

Amendment 91 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11

Date: 10/02/2023

Amendment No. 91

(This Amendment makes the following changes to HoCo by Design Chapter 1:

Chapter 1:  
Introduction

- Clarifies that the General Plan is the County's growth plan;
- Removes a reference under definition of Predictability to detail and specificity;
- Under An Inflection Point, strikes a reference to Activity Centers;
- Adds notation under Every Voice regarding the number of individuals actively engaged in the plan process;
- Adds women and disabled owners to the list of small business owners to be targeted with outreach efforts; and
- Removes quotes displayed as graphics.)

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 1: Introduction: 2, 8, 9, 15, and 16.

4  
5 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
6 amendment.

7

I certify this is a true copy of

Am 91 CB 28-2023

passed on October 11, 2023





Michelle Hoernd  
Council Administrator

# INTRODUCTION TO HOCO BY DESIGN

HoCo By Design is a visionary document that guides policy decisions for the next two decades. The General Plan is re-evaluated every ten years and provides general direction for a twenty-year horizon while recognizing that decision-making in the intervening years will be further informed by factors beyond these pages.

HoCo By Design is the **community's County's growth** Plan. It reflects a depth and breadth of public engagement that is unprecedented for Howard County. Throughout the planning process, stakeholders and participants collaborate to create a vision for what they consider to be the ideal future for Howard County. Residents describe Howard County as a welcoming place with thriving neighborhoods, innovative and prosperous businesses, and quality recreational, cultural, educational, and housing opportunities. They celebrate the County's high quality of life, abundant natural resources, and self-sustaining economy. HoCo By Design reflects the values of process participants and seeks to preserve and protect the qualities of Howard County that make the community so special while tackling the challenges ahead.

HoCo By Design starts from the baseline of the previous General Plan – PlanHoward 2030 – and aims to define a growth and conservation path to 2040 that is more equitable, more predictable, more sustainable, and more achievable for the County and all its residents. While PlanHoward 2030 emphasized three pillars of sustainability, HoCo By Design aspires to improve upon PlanHoward with a four-pronged, aspirational approach toward greater equity, predictability, sustainability, and achievability.

-  **Equity** is about crafting a future ripe with opportunities for ALL people and ALL communities, including access to attainable housing, amenity-rich neighborhoods, high-quality education, and economically- uplifting employment.
-  **Predictability** informs future land use **with greater detail and specificity of future outcomes**, and guides budget priorities to align decisions for a shared understanding of direction and sequencing.
-  **Sustainability** is about shaping growth and preservation in a manner that protects our valuable natural resources, reduces environmental impacts through vertical and compact development, and responsibly balances and grows our fiscal resources to deliver the government services that enhance our quality of life.
-  **Achievability** aims to provide realistic direction that is grounded in stakeholder input, considers resource limitations, and helps the County measure progress toward attaining the community's vision.



## Setting the Stage For the Plan

Each decade brings a unique set of challenges. By early 2020, the County was already grappling with issues presented by the combination of a growing population, dwindling supply of undeveloped land, lack of affordable housing options, and shifting weather patterns associated with climate change. These challenges were then compounded by the unprecedented nature of the global Covid-19 pandemic and the resulting upheaval of daily life, locally and globally, that began in mid-March of 2020 and continued to influence behavior over the course of the planning effort.

Since the launch of the planning process in March of 2020, extensive community feedback, data analysis, and best practice research have coalesced to underscore five major issue areas for Howard County's future. These are detailed in the "Planning Themes" chapters, which respectively outline:



**Ecological Health** – this chapter identifies opportunities to deepen Howard County's commitment to environmental stewardship, create better compatibility between the natural and built environments, and provide needed measures for climate change mitigation and adaptation.



**County in Motion** – this chapter highlights the need to manage and provide a safe, equitable, and fiscally sustainable transportation system for all users that is responsive to changing local, regional, and national transportation trends.



**Economic Prosperity** – this chapter highlights values, policies, and initiatives that continue strengthening Howard County's position as a self-sustaining, diverse employment center for the region.



**Dynamic Neighborhoods** – this chapter provides guidance on maintaining and supporting vibrant living that meets the needs of current and future residents with a focus on diversifying housing options, increasing housing affordability, creating amenity-rich neighborhoods, improving infrastructure in existing and new neighborhoods, and encouraging a balanced approach to residential development for all income levels and age ranges.



**Quality By Design** – this chapter aims to preserve character in future developments and adopt design standards that are context sensitive for different areas and development opportunities. Historic resource preservation is emphasized as an important contributor to community character and tradition.

