

**Amendment 93 to Council Bill No. 28 -2023**

**BY: Liz Walsh**

**Legislative Day 11**

**Date: 10/02/2023**

**Amendment No. 93**

*(This Amendment makes the following changes to HoCo by Design Chapters 2, 6, 10, 11, and Appendix B to:*

- Chapter 2: Growth and Conservation Framework* - *Deletes a reference to detached accessory dwelling units in the Rural West;*
  
- Chapter 6: Dynamic Neighborhoods* - *Deletes references to detached accessory dwelling units in Policy Statement DN-2 and the subsequent Implementing Action;*
  - *Deletes a reference to detached accessory dwelling units occurring during the renovation of existing homes;*
  - *Deletes a reference to detached accessory dwelling units in Implementing Action on design guidelines for Policy Statement DN-4;*
  - *Deletes a reference to detached accessory dwelling units potentially connecting to existing septic systems;*
  - *Deletes a reference to detached accessory dwelling units being a potential downsizing option for Older Adults;*
  
- Chapter 10: Managing Growth* - *Deletes a sentence requesting that APFO Task Force study the impact that detached accessory dwelling units would have on APFO;*
  
- Chapter 11: Implementation* - *Deletes references to detached accessory dwelling units in Policy Statement DN-2 and the subsequent Implementing Action;*
  - *Deletes a reference to detached accessory dwelling units in Implementing Action on design guidelines for Policy Statement DN-4;*

Appendix B:  
Character Areas

- *Deletes a reference to detached accessory dwelling units being a housing option in the Rural Conservation Area;*
- *Deletes a reference to building types and massing for detached accessory dwelling units in the Rural Conservation Area;*
- *Deletes a reference to detached accessory dwelling units being a housing option in the Rural Living Area;*
- *Deletes a reference to building types and massing for detached accessory dwelling units in the Rural Living Area;*
- *Deletes a reference to building types and massing for detached accessory dwelling units in historic areas;*
- *Deletes a reference to building types and massing for detached accessory dwelling units in single-family neighborhoods;*
- *Deletes a reference to building types and massing for detached accessory dwelling units in mixed-use neighborhoods.)*

1 In the *HoCo By Design* General Plan, attached to this Act as Exhibit A, amend the following  
2 pages as indicated in this Amendment:

- 3 • Chapter 2: Growth and Conservation Framework, page 18.
- 4 • Chapter 6: Dynamic Neighborhoods, pages 40, 46, 47, 55, and 59.
- 5 • Chapter 10: Managing Growth, page 21.
- 6 • Chapter 11: Implementation, page 37 and 38.
- 7 • Appendix B: Character Areas, pages 7, 8, 9, 11, 14, 17, and 23.

8  
9 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
10 amendment.

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Expansions to the PSA for water and sewer service since 1990 have been very limited. In 1993, the County Council voted to extend water service to include the area around the Alpha Ridge Landfill. This extension was done solely out of concern for potential future groundwater contamination that might originate from the landfill; therefore, only water service is provided in this area. No sewer service is allowed and no change from rural land uses or zoning was authorized in this location.

Throughout the planning process, many community members expressed a desire to expand housing opportunities, especially for affordable housing, west of the PSA. The Housing Opportunities Master Plan recommends the County explore strategic locations in the Rural West (and other undeveloped, non-preserved areas of the County), where it may be feasible to accommodate increased development for more affordable housing opportunities while balancing other priorities such as water and sewer capacity, historical context, and agricultural preservation goals. HoCo By Design used CommunityViz to evaluate parcels outside the PSA that could accommodate higher-density residential development if zoning changes were made<sup>1</sup>. County agencies explored a wholesale expansion that moved the PSA to the western edge of the Rural Residential zone, since most of the land immediately adjacent to the PSA is already either preserved by easements or subdivided into smaller lots accommodating homes under separate ownership. Additionally, the scenario planning process looked at an expansion west of Maple Lawn, where there are fewer acres of permanently preserved land west of the PSA, so there is land that could accommodate residential development requiring water and sewer infrastructure.<sup>2</sup>

In both expansion cases, moving the PSA presented several challenges, including:

<sup>1</sup> More information on the CommunityViz model methodology can be found in the CommunityViz Methodology for Scenario Planning document, which is available from the Department of Planning & Zoning.

<sup>2</sup> More information about the PSA wholesale expansion can be found in the Planned Service Area Expansion Report: Growth Choices Workshop, March 2021; more information about the Maple Lawn expansion can be found in Scenario D in the Scenario Planning Guide, a copy of which is available from the Department of Planning and Zoning.


- **Delivery of public services** – Given that most of the available parcels are not adjacent to the PSA line, additional development at higher-densities would take on a scattered geographical pattern, which would not allow for efficient delivery of public services. Schools, fire, police, recreation and aging services, transportation, and public utilities would need to accommodate a larger and more dispersed population. This type of service delivery is counter to Smart Growth efforts where such services have been planned for in a more efficient and economical manner within the existing PSA.
- **Environmental impacts** – Significant development, especially that which would require new roadway construction, would have detrimental impacts to water quality and stream health in the Rocky Gorge Dam watershed in the southeastern portion of the County. This would run counter to the County’s participation in an interjurisdictional agreement designed to protect WSSC drinking water supply reservoirs. More information on the interjurisdictional agreement can be found in Technical Appendix A: Environment.
- **Limited multi-modal transportation options** – Disbursed development patterns would be difficult to serve with transit, which generally requires housing developments to be clustered in nodes or hubs accessible to transit riders. Additionally, due to rights-of-way (ROW) acquisition challenges, there are limited opportunities for bike and pedestrian infrastructure.
- **Fiscal impact** – The cost of expanding the PSA is significant. The estimated cost of new water/sewer infrastructure is approximately \$2 million per mile. This cost estimate does not include the cost of ROW acquisitions or the cost of new treatment plants and other water/sewer infrastructure that would be required to accommodate the significant new growth in this area.
- **Land preservation in the Rural West** – The County has a 50-year history of preserving agricultural and environmental land in the Rural West through the Agricultural Land Preservation Program (ALPP) and the Zoning Regulations. Much of the land west of the PSA is now permanently preserved or already developed in a low-density residential subdivision context. Throughout the Rural West, residential and agricultural land abut or are within proximity to each other. A wholesale expansion of the PSA could fundamentally change the rural character of the West and exacerbate land use conflicts between farms and nearby residences.

