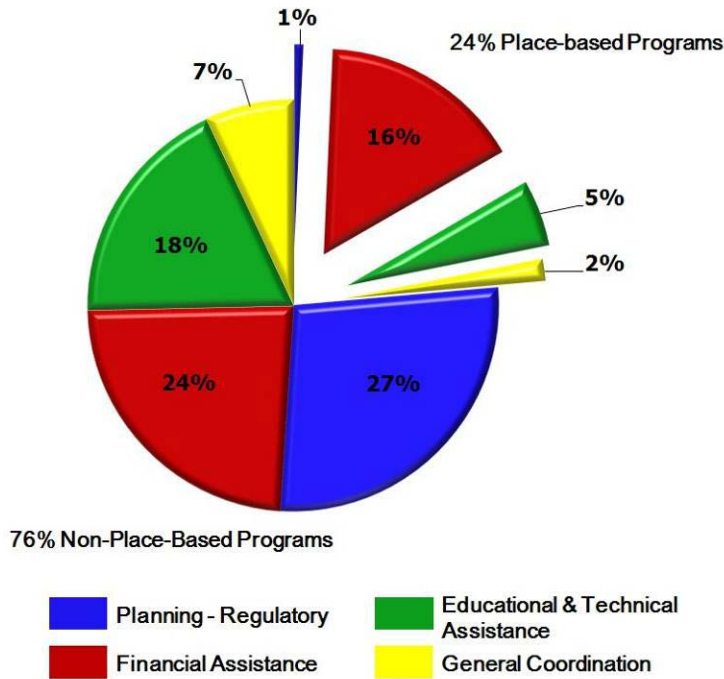
- capital and non-capital budgeting;

- construction, rehabilitation, and repair projects;

- licenses, permits, loans, loan guarantees, and grants, to some degree;

- expenditures of public funds for land and resource conservation;

- regulatory procedures and priorities, to some degree;

- technical assistance, planning and support for infrastructure, schools, recreation, economic development, housing and other community-related enhancements;

- leases and State property transfers; technical assistance and training; and

- allocation of capital and non-capital resources to geographic areas and programs.

Recognizing each State agency's statutory authority and obligations, PlanMaryland may have limited ability to influence policies and actions in some of these areas.  Many State agencies also administer a number of federal programs, which come with their own rules and regulations.  However, some federal programs allow states or local governments to tailor the federal assistance to meet the needs of individual communities.  In developing Implementation Strategies, State agencies will take advantage of any flexibility in federal programs as they realign their own strategic efforts to further the Goals and Objectives of PlanMaryland.

These Implementation Strategies, in conjunction with Place and Special Area Designations, provide a consistent framework across State agencies and functions.  As a result, the opportunities for local governments and the private sector to maximize return on their own investments will become more predictable, with that return coming through achievement of both their own objectives and the Goals and Objectives of the Plan.

## *Agency Assessment*

Currently, most State programs are not oriented to specific PlanMaryland geographies.  An assessment of nearly 300 programs in eleven State agencies found that only 24% of the programs have place-based orientations, i.e. are geographically targeted.  (A place-based program has eligibility criteria, benefits or other program features that vary depending on area or location.)  The rest of the State programs do not vary criteria, benefits or services based on location. Through the Implementation Strategy process, each agency will have the opportunity to evaluate if more State programs should be aligned geographically to better support PlanMaryland Goals and Objectives.

1%
7%
24% Place-based Programs
16%
5%
18%
2%
24%
27%
76% Non-Place-Based Programs

Planning - Regulatory
Financial Assistance
Educational & Technical Assistance
General Coordination

One example of how State agencies programs could be re-aligned to better meet PlanMaryland's Goals and Objectives is Maryland Department of the Environment's (MDE) Integrated Project Priority System (IPPS). MDE uses two rating systems to rank loan applications for capital projects – one for water quality projects and one for drinking water projects. Once basic eligibility criteria are met, the applications receive points based on characteristics of the project. In 2010, MDE revised the rating system to incorporate points for sustainability in addition to environmental water quality benefit, public health benefit, and cost-effectiveness. For example, points are given for projects that fix existing infrastructure, expand sewage treatment plants to accommodate new development or redevelopment in sustainable communities, or incorporate green elements such as positive climate change impact.