## an inflection Point

The County's ability to address challenges is shaped, in part, by available land to accommodate new uses and associated buildings and spaces. Howard County has reached an inflection point, where limited land supply prompts new patterns of land development and natural resource conservation.

Historically a desirable location for households and employers, the County has continued to grow and is projected to witness strong demand for new spaces through 2040. Along with this growth comes the need for supporting infrastructure, such as schools, parks, and transportation investments. Meanwhile, approximately 98% of the County's land supply is already developed, committed for development, or preserved via open space, agricultural, or other type of easement—leaving just 2% of land "undeveloped."

Given the diminishing land supply, HoCo By Design explores redevelopment as a transformative opportunity for the future. Redevelopment can involve the demolition of existing buildings to make way for new, the addition of new buildings on lots that already have structures, or the re-use of a site (like a parking lot). HoCo By Design also embraces mixing uses, where places to live are located with places to work, shop, and dine. These types of mixed-use, walkable redevelopments are called "activity centers" in this Plan and are limited in number and location. While prior General Plans began the process of identifying certain areas for growth and revitalization, these areas were expansive in geography, which resulted in unpredictable growth patterns. ~~HoCo By Design activity centers hone these geographic areas more specifically, furthering more predictable growth patterns over the planning horizon.~~

HoCo By Design outlines these redevelopment locations on its Future Land Use Map (FLUM), which categorizes the County into eighteen different "Character Areas." This palette speaks to the wide variety of places in Howard County, from its rural crossroads to its historic communities and suburban retail, office, and residential neighborhoods. This Plan offers guidance for design as well as use in these Character Areas and organizes them under a framework of anticipated change—from "preserve," to "strengthen," to "enhance," and finally, to "transform" ("P-S-E-T"). The FLUM, the Character Areas, and the "P-S-E-T" framework are more fully described in the Growth and Conservation Framework chapter.

An appendix on Focus Areas turns the spotlight to New Town Columbia, Gateway, and Rural Crossroads. Additionally, a plan for Route 1 accompanies the General Plan. Design considerations are provided with illustrative concepts and recommendations offered that are unique to each of these areas.

Planning with a redevelopment mindset requires cautious consideration of infrastructure needs, described in the Supporting Infrastructure and Managing Growth chapters. The Plan concludes with an Implementation chapter that includes a matrix of plan policies.



# Every Voice

The name, HoCo By Design, was derived with the following in mind:

- “HoCo” is a colloquialism used by those with ties to Howard County. It makes the “new” General Plan feel familiar and underscores the importance of thinking locally and from within the community about the best path forward.
- “By Design” was included in the name as it succinctly demonstrates that the Plan is crafted and shaped with great intentionality, and its development and implementation will require just as much art as it does science to protect and promote the character of Howard County.

The project’s slogan, “Every Voice, One Vision” set the tone for the planning process.

- County officials wanted to hear from every voice in Howard County to forge a collective vision for the future of the community.
- To maximize participation in the planning process, the HoCo By Design project team took a comprehensive approach to engagement and used various mediums—advisory groups, focus groups, public meetings, and online surveys—to reach numerous community organizations, interest groups, government boards and commissions, and the general public.
- Throughout the HoCo By Design planning process the community was asked about what was most important to them. Engagement initiatives were customized for both populations traditionally engaged in planning processes, and for people and organizations historically under-represented in planning.

Throughout the process, materials documenting the engagement efforts and feedback were posted on the project website, including: an Engagement Summary encompassing the variety of public involvement activities; a Diversity, Equity, and Inclusion Focus Groups Summary showcasing this central effort to ensure the Plan reflected a cross-section of voices from the community; and a Comment Log listing the many thousands of thoughts received through the process. While the Department of Planning and Zoning made many efforts to engage the community, only 3,000 individuals (1% of the County’s population) actively engaged in the process.



## Advisory Groups

### Planning Advisory Committee

To initiate the planning process, a 33-member Planning Advisory Committee (PAC) was appointed by the County Executive and Council, which represented community leaders, service providers, industry groups, and the general public. They served as a sounding board to the project team about the community’s needs and desires in the development of the General Plan. PAC members assisted in developing and identifying planning themes, reviewing data and recommendations, and serving as ambassadors for the process.