Given these implications, the County will maintain the public water/sewer boundary in its existing location and small incremental changes can be assessed on a case-by-case basis if supported by General Plan policies. However, there are opportunities for additional housing in the Rural West that may achieve affordable housing goals, as outlined in this Plan, such as missing middle housing, ~~detached~~ accessory dwelling units, and rural crossroads development. Additionally, in the policy below, piecemeal PSA expansions can be considered for low- and moderate-income housing, such as missing middle or older adult housing.

HoCo By Design proposes one minor expansion of the PSA—adjoining the Board of Education property on Route 108. Because of its location at the interface of the Rural Residential zone and the Planned Service Area, this property should be designed to establish a transition that is compatible with and enhances surrounding communities. Additionally, one property proposes an expansion to the water service only area of the PSA, located at the intersection of Frederick Road and Triadelphia Road.

Map 2-2 outlines HoCo By Design’s proposed Growth Tiers and PSA boundary, including a minor expansion for a future school site adjoining the Board of Education property along Route 108.


## DN-1 Policy Statement

 Increase opportunities for missing middle housing through the creation and use of zoning tools and incentives.

### Implementing Actions

1. Evaluate conditions where duplex and multiplex homes can be compatible with existing neighborhoods and permitted by-right in a greater number of residential and mixed-use zoning districts.
2. Identify and eliminate barriers in the Zoning Regulations and Subdivision and Land Development Regulations to housing stock diversification. Ensure that bulk regulations are realistic for these housing types and do not preclude their potential on existing lots.
3. Expand the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include missing middle housing types, such as stacked townhomes, cottage clusters, and multiplexes, and consider appropriate parking requirements for these housing types.
4. Evaluate and establish one or more of the following zoning tools and incentives as potential opportunities to create missing middle housing:
  - a. Zoning overlays or floating zones that could be applied to activity centers, transportation corridors, or other areas that are appropriate for this housing type.
  - b. Smaller lot sizes (lot width and lot area).
  - c. Density-based tools such as transfer of development rights or density bonuses.
  - d. Tax incentives for developers and/or land owners.
  - e. Flexible development standards such as maximum building size or lot coverage.
5. Establish regulations that disperse missing middle homes throughout the County so that neighborhoods contain a proportionate mix of different housing types and can balance other infrastructure needs.
6. Explore opportunities to work with public and private partners to build missing middle housing demonstration projects or provide models and designs for these housing types.

## DN-2 Policy Statement

 Allow attached ~~and detached~~ accessory dwelling units (ADUs) on a variety of single-family attached and single-family detached lots that meet specific site development criteria in residential zoning districts.

### Implementing Actions

1. Establish a clear, predictable process and location-specific criteria for ADUs.
2. Revise the Zoning Regulations and Subdivision and Land Development Regulations to allow attached ~~and detached~~ ADUs that meet pre-determined location and site criteria. Provide parking requirements as needed.
3. Establish a clear definition of ADUs in the updated Zoning Regulations.
4. Direct the Adequate Public Facilities Ordinance (APFO) task force to develop recommendations as to the applicability of APFO to accessory dwelling unit creation or construction.

## Infill Development in Existing Residential Neighborhoods

While existing residential neighborhoods in Howard County generally have one residential dwelling per lot, there may be opportunities through residential infill development to introduce missing middle housing typologies and accessory dwelling units (ADUs). During the planning process, some participants expressed concerns that new development, especially missing middle housing types or ADUs, could detract from the existing neighborhood character; therefore, preserving the character of existing neighborhoods is paramount when developing any housing type, including single-family detached homes. All missing middle housing and single-family detached homes should attempt to maintain the scale, massing, and building orientation of existing development. For example, a quadplex with four apartments or condos can be designed to look nearly the same as a single-family detached home, allowing it to fit seamlessly into the neighborhood. When parking is located in the rear of the lot, accessed from an alley or a front-loaded driveway, the occupancy of the building can appear to be no different from the adjacent houses. Design requirements, pattern books, and/or other character-based regulations offer predictability for what new diverse housing types will look like.

In addition to the form of a house itself, various other factors contribute to neighborhood character, including road networks, architecture, tree canopy, and open space. Refer to the Quality By Design chapter for additional guidance on maintaining the character of single-family neighborhoods.

Throughout the planning process, concerns were also raised that ADUs would cause an owner-occupied single-family neighborhood to convert to a rental community. In consideration of these concerns, it is important to note that ADUs are not a new housing typology. As noted previously, detached ADUs were permitted in Howard County until the 1970s. Detached ADUs are often found on historic sites as a carriage or coach house. These structures historically doubled as a shelter for a horse-drawn carriage and living quarters for workers. Currently, attached ADUs are permitted



and mostly undetected in a neighborhood. Not only have many of these housing types existed for centuries, they have successfully conformed to the neighborhood character and have not yet turned owner-occupied single-family communities into rental communities. As previously noted, between 2015 and 2020, there were 99 attached ADUs permitted in the County.

New development not only has to consider its impact on neighborhood character, but also its impact on the environment. In addition to dwelling units, new development can include additions to existing homes, driveway expansions, and accessory structures such as garages or pool houses. If new development disturbs more than 5,000 square feet, it is required to comply with county stormwater management regulations. Because disturbances less than 5,000 square feet do not contribute much in the way of environmental impacts to stormwater, management is not required.

By virtue of their smaller size, newly-constructed ADUs are likely to disturb less than 5,000 square feet and would be treated akin to customary single-family home additions or garages. If disturbance for an ADU exceeds 5,000 square feet, stormwater management must be provided to treat runoff.