## *Assessment Process*

The following steps will guide the implementation assessment process for each department, working in consultation with the Maryland Department of Planning:

- Identify the most important existing State laws, capital and non-capital programs and procedures that potentially affect development, conservation, and sustainability as defined through the Goals and Objectives of PlanMaryland;

- Evaluate all applicable federal grants, loans or services available to the State, along with the potential impact of any existing or proposed federal programs on the State;

- Determine which existing laws, programs and procedures significantly influence achievement of the Goals;

- Integrate, to the extent possible, the Goals and Objectives of the Plan as fundamental guiding principles for programs and procedures with the most significant potential effects;

- Identify and minimize instances where programs or procedures compromise or contradict the goals of the Plan;

- Where necessary, identify, for the consideration of the Governor and the General Assembly, statutory changes necessary to support the goals of the Plan;

- Align and focus programs and procedures to support the Goals in ways that complement a department's existing statutory goals and public obligations; and

- Develop recommendations for better aligning relevant programs with the goals of the Plan.

## *Strategy Development*

Implementation Strategies should identify the current challenges or opportunities that need to be addressed to achieve the Goals and Objectives of PlanMaryland; describe the desired public outcomes; generally layout the approach to achieve these outcomes, and identify who should be involved in achieving this strategy. Once a State agency has prepared the Implementation Strategy, the State agency will execute the strategy independently through the preparation of individual implementation mechanisms, i.e. programs, procedures or regulations. For example, the MDE program change example previously described is potentially one implementation mechanism of several that make up a larger overarching Implementation Strategy related to promoting sustainable developing in MDE's capital water loan programs.

When a program or procedure with significant potential to affect achievement of the Plan's Goals is identified, the relevant State agency and the Department of Planning will explore how the program or procedure can help achieve the Plan's goals in a manner that is consistent with the agency's existing statutory or other public obligations. For the complex issues impacting the economic and physical development of the State that do not fall under the responsibility of an individual agency, the State will develop Implementation Strategies using multi-agency efforts similar to Maryland's recently developed Climate Action Plan. Each agency will bring to the process its own inter-governmental collaborations with local governments and the private sector to ensure these are considered in strategy development. Some of these multi-agency Implementation Strategies, such as the State Housing Plan, may be so integral to the success of PlanMaryland that they are incorporated into PlanMaryland as one of the Plan Elements. Other Implementation Strategies may be directed to inter-jurisdictional issues, such as the coordination of federal, state and local land use concerns, like promoting compatible land development adjacent to BRAC and other federal facilities.

State Implementation Strategies will be the principal driving force for implementation of PlanMaryland. They will provide the incentives, in the forms of State capital, regulatory, planning, and service programs, for local

governments to implement the Plan. In conjunction with local government actions, State Implementation Strategies will also provide many reasons for the private sector to support Plan goals.

Initial Implementation Strategies that will be developed for PlanMaryland will take advantage of existing State programs that:

- Already are aligned (e.g., PFA funding rules) or have already been somewhat re-aligned with PlanMaryland's Goals (e.g., public school construction funding policy outside Priority Funding Areas, provisions in stormwater management regulations that allow requirements for on-site impervious and environmental site design to be satisfied through off-site mitigation according to an approved watershed management plan);

- Are in the process of being better coordinated with PlanMaryland (such as the relationship between Sustainable Communities and Designated Growth and Revitalization Areas); and

- Are well poised to become better coordinated with the Plan (Growth Offset strategy under the Bay TMDL Watershed Implementation Plan, and incentives and requirements for sustainable transportation/ land use practices through air quality and transportation programs).

These are a few of the implementation mechanisms associated with Implementation Strategies believed to be important to achieving the Goals of PlanMaryland. With stakeholder input (i.e., State agencies, local governments, non-profit organizations, private developers and the public), other implementation mechanisms can be identified to support widespread achievement of Plan Goals in a manner that is unique to the character of Maryland's regions, towns and communities.

## *Guidelines for Implementation Strategies*

In developing the Implementation Strategies and any associated implementation mechanisms, the following general guidelines for preparing Implementation Strategies will be followed:

- Each strategy benefits both the original public purpose of the relevant program or procedure, and supports the Goals of PlanMaryland,

- Conflicts between established program procedures and use of the program to support Plan Goals are resolved in ways that are compatible with existing statutory guidelines and fulfill existing public obligations governing the relevant program,

- Parties or interests that may be affected by re-aligning the relevant program are involved in and have the opportunity to influence strategy development, and

- In formulating and carrying out strategies, steps are taken to resolve or minimize conflicts and potential negative impacts on public and private interests.