The PAC also assisted in developing the Future Land Use Map (FLUM) and contributing to recommendations in this General Plan. Specific topics to which members contributed include: the Preserve-Strengthen-Enhance-Transform (P-S-E-T) framework, character area typologies, transportation and water-sewer infrastructure, a growth allocation framework, and growth management strategies.

### Technical Advisory Group

The Technical Advisory Group (TAG) consisted of Howard County department staff and partner organizations who are considered subject matter and institutional experts. The HoCo By Design project team consulted with TAG members regularly to verify and validate key findings, ideas, data, and reports.

### Strategic Advisory Groups

During the Spring of 2021, three Strategic Advisory Groups (SAGs) were formed to delve into specific opportunities and challenges identified through the planning process. Each SAG comprised a multi-disciplinary group of experts that acted as advisors to the project team, similar to policy think tanks. The SAGs addressed the three different topic areas listed below.



Schools: Planning for School Capacity and Growth



Environment: Examining Climate Change and Natural Resources



Housing: Diversifying Housing Stock and Creating Opportunities for “Missing Middle Housing”



## What Are Best Practices for Equity in Planning?

Traditionally, comprehensive plans have focused broadly on elements such as transportation and housing, but many contemporary General Plans have explicitly started to address equity considerations within those and other elements.

With increasing national and local attention on deeply rooted inequities in communities, plans can play a role in creating more equitable outcomes through all aspects of the built environment. The project team used guidance from local and national leaders in the community planning field, including the American Planning Association, to identify best practices in equity planning and incorporate them into HoCo By Design. Because General Plan updates occur at most every ten years, it is a crucial opportunity to confront disparities and create actionable approaches that will help level the playing field.

### Equity in Action

The best practices listed below were used to help to identify which HoCo By Design polices and actions would contribute to a more equitable future, as it relates to land use, growth, and development.

- Reduce household energy costs with climate mitigation measures.
- Protect populations in vulnerable areas from natural hazards.
- Promote environmental justice.
- Plan for a jobs/housing balance.
- Plan for workforce diversity and development.
- Promote inclusive activation and programming of public spaces for a multicultural population.
- Address the needs of small, minority, disabled, and women owned businesses.
- Plan for access to healthy, locally grown foods for all neighborhoods.
- Support frequent, dependable transit options with emphasis on the needs of carless riders.
- Increase connected multi-modal infrastructure that provides access to jobs and amenities.
- Plan for physical activity and healthy lifestyles.
- Remove barriers to affordable housing in zoning and subdivision regulations.
- Provide a range of housing types.
- Ensure authentic spaces connected to community that facilitate cross-cultural interactions.
- Plan for improved health and safety for historically marginalized populations.
- Encourage documentation and preservation of historic resources connected to the history of people of color, women, immigrants, and other traditionally underrecognized members of the community.
- Take a comprehensive approach to mitigating the impacts of gentrification.



— “ —  
“Planning for equity is intended to challenge those planning practices that result in policies, programs, and regulations that disproportionately impact and stymie the progress of certain segments of the population more than others. Done with intention, equity is a thread that is woven through the fabric of all plans, regulations, developments, and policy options.”

— “ —  
—APA Planning for Equity Policy Guide



Amendment 92 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11

Date: 10/02/2023

Amendment No. 92

(This Amendment makes the following changes to HoCo by Design Chapter 2:

Chapter 2: Growth  
and Conservation  
Framework

- Removes a sentence that forecasts pent up housing demand under Market Demand Projections;
- Removes a paragraph about demands for homes and jobs;
- Removes a reference to hybrid scenario being used to create the FLUM and specified the four scenarios and concepts that were used;
- Adds a paragraph about the four development scenarios;
- Removes a reference to "ground truthing" with respect to the availability of land and infrastructure demands;
- Removes a paragraph about the County's existing job-housing ratio;
- Removes sentences about the pace of growth with respect to the 2040 target date;
- Adds a statement to a paragraph about the County's ecological health, climate change mitigation, ~~and the preservation of natural resources requesting that those goals be incorporated into the Zoning Regulations and Subdivision Regulations;~~
- Removes a paragraph about the activity centers creating opportunities for significant environmental benefits;
- ~~Moves Village Activity Centers from "Areas to Transform" to "Areas to Strengthen" in graphic;~~ Expands Village Activity Centers to Areas to Strengthen and Enhance and maintains them in Areas to Transform
- Clarifies that passive open space is for recreational and amenities in multi-family housing areas;
- Removes a statement about recommendations about the FLUM's long-term vision;
- Removes sentence about the FLUM not following parcel boundaries and replaces it with a sentence that clarifies that map is not intended to prescriptive at a parcel level; and
- Clarifies that the FLUM ~~map is intended for demonstration purposes provides guidance for future consideration.~~

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: 10, 11, 15, 16, 22, 31, 32, 33, and 37.