Additionally, given the cost to build a new dwelling, such as an ADU, it is unlikely that many residents/property owners will have the resources to build these structures immediately or rapidly. Most ADUs are envisioned to be renovations within existing homes ~~or detached structures, such as garages, barns, or pool houses~~. In many instances these structures already exist and could be converted to a self-contained residence, resulting in limited impacts to stormwater runoff (with the exception of any off-street parking or paved access that may be required).

However, as identified in the Ecological Health chapter, watershed health, flood risk, and other environmental concerns should be considered for any new development, including new ADU structures.



## DN-4 Policy Statement



Allow the development of small-scale missing middle housing and accessory dwelling units (ADUs) that respect the character and integrity of their surroundings and meet specific site conditions in single-family neighborhoods.

### Implementing Actions

1. Establish design requirements, pattern book, or character-based regulations for missing middle housing types **and detached accessory dwelling units** to ensure that new construction is consistent with the character of the surrounding existing housing.
2. Establish provisions in the regulations that include dimensional and design standards to ensure neighborhood compatibility, off-street parking requirements, minimum lot sizes, and other standards.
3. Explore zoning and other incentives for minor subdivisions that consist of missing middle housing types and explore form-based or character-based zoning for these types of residential infill developments.
4. Evaluate how accessory dwelling units and other types of new development could enhance or impact stormwater management practices.



### Opportunities to Increase the Supply of Income-Restricted Housing Units

Inclusionary zoning policies typically encourage the construction of homes affordable to low- and moderate-income households in communities where there are higher area median incomes. In Howard County, the Moderate Income Housing Unit (MIHU) program is an inclusionary zoning program that requires developers of new housing in specific zoning districts to sell or allocate a portion of new dwelling units to low- or moderate-income households.

The MIHU requirements are established in 20 zoning districts and require that 10-25% of any new residential development be affordable to households earning 40-80% of the Howard County Area Median Income (AMI). Generally, the total production of MIHUs is proportionate to the overall quantity of new residential units constructed. As of June 2021, there were 770 MIHU rental apartments and 402 MIHU homeownership units that had been rented or sold to low- and moderate-income households in 30 communities throughout the County. Most rental units are in the eastern part of the County (Elkridge and Southeast). Additionally, county regulations ensure the units in the MIHU program remain affordable to low- and moderate-income households in perpetuity. As new developments are built, more units are required to enter the program. All MIHU prices are dependent upon the County's AMI and are set by the Howard County Department of Housing and Community Development.



## Housing Opportunities in the Rural West

The Rural West is a unique and special place in Howard County and should maintain its rural character. As previously noted, residential development in the Rural West follows a low-density, large-lot development pattern with a significant percentage of land preserved through agricultural and environmental easements. The Rural West also includes three Rural Crossroads, which are small nodes of mixed-use areas with a focus on commercial activity along a rural highway. While the Rural West presents some opportunities to expand and diversify its housing options, especially in areas with greater school capacity, it is not intended for significant development as it lacks access to public water and sewer.

Smaller, more affordable missing middle housing units, such as modest duplexes, would likely require a shared sewage disposal system or multi-use sewerage system (a type of sewerage system that serves more than one lot, or more than one user on a single lot, respectively). These systems can be costly to install, and annual maintenance fees could present challenges to owners or renters of moderately priced dwelling units. ~~Depending on the septic system, soil, and the site, detached ADUs could potentially connect to existing septic systems with capacity. However, this may require changes to state code. County and state code clarifications related to facility ownership, regulation, and maintenance may also be necessary prior to implementation.~~ With smaller lots and clustered homes, more households could connect to one shared or multi-use sewerage system, which could make these systems more cost-effective options. Zoning changes may be needed to allow for smaller lots in the west.

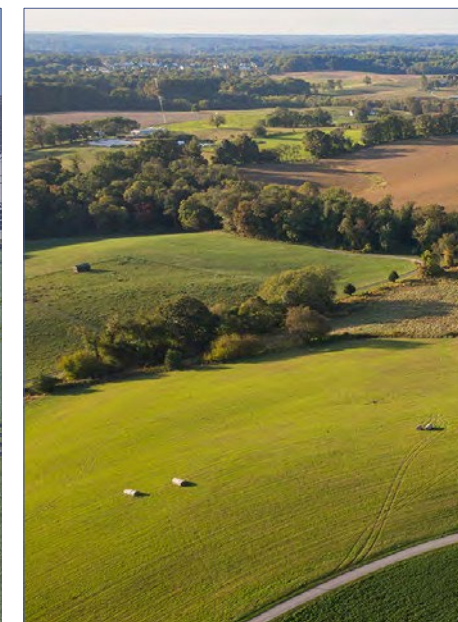
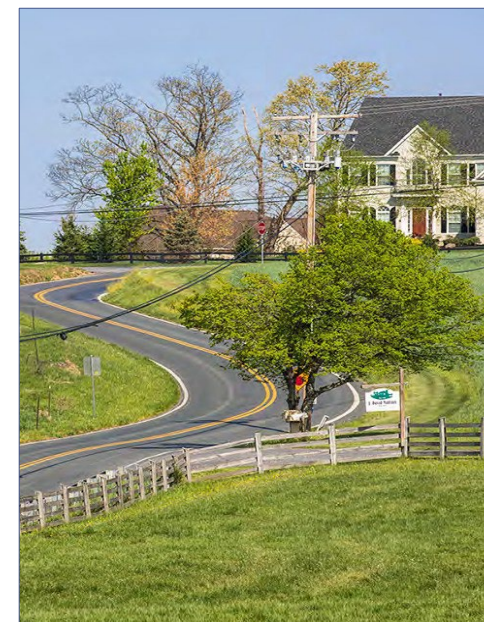
The Rural West is also home to most of the County's farming community, with significant land permanently preserved through easements. With residential land uses often adjacent to agricultural uses, there is potential for conflict between farmers and their neighbors. Neighbors frequently have concerns with farming practices, such as pesticide spraying, equipment/tractor noise, odors and dust, slow-moving tractors on roads, and agribusiness operations on the farm that bring visitors to the area. Additionally, new housing developments sometimes remove existing mature tree stands that can serve as natural buffers and screening between agricultural and residential uses. As new housing is developed in the west, it is important that new residential development incorporate adequate buffering and screening, including preserving wooded perimeter areas where possible, to minimize any potential adverse impacts between uses.