Depending upon the Implementation Strategy, State agencies should use the following issue specific implementation guidelines as they align and coordinate their capital and non-capital plans, programs and procedures to achieve the Goals and Objectives of the Plan. These issue specific guidelines cover:

1. Agriculture and Rural Resource Lands
2. Sustainable Transportation-Land Use System
3. Water, Sewer, Schools and other Public Facilities
4. Water and Natural Resources Protection
5. Lands Subject to Climate Change Impacts
6. Economic Development
7. Community Design
8. Social Equity, Safety and Education
9. Housing and Neighborhood Revitalization
10. Sustainability of Energy, Food, and Water
11. Capital Budgeting
12. Open Space in the Built Environment

## Guidelines for Agriculture and Rural Resource Lands

- Maximize the return on public investment in land preservation by investing strategically where preservation is supported by local goals and land use practices.

- Where appropriate, resource protection should be complimentary to an overall economic development strategy that recognizes the need for employment in rural communities.

## Guideline for a Sustainable Transportation-Land Use System

- Better coordinate transportation and land use decision-making to maximize efficiencies and infrastructure investment and to support Maryland's environmental, social and economic sustainability.

## Guideline for Water, Sewer, Schools and other Public Facilities

- Maximize Maryland's environmental, social and economic sustainability through State supported infrastructure and public facilities.

- Encourage greater local government and private sector investments that support land use patterns that further PlanMaryland's Goals and Objectives for designated growth areas.

- Maximize, to the extent possible, public return on investments in water, sewer and other public facilities.

- Maximize State investment in community buildings and public facilities, such as libraries, by coordinating locational decisions as early as possible between local and State entities

## Guidelines for Water and Natural Resources Protection

- Protect important aquatic and terrestrial natural resources.

- Where there is overlap or conflict between Growth and Revitalization Areas and Special Areas look for balanced resolutions that achieve the public objectives for conservation and development.

## Guidelines for Lands Subject to Climate Change Impacts

- Promote the safety and well-being of Maryland's citizens by avoiding infrastructure capacity improvements that increase human exposure to natural disasters.

- Avoid assumption of the financial risk of development and redevelopment in vulnerable coastal areas.

- Ensure wise and sound public investments in Maryland's sea level rise inundation zone (i.e., lands 0 – 4 feet above mean sea level).

## Guidelines for Economic Development

- Promote economic development through the combined efforts of State and local governments to:
  - advance knowledge-based and technology-driven industries, particularly information technology and life sciences, and
  - support regional and economic diversity through investment in Maryland's traditional sectors of agriculture, manufacturing and tourism.

- Promote administrative and statutory changes as needed at the State and local levels that result in:
  - Increased predictability, transparency and efficiency of the decision-making processes for development projects in PlanMaryland designated growth centers;
  - Reduced costs of development through the elimination of unnecessary or inefficient regulatory practices; and
  - Regulatory flexibility that allows State agencies to promote development, resource conservation, and a sustainable quality of life consistent with Plan Goals and Objectives, in ways that are compatible with agencies' existing statutory obligations.

## Guidelines for Community Design

- Promote community design through the combined efforts of State and local governments to create economically dynamic, attractive and sustainable places for people to live and work.

## Guidelines for Social Equity, Safety and Education

- Promote social equity, safety and education insofar as possible in land use, development and preservation matters to achieve PlanMaryland's Goals and Objectives..

## Guidelines for Housing and Neighborhood Revitalization.

- Promote affordable housing opportunities for all incomes through the combined efforts of State and local governments to achieve economic health and neighborhood stability.

- Promote and preserve housing opportunities and create innovative community development initiatives to meet the challenges of a growing Maryland and ensure that all Maryland citizens have the opportunity to live and prosper in affordable, desirable and secure housing in thriving communities.

## Guidelines for the Sustainability of Energy, Food, and Water

- Promote sustainable energy use and generation.

- Strengthen local food systems so that all residents of the State have access to safe, nutritious, and affordable local food produced in a way that protects the environment, enhances the economy, encourages land preservation, and improves nutrition, with particular emphasis on places that are underserved by supermarkets and other food vendors.

- Protect water quantity and quality within reservoir watersheds and the groundwater recharge areas of confined and unconfined aquifers used for water supply.