LEG1794

I certify this is a true copy of

Am 92 CB28-2023

passed on

10/11/2023

Michelle Oberdorfer

Council Administrator



- 1       • Chapter 2: Growth and Conservation Framework: include page 15.1 after page 15.
- 2
- 3       Correct all page numbers, numbering, and formatting within this Act to accommodate this
- 4       amendment.
- 5

## Undeveloped, Unprotected Land

The wide distribution and relatively small size of undeveloped parcels in the County—approximately 2% of all land in the County—means there are limited opportunities to alter their intended impact on the landscape beyond what is planned under current zoning district assignments. Unless they are purchased or placed under easement for permanent preservation, it is likely that undeveloped land in the County will develop and look very similar to existing adjacent properties.

However, a significant amount of the undeveloped and unprotected land in the County remains undeveloped due to capacity constraints, including parcel shape and size, as well as environmental features, such as streams, wetlands, floodplains, and steep slopes. Given the higher proportion of environmental constraints on remaining undeveloped parcels, their potential for development will be limited.

If fully developed, these parcels could accommodate 2,024 new dwelling units and 4,210 new employees. The project team considered the limited capacity of this undeveloped, unprotected land in crafting recommendations for the General Plan.

## Land Preservation: Parkland, Open Space, and Farmland

Howard County has proactively preserved open space and farmland for decades. Today, about 39% of all land in the County is protected. Over half of this land is permanently preserved through environmental and agricultural preservation easements. The Agricultural Land Preservation Program has preserved over 23,000 acres of farmland through a combination of preservation easements purchased by the County, the dedication of agricultural preservation parcels as provided by the County's Zoning Regulations, and preservation easements purchased by the Maryland Agricultural Land Preservation Foundation. Over 9,000 acres of environmental preservation easements have been placed on land in the Rural West through the Zoning Regulations.

Additionally, about 25,000 acres of state, Washington Suburban Sanitary Commission (WSSC), and county parks and open space make up over a third of preserved land in the County. Columbia Association's 3,600 acres of open space comprises an additional 6% of preserved land in the County.

The General Plan retains all preserved parkland, open space, and easements in the County existing today, and presents opportunities for further conservation of environmental, agricultural, and open space land.

2%



Undeveloped Land

39%



Open Space

# deMAND For Land: twenty year Market Potential

Despite a limited supply of available undeveloped land, Howard County continues to see a high demand for residential and commercial growth. RCLCO Real Estate Advisors conducted a Market Research and Demand Forecast (the Forecast) to inform HoCo By Design. The Forecast found that the County has reached an inflection point, whereby land constraints and affordability challenges could impact the ability to accommodate future residential and commercial growth. It also found that the economic vitality of the County is directly tied to its desirability as a place to live and work, which must be maintained over time. Most high-paying and fast-growing industries are booming either in response to population and job bases (like healthcare, education, and publishing), or as a result of national economic and industry trends (like technology, professional services, and food services). To sustain the economic growth that has been historically enjoyed and to maintain a competitive edge over other markets, the County must continue to invest in housing, infrastructure, placemaking, job creation, and other activities that make it a desirable place for people and employers to call home.

## Market Demand Projections

The Forecast projected market-driven demand for new retail, office, industrial, residential, and hotel room space in the absence of land, regulation, or other constraints. It concluded that there is a strong market in Howard County for commercial uses, with potential to add up to 59,000 jobs between 2020 and 2040. Additionally, there is a future demand for 31,000 new homes to accommodate the 28,000 new households associated with that job growth (allowing for a vacancy factor). ~~The Forecast also identified a current "pent up" demand for 20,000 more housing units, attributed to those who work in Howard County but live elsewhere in the region.~~



Housing

Current Total  
116,000 Homes

Projected Demand  
31,000 New Homes



Employment

Current Total  
223,000 Jobs

Projected Demand  
59,000 New Jobs



Commercial

Current Total  
12.2M Sq.Ft  
4,000 Hotel Rooms

Projected Demand  
16.5M Sq. Ft  
1,000 Hotel Rooms

Source: RCLCO Market Research and Demand Forecast (2020)





### Job Demand vs. Existing Capacity

There are 656 acres of undeveloped nonresidential land in Howard County (including land zoned for office, retail, flex, industrial, and warehouse uses) which could accommodate about 28,000 new jobs. Over 20 years, this equates to an average of 1,400 jobs per year. Over the last 10 years, the County gained about 3,000 new jobs per year, with much of this growth attributable to the most recent Base Realignment and Closure (BRAC) and the associated expansion of Fort Meade.