## MaryLand aGricuLturaL ConfLict ResoLution SerVice

According to the Maryland Department of Agriculture, the Maryland Agricultural Conflict Resolution Service is the official US Department of Agriculture (USDA)-certified agricultural mediation program for Maryland, offering confidential assistance to help resolve agriculture related issues in a productive environment.

Further, the farming community has experienced challenges with hiring and paying their workers. Farm workers in Maryland earned an average annual wage of \$32,890-\$33,400 in 2019. With an annual wage this low, farm workers representing an individual household likely have difficulty living in the County and making ends meet. The Economic Prosperity chapter discusses the challenges in the agriculture industry in greater detail. However, this chapter includes policies and actions that focus on improving relationships between farm operations and their neighbors and creating affordable housing opportunities for farm workers.

Maintaining the rural character of the West, minimizing conflicts between residential and agricultural land uses, addressing environmental concerns, and meeting the needs of the farming community are paramount in expanding housing options. By guiding residential and commercial development in the Rural Crossroads (see the Focus Areas Technical Appendix), permitting ADUs, encouraging affordable housing for farm workers, and allowing the use of community or shared well and shared or multi-use sewerage systems for certain residential development opportunities, the Rural West may provide opportunities to expand the County's housing mix.



# housing for a groWing OLDER aDuLt PopuLation: age-frienDLy Communities

Although Howard County has historically been home to many families with children, its empty nester household base is aging. In response to this trend, the County launched the Age-Friendly Howard County Initiative in 2019. This initiative involved an 18-month process of community engagement, research, and planning to develop a strategic plan that will move the County toward becoming a more cohesive livable community for persons at all ages and stages in life. The Age-Friendly Howard County Action Plan was released in December 2021.

The Action Plan describes the following:

- By 2030, one in five Howard County residents will be 65 or older and 8,000 residents will be 85 years or older—double the number of individuals in that age group today.
- 5.6% of individuals aged 65 or older live below the poverty level.
- Of those living alone, 3.3% are men over the age of 65 and 6.4% are women over the age of 65.

Creating more opportunities for older adults to remain in the County is key to its future. Older adults provide significant contributions to the community, including, but not limited to, serving as volunteers in many organizations, offering expertise in consulting and gig-work, and supporting the economy as vibrant purchasers of services and products.

## Housing and Community Needs

According to the Age-Friendly Howard County Initiative and AARP, age-friendly communities are “safe and secure, have affordable and appropriate housing and transportation options, and offer supportive community features and services.” There should be sidewalks with safe crossable streets for pedestrians, dedicated bicycle lanes, and public transit options.

Throughout the HoCo By Design planning process and the Age-Friendly Initiative, older adults expressed that they want housing options that meet the needs of those with differing incomes and at various life stages. Some of the specific needs mentioned during the planning process include more opportunities for communal living, small housing options that allow older adults to downsize, greater flexibility to make accessibility modifications to homes, updated universal design guidelines, and greater opportunities for attached ~~and detached~~ accessory dwelling units (ADUs). Findings from the Strategic Advisory Group and recommendations in the Housing Opportunities Master Plan (HOMP) suggest that missing middle housing and ADUs would provide housing options for down-sizing and allow aging residents to remain in Howard County as they grow older.



— “ —  
*I've got about 10-15 years before I will be ready to downsize and then hopefully get rid of one or two of our three cars--aging in place makes sense for only so long. Setting things up for the well-being of senior citizens in a well-designed mixed-use activity center would seem to make a lot of sense.*

— “ —  
*- HoCo By Design process participant*



## Managing Growth into the Future

HoCo By Design recommends a comprehensive review and assessment of APFO. Future land use patterns in Howard County will largely be realized through infill development and redevelopment in activity centers, and to a much lesser extent by suburban development in greenfields. APFO was designed to manage growth in the latter, and now needs to be updated to reflect the land use patterns of the County's future.

Section 16.1100(b)(iv) of the Howard County Subdivision and Land Development Regulations requires that a task force be convened within one year of the adoption of the General Plan to review and recommend changes to APFO. The APFO task force will be responsible for reviewing and updating APFO to support the vision, policies, and implementing actions presented in this Plan. The task force may research alternate APFO models used in other counties in Maryland, particularly those counties where redevelopment and infill are the primary forms of new development.

The task force should also explore regulations that consider various development types, locations, and intensities, and incentive-based provisions to expedite capacity improvements. For example, the APFO review should determine whether higher-density, mixed-use projects in activity centers, which may have low student yields, should meet different standards or thresholds, and whether pay-based incentives should be established where suburban-style developments could proceed if a higher school surcharge were paid. ~~The task force should evaluate how APFO may apply to detached accessory dwelling units.~~

Not only are development and zoning incentives a vital part of a comprehensive affordable housing strategy, process incentives like APFO should be considered as well. The Dynamic Neighborhoods chapter suggests that the APFO task force assess the applicability of APFO to accessory dwelling units and develop recommendations as applicable. The Housing Opportunities Master Plan also recommends the APFO task force look for opportunities to grant automatic or limited exemptions to incentivize affordable, age-restricted, and missing middle housing developments. Accordingly, the County should evaluate targeted changes to APFO to support the growth required to improve housing affordability and opportunities when the APFO task force convenes following the adoption of the General Plan.

The allocation chart presented here is intended to serve as a temporary bridge between the current requirements of APFO and any subsequent revisions to the law that may result from the work of the APFO task force. The task force should consider whether the allocation chart achieves its intended goal and, if so, whether changes to the chart should be made. The task force should also advise whether the allocation chart, if still deemed necessary, should remain in the General Plan or be incorporated into the APFO ordinance.