## Guidelines for Capital Budgeting

- Use State investment in capital improvements to encourage development, redevelopment and economic growth in locations best suited to accommodate growth and achieve PlanMaryland Goals and Objectives.

- Minimize State investments that may compromise or damage historic, cultural, and natural resources or environmentally sensitive lands.

- State-funded capital improvements for new construction will be guided by departmental plans and consistent with Plan Maryland goals. To the extent practicable State capital investments should be made according to the following priority sequence:

  1. Protection of Public Health and Safety.

  2. Infrastructure Maintenance and System Preservation.

  3. Redevelopment, Enhancement Improvements and Capacity Expansions in Designated Growth and Revitalization Areas.

  4. Enhancement Improvements in Established Communities.

  5. Enhancement Improvements in communities outside PFAs.

- State capital investments should be based on a long-range strategic plan that considers purpose, future needs, and efficient delivery of services to achieve the Goals and Objectives of the Plan. However, State capital improvements will, from time-to-time, occur outside of designated growth areas, established communities, and outside of Priority Fund Areas. These investments remain eligible for an exemption as defined by law and, to the maximum extent practicable, include measures to preclude or minimize induced growth resulting from the capital investment.

## Guidelines for Open Space in the Built Environment

- Maximize opportunities for physical activity by promoting safe, convenient, and connected walking paths, trails, and bikeways, as well as neighborhood-based park and recreational options.

- Promote policies that support open space, recreation, and other opportunities for physical activity through the combined efforts of State and local government.

## *Coordination and collaboration by State and local governments*

The Goals and Objectives of PlanMaryland cannot be achieved without the cooperation and active participation of local governments helping to follow through with the Implementation Strategies that come out of this process.

The development of all PlanMaryland Implementation Strategies will take place under the auspices of the Smart Growth Subcabinet, as discussed further in the *Management and Tracking Progress Chapter* (Chapter 6). State agencies will work to resolve conflicts that may be identified and realign programs or procedures to support Goals and Objectives of the Plan, and report these conclusions to the Smart Growth Subcabinet. If necessary, the Smart Growth Subcabinet will consider unresolved issues and recommend solutions. The decision on acceptance of the Implementation Strategy will be made by the Smart Growth Subcabinet in accordance with the process described in Chapter 6.

It should be noted while Chapter 5 focuses predominantly on State agencies realigning their plans, programs and procedures to achieve the Goals and Objectives of the Plan, it is equally important that local governments take steps to align their policies, programs and procedures for PlanMaryland to be successful. As part of each Implementation Strategy that impacts local governments, the strategy should include efforts to encourage local governments to be a partner in achieving PlanMaryland's Goals and Objectives.

## *Schedule for Implementation Strategies*

The implementation of PlanMaryland recognizes that each State agency's program assessment will be a significant undertaking, which will occur through a multi-year process. During the first stage of Implementation Strategy development the lead State agencies with primary land and infrastructure

responsibilities will be asked to report on their initial assessment of major plans, programs and procedures related to PlanMaryland, determine how the Place and Special Area designations could be used, and identify anticipated benefits when the associated Implementation Strategies are completed. Preparation of this report by these State Agencies will be submitted to the Smart Growth Subcabinet prior to initiating any designations for Places and Special Areas. This report will include a listing of all Implementation Strategies anticipated to be prepared prior to a 1st Round of Local/State Designations of Places and Special Areas. This first round of Implementation Strategies will be coordinated with the designation process to ensure that:

- Local governments will understand generally how designations will be used and what some of the major benefits associated with the designation, prior to Implementation Strategies being executed;

- State agencies learn whether local governments may be interested in pursuing a particular designation or would likely take advantage of the prospective benefits of the Place and Special Area designation; and

- Local governments will be given a reasonable period of time to go through the designation process prior to any Implementation Strategies being executed where Place and Special Area designations are used in funding, regulatory or other State agency actions.

## *Implementation Strategies Schedule*

The following schedule for development of Implementation Strategies has been established:

- State Agency Report on Assessment of Major Programs, Identification of Implementation Strategies and Benefits of Place/Special Area Designation
    - Initiated – September 2011
    - Final Report – March 2012

- First Round of Implementation Strategies
    - Initiate – September 2011
    - Culmination of 1st Round of Implementation Strategies, submitted and accepted by the Subcabinet – December 2012

- Execution of Implementation Strategies where Place and Special Area designations are used in funding, regulatory or other State agency actions
    - No sooner than – January 2013

- Second Round of Implementation Strategies
    - Initiate – January 2013

# Chapter 6: Management and Tracking Progress

Management of PlanMaryland's implementation will occur under the auspices of the Smart Growth Subcabinet, with oversight and advice from the Maryland Sustainable Growth Commission. Recognizing the importance of local governments to the successful implementation of the Plan, the Plan's management structure also includes a collaborative outreach and review process coordinated by the Maryland Department of Planning and monitored by the Sustainable Growth Commission.