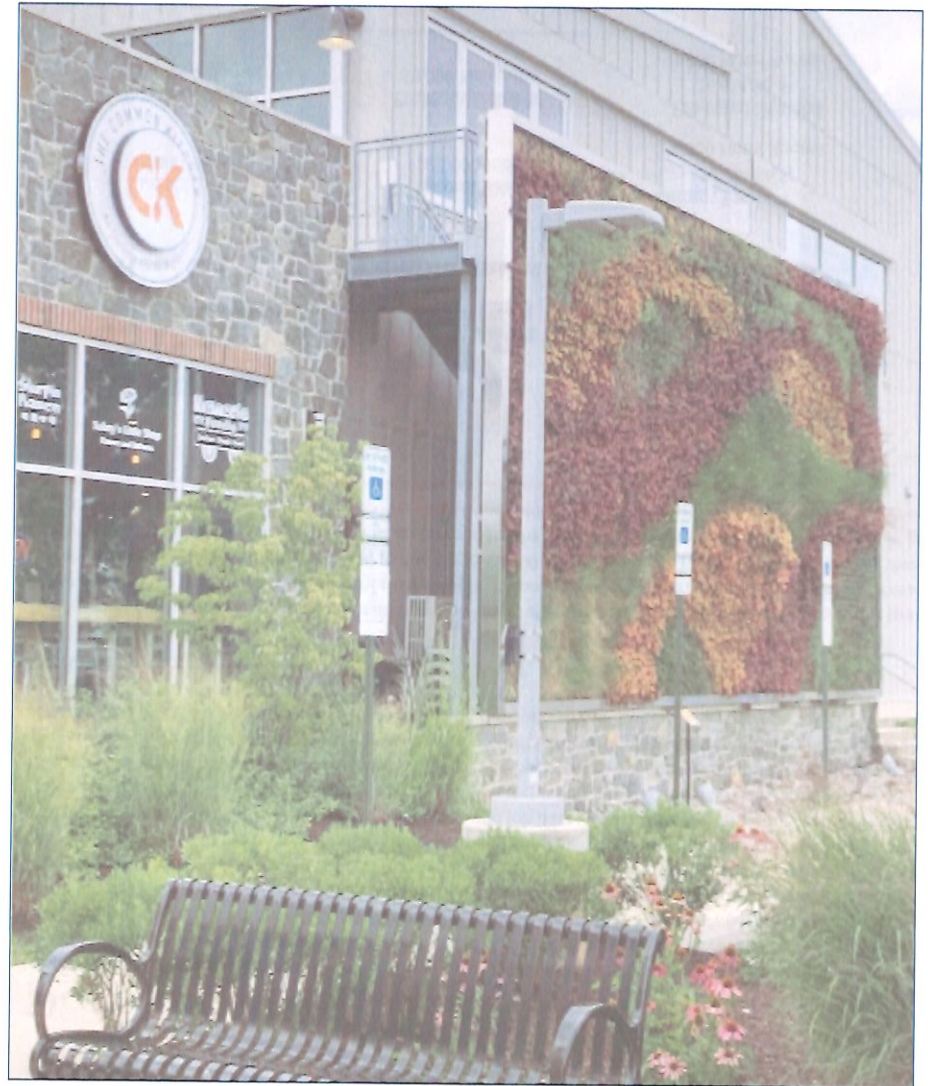
The 59,000 new jobs estimated in the Forecast represent an average annual addition of 2,950 new jobs per year over the next two decades. This growth is more than twice what could be accommodated within existing land use constraints. To meet this future demand, land use changes will need to occur in the County.

### Housing Demand vs. Existing Capacity

The Forecast observed that the existing jobs-housing ratio in Howard County is much lower than in nearly every other nearby county. This has created a "pent up" demand of approximately 20,000 more households that would prefer to live in Howard County if options were available to them. Combined with the market demand of 21,000 units associated with projected job growth, there is housing demand for over 50,000 new housing units over the next 20 years.

The current estimated land use capacity for new housing in Howard County, as outlined in the various land use categories above, is only 15,200 units. ~~This is far less than the 50,000 unit demand suggested by the Forecast.~~ Land use changes will also need to occur in the County to accommodate this residential demand.