The task force should also evaluate existing conditions and emerging trends for new student generation, whether it is due primarily to new housing units or family turnover in existing neighborhoods. Developing an understanding of neighborhood lifecycles will allow for a better assessment of student growth and housing. This understanding should further inform how the APFO school capacity test and associated chart could be changed to optimize growth targets while also maintaining adequate school capacity.

Ultimately, the challenge will be to better balance housing market demand, economic development, and fiscal goals with the continued need to provide adequate school capacity and transportation facilities, as changing housing types and patterns emerge in the future. As noted in the Growth and Conservation Framework chapter, HoCo By Design provides a more predictable outlook for infrastructure with its focused approach on redevelopment—as only 2% of the County's already developed land is targeted as activity centers. This approach allows the County and allied agencies to more deliberately plan and budget for infrastructure.

### MG-1 Policy Statement

Evaluate and amend the Adequate Public Facilities Ordinance (APFO) to support the vision and policies presented in HoCo By Design, including current and anticipated development patterns and challenges.

### Implementing Actions

1. As part of the evaluation of APFO, achieve the following:
  - a. Research APFO models used in other Maryland and US jurisdictions that account for infill development and redevelopment to support future growth and transportation patterns as anticipated in this General Plan.
  - b. Assess the applicability of APFO to detached dwelling units and develop recommendations as applicable.
  - c. Evaluate opportunities to grant automatic or limited exemptions to incentivize affordable, age-restricted, and missing middle housing developments.
  - d. Evaluate the necessity of a housing allocation chart, including its goals, design, and appropriate place in the law.
  - e. Schools:
    - i. Collect data for school demands in the County sufficient to evaluate existing conditions, emerging trends, and future year needs. This analysis should include an evaluation of the life cycle of new and existing neighborhoods to better understand the origins of student growth.
    - ii. Evaluate the extent to which new growth generates revenues to pay for school infrastructure and review alternative financing methods.
    - iii. Evaluate the school capacity test in APFO to determine if intended outcomes are being achieved, and recommend changes to the framework and process to better pace development with available student capacity.
    - iv. Examine alternatives to APFO waiting periods whereby a development proposal offsets the potential impact to zoned schools through an additional voluntary mitigation payment.
    - v. Evaluate the timing and process of the school capacity chart.
  - f. Transportation:
    - i. Evaluate and amend APFO standards for transportation adequacy and develop context-driven transportation adequacy measures that align with the County's land use and transportation safety vision.
    - ii. Study and develop APFO standards for specific geographic subareas.
    - iii. Study and develop methods to use a fee-based approach to advance the most significant projects in a subarea.
    - iv. Evaluate and amend APFO standards to mitigate trips with investments in bicycle, pedestrian, and transit infrastructure, road connectivity, and safety projects.
2. Appoint an APFO task force within one year of General Plan adoption to review and provide recommendations for APFO updates that reflect the vision and policies in HoCo By Design.

Table 10-1: Implementation Matrix		
Policy and Implementing Actions	Lead Agency	Timeframe (Mid-Term five-year, Long-Term six+ years, Ongoing)
<b>DN-2 - Allow attached and detached accessory dwelling units (ADUs) on a variety of single-family attached and single-family detached lots that meet specific site development criteria in residential zoning districts.</b>		
1. Establish a clear, predictable process and location-specific criteria for ADUs.	DPZ	Mid-Term
2. Revise the Zoning Regulations and Subdivision and Land Development Regulations to allow attached and detached ADUs that meet pre-determined location and site criteria. Provide parking requirements as needed.	DPZ DHCD	Mid-Term
3. Establish a clear definition of ADUs in the updated Zoning Regulations.	DPZ	Mid-Term
4. Direct the Adequate Public Facilities Ordinance (APFO) task force to develop recommendations as to the applicability of APFO to accessory dwelling unit creation or construction.	DPZ DHCD	Mid-Term
<b>DN-3 - Future activity centers—as identified on the Future Land Use Map (FLUM)—should include a unique mix of densities, uses, and building forms that provide diverse, accessible, and affordable housing options.</b>		
1. Establish a new mixed-density and mixed-use zoning district that encourages diverse housing types and creates opportunities for mixed-income neighborhoods.	DPZ	Mid-Term
2. Allow a vertical (a range of uses within one building) and horizontal (a range of uses within one complex or development site) mix of uses, including housing, employment, and open space, that encourage walkability and transit connections.	DPZ OOT	Mid-Term
3. Incentivize the production of housing units affordable to low- and moderate-income households, beyond what is currently required by the Moderate Income Housing Unit (MIHU) program.	DHCD DPZ Non-profit Partners	Ongoing
4. Incentivize the production of housing units that meet the needs of different levels of ability (like persons with disabilities) and other special needs households. Ensure that these units are both accessible and affordable.	DPZ DHCD Non-profit Partners	Ongoing

Table 10-1: Implementation Matrix		
Policy and Implementing Actions	Lead Agency	Timeframe (Mid-Term five-year, Long-Term six+ years, Ongoing)
<b>DN-4 - Allow the development of small-scale missing middle housing and accessory dwelling units (ADUs) that respect the character and integrity of their surroundings and meet specific site conditions in single-family neighborhoods.</b>		
1. Establish design requirements, pattern book or character-based regulations for missing middle housing types and detached attached accessory dwelling units to ensure that new construction is consistent with the character of the surrounding existing housing.	DPZ	Long-term
2. Establish provisions in the regulations that include dimensional and design standards to ensure neighborhood compatibility, off-street parking requirements, minimum lot sizes, and other standards.	DPZ	Mid-Term
3. Explore zoning and other incentives for minor subdivisions that consist of missing middle housing types and explore form-based or character-based zoning for these types of residential infill developments.	DPZ	Mid-Term
4. Evaluate how accessory dwelling units and other types of new development could enhance or impact stormwater management practices.	DPZ DPW	Mid-Term

# Character Area: Rural Conservation

Land corresponding to the County's Rural Conservation (RC) Zoning District, and characterized by large lots and a high degree of separation between buildings. Buildings are generally oriented toward roads and have direct access via private driveways. Homes, farms, and farmettes are scattered throughout the countryside and integrated into the landscape. Large areas are preserved under agricultural or environmental easements. These areas prioritize the preservation of farmland, including, but not limited to, farms, pastures, timber stands, woodlands, and streams. Rural Conservation areas include a higher proportion of agricultural easements than Rural Living areas.