## Role of the Sustainable Growth Commission

The Sustainable Growth Commission served an important advisory function during the initial preparation of PlanMaryland, and will play an even more critical role advising the Smart Growth Subcabinet throughout the Plan's implementation. Section 5- 706 of the State Finance and Procurement Article points out that the Sustainable Growth Commission will "advise on the content and preparation of the State development plan, State transportation plan, and State housing plan and the implementation of these plans, including the relationship of these plans with local land use plans." Given the diversity of perspectives and breadth of knowledge on the Sustainable Growth Commission, the Commission will provide the Smart Growth Subcabinet a comprehensive and effective sounding board to explore the issues identified as the Plan is put into action.

The Sustainable Growth Commission will provide guidance on the Plan's implementation by reviewing the efforts of the Smart Growth Subcabinet, State agencies, counties and municipalities. The Commission has traditionally established workgroups to investigate specific issues related to its charge, as well as perform various assigned tasks. It is expected that the Commission will establish one or more standing workgroups that will monitor the Plan's implementation and make recommendations on proposed Implementation Strategies.

To keep the Commission apprised of ongoing efforts to put PlanMaryland into action, the Maryland Department of Planning (MDP) will report at least annually to the Sustainable Growth Commission on the Plan's overall implementation, and will provide interim progress reports throughout the year, as needed, to solicit guidance on proposed implementation mechanisms. The Commission will in turn advise the Smart Growth Subcabinet regarding needed adjustments to PlanMaryland and the implementation process.

## Role of the Smart Growth Subcabinet

The Smart Growth Subcabinet is responsible for managing the Place Designation process and development of Implementation Strategies, the two essential elements of PlanMaryland. The Place Designation process and the development of Implementation Strategies will provide the means to geographically and

programmatically align the State, local governments and the private sector to achieve the Goals and Objectives of PlanMaryland.  While the real work of implementing the Plan occurs through an ongoing commitment of the State, through the individual agencies, and local governments, success can only be achieved if both levels of government maintain their focus and commitment to these goals over time. It will be the job of the Smart Growth Subcabinet to oversee this effort in achieving a sustainable Maryland as characterized in the twelve Visions and by extension the PlanMaryland's Goals and Objectives.  The Subcabinet will provide the leadership necessary to advance a collaborative effort among State agencies and local governments, directing available resources in a targeted manner to effectively promote smart growth.  The Subcabinet's role also includes ensuring the consistency of the State's effort to put the Plan into practice, facilitating the resolution of policy and program conflicts that may arise, monitoring the Plan's progress, and recommending adjustments to achieve the Plan's Goals.

Some of the primary duties of the Smart Growth Subcabinet related to PlanMaryland are:

- Coordinate the consolidation of knowledge and information on specific institutional approaches to develop effective Implementation Strategies to achieve PlanMaryland Goals and Objectives.

- Disseminate knowledge and information to agencies and local governments for application through their own capital and non-capital plans, programs and procedures.

- Collaborate at the inter-agency level to ensure the success and ongoing implementation, monitoring and updating of the Plan.

- Market, educate, and advocate for PlanMaryland within each State agency.

- Design inter-agency guidance and tools to implement PlanMaryland

- Facilitate resolution of problems or conflicts that impede Plan implementation.

The Subcabinet will also promote an outreach effort to create a network of intra-agency participants to ensure effective two-way communication within State Government about the Plan and how it can be improved to achieve its Goals and Objectives.  Participants from local governments, the private sector, interest groups, and the general public will be invited to help share their own knowledge and insights, in order to ensure adequate consideration of their perspectives  and to improve cooperation and coordination between their constituencies and the State. Other outreach efforts, such as the Planning Director's Roundtable, will be used to disseminate information and obtain feedback on PlanMaryland's implementation.