Farmland includes land actively used for commercial agriculture or forestry activities, including cultivated farmland, small-scale farms, timber harvest, horse farms, other livestock, or woodlands. Farms may include a primary residence, additional housing to support agricultural operations, and/or outbuildings associated with activities on the farm. While these areas are primarily an agriculture category, conditional, accessory, or ancillary uses that support the economic viability of the farm may occur on the property. These uses could include but are not limited to agritourism; special event venues; breweries; wineries; distilleries; education centers; or other activities that are directly connected to specific farm activities performed on the property.

~~In some cases, Rural Conservation areas may offer the opportunity to include detached accessory dwelling units that are located and designed to be compatible with the primary residence on the same lot.~~ Opportunities may also exist in some Rural Conservation areas to support missing middle home choices that are designed and located on a lot in keeping with the rural character of the area. Missing middle homes may vary in building orientation and placement.

## Street and Block Pattern

There may be discernable blocks in the area, which are comprised of large residential or agricultural lots. Driveways provide access to buildings.



## Open Spaces and Natural Resources

Development should minimize disturbance of existing topography and natural resources. New development must protect steep slopes, floodplains, streams, and wetlands, and meet forest conservation requirements. The rural nature of development provides opportunities to maximize natural resource protection and to create connections between natural resources both on- and off-site.

## Lot Size and Building Placement

Lots are generally large, with ample front, rear, and side setbacks providing a high degree of separation between buildings on adjacent lots. Residential buildings are generally oriented toward roads, but other buildings may not be. Direct access is provided via private driveways. The careful placement of buildings and agricultural functions on a lot should help mitigate the impact of such activities on adjacent residential lots.

## Building Types and Massing

Buildings are primarily single-family dwellings, with opportunities for additional home choices, including missing middle housing types. Residential buildings, regardless of the number of dwelling units, should be designed in keeping with the rural character of the area. ~~Detached accessory dwelling units should be allowed and designed for compatibility with the primary residence on the lot.~~

Civic buildings, such as schools or churches, may be developed in some Rural Conservation areas to adequately support community needs. Residential buildings should be one to two stories and may be as tall as three stories under some special circumstances or in specific areas.

On farmland, buildings may include additional housing or lodging to support agricultural operation or agritourism; agricultural buildings for the storage of livestock, grain or produce, food and beverage production, or equipment and supplies; and buildings to support other uses like special event venues or education centers. Building size and massing varies depending on building use. Energy efficient technologies, such as solar panels, are encouraged on new or improved buildings.

## Transportation Considerations

Roads generally reflect the rural nature of the area and serve primarily automobiles, including vehicles and equipment associated with farm uses. Bicycles share the road with automobiles. Pedestrian facilities are limited to side paths or trails that may run parallel to a road for only short distances before turning back into more natural areas. Trails may also support equestrian activities. Transit service is generally not provided in these areas.



# Character Area: Rural Living

Land corresponding to the County's Rural Residential (RR) Zoning District and characterized by large lots and a high degree of separation between buildings. Homes, farms, and farmettes are scattered throughout the countryside and integrated into the landscape. Some areas are preserved under agricultural or environmental easements. These areas are largely committed to low-density residential development but also prioritize the preservation of farmland.

Farmland includes land actively used for commercial agriculture or forestry activities, including cultivated land, small-scale farms, timber harvest, horse farms, other livestock, or woodlands. Farms may include a primary residence, additional housing to support agricultural operations, and/or outbuildings associated with activities on the farm. While these areas are primarily an agriculture category, conditional, accessory, or ancillary uses that support the economic viability of the farm may occur on the property. These uses could include but are not limited to agritourism; special event venues; breweries; wineries; distilleries; education centers; or other activities that are directly connected to specific farm activities performed on the property.

~~In some cases, Rural Living areas may offer the opportunity to include detached accessory dwelling units that are located and designed to be compatible with the primary residence on the same lot.~~ Opportunities may also exist in some Rural Living areas to support missing middle home choices that are designed and located on a lot in keeping with the rural character of the area. Missing middle homes may vary in building orientation and placement.

## Street and Block Pattern

There may be discernable blocks in the area, which are comprised of large residential or agricultural lots. Driveways provide access to buildings.



## Open Spaces and Natural Resources

Development should minimize disturbance of existing topography and natural resources. New development must protect steep slopes, floodplains, streams, and wetlands, and meet forest conservation requirements. The rural nature of development provides opportunities to maximize natural resource protection and to create connections between natural resources both on- and off-site.

## Lot Size and Building Placement

Lots are generally larger than those within the Planned Service Area, or are clustered surrounding open space, with ample front, rear, and side setbacks providing a high degree of separation between buildings on adjacent lots. Residential buildings are generally oriented toward roads, but other buildings may not be. Direct access is provided via private driveways. The careful placement of buildings and agricultural functions on a lot should help mitigate the impact of such activities on adjacent residential lots.

## Building Types and Massing

Buildings are primarily single-family dwellings, with opportunities for additional home choices like duplexes, triplexes, or quadplexes. Residential buildings, regardless of the number of dwelling units, should be designed to look like existing single-family detached homes in the Rural West. ~~Detached accessory dwelling units should be allowed and should be designed to be compatible with the primary residence on the lot.~~ Civic buildings, such as schools or churches, may be developed in some Rural Living areas to adequately support community needs. Residential buildings should be one to two stories and may be as tall as three stories under some special circumstances or in specific areas.

On farmland, buildings may include additional housing or lodging to support agricultural operation or agritourism; agricultural buildings for the storage of livestock, grain or produce, food and beverage production, or equipment and supplies; and buildings to support other uses like special event venues or education centers. Building size and massing varies depending on building use. Energy efficient technologies, such as solar panels, are encouraged on new or improved buildings.

## Transportation Considerations

Roads generally reflect the rural nature of the area and serve primarily automobiles, including vehicles and equipment associated with farm uses. Bicycles share the road with automobiles. Pedestrian facilities are limited to side paths or trails that may run parallel to a road for only short distances before turning back into more natural areas. Trails may also support equestrian activities. Transit service is generally not provided in these areas.



# hISTORIC COMMUNITIES

Historic Communities include the Ellicott City Local and National Register Historic District, the Lawyers Hill Local and National Register Historic District, the Savage Mill National Register Historic District, and the historic Elkridge Survey Districts.

Each of these designated Historic Communities has a different character based on its original founding, historical growth, and site constraints, and may include several different land uses within the Historic Community. The character of Ellicott City and Lawyers Hill are both best described in their respective design guidelines, which should be consulted. The Savage Mill Historic District is also described in detail in the National Register nomination. The four survey districts in Elkridge are best described in the respective Inventory forms for HO-784, HO-377, HO-514 and HO-803.



Ellicott City, Elkridge, and Savage may serve local economic, entertainment, and community activities for nearby residents. The core area of Ellicott City is found along Main Street, between Ellicott Mills Drive and the Patapsco River. Ellicott City supports a compact development pattern in the core, with vernacular architecture, plazas, and public spaces that promote social interaction and celebrate the local community. In Ellicott City's commercial areas, buildings may include retail, office, restaurant, or other entertainment uses, with apartments or nonresidential uses above storefronts. Parking is satisfied by using on-street parking or shared parking lots.

In Savage, the main commercial node of the town resides in the historic mill building, which contains ground surface parking lots near the building. The Little Patuxent River is located to the south of the mill, and the town developed in a grid pattern north of the mill, with brick duplex worker housing. In residential areas, some buildings that appear or were constructed as single-family houses, or even a general store, are now divided into apartments. There are some single-family bungalow style cottage buildings as well. The area is walkable, with sidewalk-lined streets.

The Lawyers Hill Historic District is a residential neighborhood with a shared community hall. The homes tend to be located on larger lots with large tree canopies and narrow streets that are prevalent throughout the historic community.

Elkridge contains four survey districts listed on the Historic Sites Inventory. The districts are in close proximity to each other, with overlapping boundaries. The districts are primarily residential, although the Main Street district (HO-377) contains some commercial uses as well. The Elkridge Landing (HO-784), Main Street (HO-377) and Furnace Avenue (HO-514) districts are located within the core of historic Elkridge, while the Old Washington Road district (HO-803) is located to the south and has grown as a suburb outside of town. Generally, each area is characterized by homes located close to the street, with a sidewalk making it a walkable community. Along Old Washington Road some homes may sit farther from the street and have larger lots.



Preserving the character of existing historic structures and environmental settings should be prioritized in these areas. To protect the areas' historic character, new construction can be designed to be differentiated from the old while still compatible with historic materials, features, size, scale and proportion, and massing. New or improved parks, plazas, streets, or other public spaces are important elements that unify the community and its character.

### Street and Block Pattern

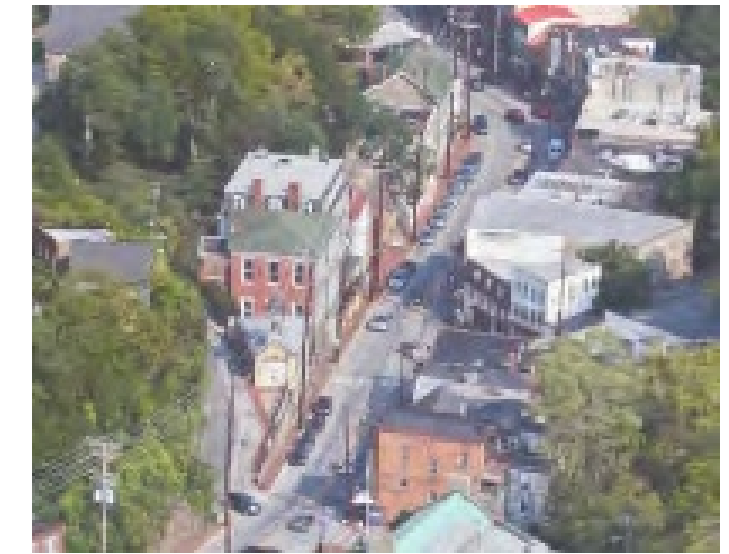
These areas vary from each community. Some, such as Savage and Elkrigde, may be characterized by compact development patterns of small blocks with a regular street grid. Some areas may have a more irregular development pattern due to natural constraints, such as the Ellicott City Historic District, where the placement of homes is a careful response to the topography. Parking may be located on-street or in surface parking lots. Preservation of existing streetscapes and block patterns is important, and any new or infill development should be context-sensitive and compatible with existing development patterns, setbacks, scale, height, bulk, proportion, and massing.

### Open Spaces and Natural Resources

Historic Communities vary in the degree to which their natural resources were preserved in their original construction. Future development should protect existing natural features, such as tree stands and rock outcroppings, and must protect steep slopes, floodplains, streams, and wetlands. There may be opportunities to create new or improved public spaces in existing Historic Communities, which can help link these areas to surrounding neighborhoods. In a larger historic community, open space features may include squares, plazas, and formal greens.

### Lot Size and Building Placement

Lot sizes vary depending on the community, but they are generally small to medium in the core of the community. Larger residential lots are common in Lawyers Hill and in parts of Ellicott City. Front and side yard setbacks are variable, based on the community, but tend to be consistent within that area. Any new or infill development



should be compatible in lot size and building placement, with setbacks similar to that of adjacent development. New or infill development should also be compatible in scale, massing, bulk, proportion, and height of existing historic structures. Front-facing garages should be avoided, but where desired in new development they should be detached and setback from the facade of the principal dwelling. In areas such as Ellicott City or Lawyers Hill, they should be consistent with the Guideline recommendations.