## Implementation Strategies

The Smart Growth Subcabinet will facilitate the evaluation of proposed Implementation Strategies to ensure that the most effective strategies can be pursued to achieve the Plan's Goals and Objectives.  Where appropriate, the sponsoring State

agencies may to reach out to local governments and other stakeholders to determine the impact and effectiveness of the proposed Implementation Strategies. The Smart Growth Subcabinet will take final action to accept the Implementation Strategy, or will request that the proposed Implementation Strategy be returned to the sponsoring State agency for further revisions.

## Place and Special Area Designation Process

The Maryland Department of Planning (MDP) will be the Smart Growth Subcabinet's coordinating agency for the Place and Special Area Designation process, helping local governments apply the criteria from PlanMaryland's Place and Special Area Designations Element to prospective locations within their jurisdiction. MDP will also facilitate the distribution of available State information that local governments may need in identifying prospective Places and Special Areas.

Local governments may choose to participate and nominate Place and Special Area Designations for all, portions or none of the lands within their jurisdiction   Upon preliminary nomination of Place and Special Area designations by a local government, MDP will initiate a review by State agencies. Feedback from State agencies on preliminary local nominations will be shared with Smart Growth Subcabinet. MDP will report to the Subcabinet a summary of their findings on consistency with criteria from PlanMaryland's Place and Special Area Designations Element, and any recommendations, prior to sending official State comments to the local government.

MDP will initiate the Local/State Designation process upon receipt of a nomination from a local government or State agency. Similar to the preliminary local nomination review process, the designation steps will be:

1. MDP initiates State agencies review based on established criteria in PlanMaryland's Place and Special Area Designations Element. If additional information is needed MDP will coordinate with State agencies to obtain it from the nominator.

2. The State agencies submit their review and recommendations regarding the requested Place or Special Area Designation to MDP.

3. The Subcabinet  review of the nominated Place and Special Area Designation will consider:

   - The criteria in the PlanMaryland's Place and Special Area Designations Element.

   - State agencies' assessments and recommendations;

   - Evaluation of consistency in applying the designation with previous Place or Special Area Designations;

   - Determination of whether the State and/or the local capital and non-capital plans, policies, ordinances, regulations, and procedures are likely to support achievement

> of PlanMaryland's Goals and Objectives for the proposed Designated Place or Special Area; and

4. MDP will submit the consolidated State agency recommendation to the Smart Growth Subcabinet for final decision on the Place or Special Area Designation. The local government will be informed of the MDP's recommendation and given an opportunity to comment prior to submission of the recommendation to the Subcabinet..

5. The Smart Growth Subcabinet will review and make its determination on nominated Place and Special Area Designations.

Based on initial experience of the Place and Special Area Designations, the Subcabinet may establish a formal protocol for the designation process.

## Maintaining Consistency and Coordination over Time

To maintain focus and ensure consistency and coordination over time, PlanMaryland proposes to establish a Consistency Review Process that the Smart Growth Subcabinet can use to evaluate PlanMaryland's implementation. The evaluation process will be facilitated by the Maryland Department of Planning, but the actual evaluation of individual programs and projects will be conducted by the respective State agencies. As part of the Consistency Review Process, the Smart Growth Subcabinet should establish a procedure to investigate concerns raised that State policies and procedures may appear contrary to the Goals and Objectives of the Plan. The intent of the Consistency Review Process is to evaluate the consistency of State Implementation Strategies and Place/Special Area Designations in achieving the Goals and Objectives of PlanMaryland. This consistency review process is not directed to the evaluation of local government comprehensive plans. The structure and process used to conduct the consistency review will be developed as one of the first Implementation Strategies for PlanMaryland.

## Ongoing Collaboration and Outreach

Given the diversity of issues that will affect PlanMaryland's success, there is no one outreach approach or public hearing process that can ensure participation by all the stakeholders that should be involved in PlanMaryland's implementation. A number of public participation techniques will be used based on the subject matter and the potentially impacted community. This includes an ongoing collaboration among the members of the Smart Growth Cabinet and representatives of counties and municipalities throughout Maryland. Regardless of the approach, the public participation process must be as open and transparent as possible.

## PlanMaryland Completion and Amendment Process

Once the Planning Department Secretary has determined that PlanMaryland is complete pursuant to Title 5 - State Planning, Subtitle 6 – State Development Plan of the State Finance and Procurement Article, the Plan will be transmitted to the

Governor and filed in accordance with Section 5-605.  Subsequent amendments to PlanMaryland, such as PlanMaryland's Place and Special Area Designations Element, once finalized, will also be reviewed and filed in accordance with Section 5-605.