### Building Types and Massing

Buildings may be horizontally or vertically mixed-use, including civic, retail, office, restaurant, entertainment, and residential uses. Condominiums, apartments, or other nonresidential uses may be located above storefronts. There may be opportunities in areas adjacent to the Historic Communities to introduce additional housing types, including missing middle home choices. ~~Detached accessory dwelling units should be allowed where space allows but should not be subdivided from the principal dwelling on the lot.~~ Buildings may be two to three stories in height. The scale, height, bulk massing, proportion, and design of new buildings should be sensitive to and compatible with existing historic character and context. Historic character and architecture should be preserved by prioritizing the adaptive reuse of existing historic buildings and the contextually-appropriate design of new buildings.

### Transportation Considerations

Streets in Historic Communities vary based upon the specific community. Some are pedestrian-friendly, with narrower travel lane and road widths, sidewalks, and a mature tree canopy. Others, like those found in Lawyers Hill, are winding and narrow, in-keeping with a forested summer retreat outside the neighboring urban areas. Since streets, curbs, and gutters in Historic Districts are often themselves a major contributing factor to the historic character, they should be preserved. There may be some opportunities for contextually-appropriate improvements or retrofits consistent with the Howard County Complete Streets Policy. New streets should be similar in design to existing historic streets. Landscaped sidewalks with protective curbs and dedicated pathways with seating are encouraged.

## Lot Size and Building Placement

Lot width and depth in a new neighborhood is variable and contextually appropriate with surrounding areas, which creates a mix of home types and densities throughout the development. Front and side yard setbacks are also variable, based on lot size.

## Building Types and Massing

Residential building types could offer several home choices in the same neighborhood, including single-family detached, duplex, triplex, quadplex, or townhome in different sizes and formats. ~~Detached accessory dwelling units should be permitted where space allows.~~ Building types may be mixed within blocks or organized with more dense buildings near the center of the community and less dense types near the edges. Civic buildings, such as schools or churches, may be appropriate in some neighborhoods. Buildings may be up to four stories in height. Front-facing garages should not be dominant over the front façade of the home. Small infill projects will not always deliver a mix of building types in the same development but should provide new housing types that complement adjacent existing buildings. Energy efficient technologies, such as solar panels, are encouraged on new or improved buildings.

## Transportation Considerations

Streets in new neighborhoods are built as “complete streets,” which provide infrastructure for walking, biking, transit, and driving in the same corridor. Landscaped sidewalks with protective curbs and dedicated pathways with seating are encouraged. In existing neighborhoods, there may be opportunities for contextually-appropriate improvements or retrofits consistent with the Howard County Complete Streets Policy.



# Character Area: Multi-Family Neighborhood

Land generally formed as complexes or communities with a relatively uniform housing type and density throughout. They support residential development at varying densities in the suburban landscape and may contain one or more of the following housing types: apartments, townhomes, stacked townhomes, duplexes, triplexes, quadplexes, or cottage dwellings.

For older Multi-Family Neighborhoods in the County, buildings are oriented to the interior of the site and may be focused on a central gathering place like a community pool or clubhouse. The areas are buffered from surrounding development by transitional uses or landscaped areas. Large surface parking lots, entrance gates, and limited street connectivity are also common in older Multi-Family Neighborhoods.

Opportunities for new Multi-Family Neighborhoods exist throughout the County. Some may be realized through redevelopment of existing, aging multi-family properties, and others may be realized through strategic infill development. New Multi-Family Neighborhoods are encouraged to use a new set of design principles. An interconnected network of streets, bicycle facilities, and walkways—with one or more streets oriented to surrounding development—provides convenient, equitable, and safe access for all users to nearby destinations.

Roads near the edge of a development should connect to streets on adjacent properties. On-street parking throughout the community reduces the size and location of required surface parking lots. Buildings are oriented toward the street and hide parking lots or provide for structured parking. A comprehensive and connected network of open space throughout the site accommodates new parks, gathering spaces, and community amenities—such as community gardens—as well as environmental site design features to accommodate stormwater runoff.



## Building Types and Massing

Buildings in the commercial core of a Mixed-Use Neighborhood should be relatively small in scale and intensity, and designed for compatibility with residential development in the neighborhoods. Residential building types within each neighborhood should include single-family detached, duplex, triplex, quadplex, and/or townhome in different sizes and formats. Attached ~~and detached~~ accessory dwelling units should also be allowed. Building types may be mixed within blocks or organized with more dense buildings near the center of the community and less dense types near the edges. Civic buildings, such as schools or churches, may be appropriate in some neighborhoods. Buildings are two to four stories in height. Small infill projects will not always deliver a mix of building types in the same development but should provide new housing types that complement adjacent existing buildings. Energy efficient technologies, such as solar panels or green roofs, are encouraged on new or improved buildings.

## Transportation Considerations

Streets in new neighborhoods are built as “complete streets,” which provide infrastructure for walking, biking, transit and driving in the same corridor. To ensure multi-modal success, the locations of these communities should be on or close to existing/programmed transit services. Improved connectivity to adjacent neighborhoods and nearby destinations can help reduce auto dependence. Landscaped sidewalks with protective curbs and dedicated pathways with seating are encouraged.



## Character Area: Rural Crossroads

Small nodes of mixed-use areas focusing on commercial activity along rural highways at important intersections in older farming communities in the Rural West. Small-scale, compact businesses are oriented toward a main street, intersection, parking area, or green space, and serve as gathering places for the community or as nearby destinations to meet some of the daily needs of the surrounding rural population. The compact, walkable design of a Rural Crossroads encourages walking between buildings. Industrial or manufacturing uses are not allowed in these areas.

In some cases, Rural Crossroads may offer the opportunity to include a limited number of residential units or offices above storefronts that provide choices for residents to live near and experience these destinations—including, but not limited to, missing middle home choices. Residential uses in a Rural Crossroads are secondary to commercial uses in terms of the size, scale, footprint, or intensity of development. Residential and nonresidential buildings in a Rural Crossroads area are connected using a comprehensive network of walkable streets.