> § 5-605. Review and filing of Plan by Governor.
>     (a)  In general. - On completion, the Secretary shall send to the Governor the Plan, any substantial part of the Plan, or any revision to the Plan.
>     (b)  Filing by Governor.- The Governor shall file with the Secretary of State the Plan, part of the Plan, or revision to the Plan, together with any comments made by the Governor, and, in that event:
>     (1) the Department shall make copies of the material filed available for general distribution or sale; and
>     (2) the Governor shall send copies of the material filed:
>         (i) to the head of each unit of the State government; and
>         (ii) subject to § 2-1246 of the State Government Article, to the General Assembly.

## *Measuring Performance*

One of the keys to successful implementation is a strategy to monitor progress towards the Goals and Objectives of PlanMaryland.  MDP proposes to create a yearly progress report that captures the impacts of decisions by State agencies and local governments over both the preceding year, and cumulatively over multi-year periods.  Much of the information reported by MDP associated with implementing PlanMaryland will have been collected by State agencies and local governments throughout the year for various other reporting purposes.  PlanMaryland's reporting process will avoid additional or redundant data collection and evaluation, but rather utilize to the extent possible legislatively mandated reporting and existing reporting systems – such as local government annual reports and StateStat.  StateStat is a performance-measurement and management tool implemented by Governor Martin O'Malley to make State government more accountable and more efficient.

Determining all appropriate metrics that should be used to measure PlanMaryland's progress cannot be identified before the Plan implementation begins; for a number of reasons:

- **Targets should be set after a baseline of data has been collected**.

    o  Some of the potential metrics will utilize information collected during the Place/Special Area designation process, based on the criteria in PlanMaryland's Place and Special Area Designations Element.

    o  Other metrics may be identified through the initial state agency assessments associated with the Implementation Strategies.  The Plan establishes long-term goals for the State.

    o  Over time, as data are collected and evaluated, it will be appropriate to set targets for the measures being evaluated.  For many measures, the Plan implicitly identifies long-term targets (i.e., all priority funding areas can

accommodate a minimum of 3.5 units per acre).  For others, and as data are collected over several years, more short-term targets should be set based on a combination of what is achievable and what would help move the State towards the goals of the Plan.  The setting of targets can be challenging, but a careful, open process will help focus State and local government efforts on what can be done in the short term to help meet the goals of the Plan.

- **The measures are expected to evolve**.  Performance measurement is not a static process but one that evolves as new issues arise and data and technology improve.  However, MDP will strive to maintain consistency in the reporting procedures and to minimize unnecessary changes to measures.

Based on these considerations, the measures used to assess PlanMaryland's progress can be found in PlanMaryland's Metrics Element, which will be updated from time to time based on available information.  Both the Metrics Element and MDP's annual progress reporting will adhere to the following principles of performance management:

- **Reporting will be organized around Plan Goals and Objectives**.  Measures will be selected in areas that are directly related to these goals and objectives.

- **The measures will capture public outcome conditions**.  The goals of the Plan, as described in Chapter 3, answer the question, "What will Maryland look like when this goal is achieved?"  Reporting should attempt to measure these outcomes, and not the inputs or outputs of State and local programs.  Many measures of this sort have already been described in Chapter 2.

- **Reporting will be measured both statewide and locally**.  The Goals and Objectives of PlanMaryland are intended to apply at both the statewide and local levels, recognizing variations in the natural and built landscapes.  The measures will be reported at the statewide level, to show overall progress, and at the regional or county level.

- **Reporting will include an update on the Place and Special Area Designation process**.  The report will identify those areas that have been identified as Designated Places and Special Areas, as well as note specific examples of progress towards meeting the purpose and intent for each category of designation.

- **Reporting will include an update on Implementation Strategies.**  The report will document progress made in aligning State capital and non-capital policy, programs and procedures to achieve the Goals and Objectives of PlanMaryland.  This report will provide an update on how State programs are becoming more place-based.

- **Reporting will represent only a small portion of the total achievement**.  There are a large number of measures that could be considered for the progress report.  Further, the relationship between outcome measures and more direct measures of State program and local land use planning outputs are likely to be complex.  Progress reporting should be used to help shape discussions around those relationships–e.g., how will changing programs impact the outcomes that relate to the goals of the Plan?  But the progress report cannot be a repository for every measure of land use planning in the State.

PlanMaryland

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