The findings in the Forecast establish what is possible—a ceiling—in terms of market demand. To determine the optimal growth targets HoCo By Design should assume, DPZ evaluated the findings against the General Plan's vision, the FLUM, the timing and location of infrastructure, and budgetary factors.





# StrAtEGy For Growth And ConservAtion

With continued strong demand for new housing and nonresidential growth, but a limited supply of undeveloped land, the County must optimize land use so that it can sustain a strong economy while maintaining the high quality of life to which county residents and businesses are accustomed.

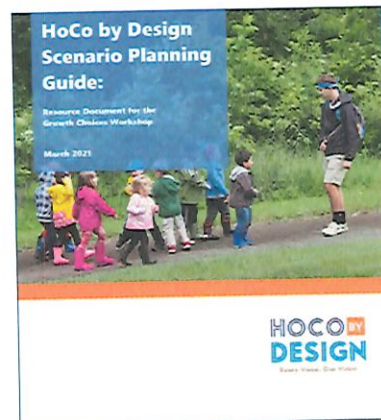
## Scenario Planning

To assess potential strategies for growth and conservation, and evaluate their effects, the HoCo By Design process included a scenario planning component that allowed stakeholders to evaluate several alternative futures for the County. Participants were asked to share their reactions to impacts and evaluate trade-offs for different themes and values voiced by the community. This scenario planning exercise generated future alternatives while considering emerging trends and the community's desires for growth and conservation.

To create the growth scenarios, HoCo By Design used information and data from land use and other physical assessment documents on existing conditions in the County. This data was combined with thoughts, ideas, and opinions collected from community outreach events to prepare four distinct scenarios. Building upon the assessment of existing land supply in the Land Supply section on page 7, the project team used CommunityViz software to model potential future year growth and conservation patterns, and measure potential impacts of each scenario.

In addition to scenario development, the HoCo By Design CommunityViz model assessed specific impacts and issues that arose during the General Plan process. These included an evaluation of opportunities and constraints related to expanding the Planned Service Area, and potential impacts and opportunities to preserve environmental features, such as the Green Infrastructure Network.

The HoCo By Design Scenario Planning Guide and a series of Growth Choices Workshop events held in March and April 2021 presented these four alternative futures for feedback. ~~Based on the impacts analysis of the scenarios, as well as community and PAC feedback, a final preferred hybrid scenario was crafted—represented by the HoCo By Design Future Land Use Map (FLUM):~~



~~The four scenarios included the following: Concept A with 18,762 units, Concept B 23,707, Concept C 28,897, and Concept D 36,585. HoCo By Design is built upon Concept C, described in the Scenario Planning Guide as the most aggressive condition. What should also be taken into consideration is that there are 7,080 units in process, 27,000 units identified by the FLUM, and 7,000 units anticipated through redevelopment at Gateway bringing total future growth targets to 41,080 housing units. These units would further increase the planned growth above the greatest number of housing units contemplated in Concept D. Gateway has been identified as a Regional Activity Center, which that will be determined through a future master planning process (please see the Economic Prosperity chapter for more information).~~

The four scenarios contemplated various growth and land use choices and analyzed their potential impacts. Each scenario illustrated different land use patterns, such as, maintaining the status quo, scattered development throughout the County, and concentrating growth in targeted strategic locations. Specific to residential development, the scenarios included: Scenario A with 18,762 units, Scenario B 23,707 units, Scenario C 28,897 units, and Scenario D 36,585 units.

The HoCo By Design Future Land Use Map (FLUM) is most closely aligned with Scenarios B and C as it proposes to target growth in strategic locations to generate a critical mass of residential and employment opportunities that may support various multimodal transportation options. HoCo by Design refers to these strategic locations as Activity Centers. The FLUM assumes approximately 27,000 new residential units. The 27,000 new units includes 7,080 units currently in the development pipeline which will be built under current regulations and land use policies. Gateway has been identified as a Regional Activity Center. Its development potential could yield thousands of new residential units, all of which is to be explored through a future master planning process. (please see the Economic Prosperity chapter for more information).

~~The HoCo By Design Future Land Use Map (FLUM) was modeled in CommunityViz as a form of "ground truthing" to ensure that the County has land available to support the hybrid scenario and to identify infrastructure demands for informed decision making. A fiscal impact analysis was also conducted to determine the long-term impacts on the County's budget for each of the growth scenarios and the FLUM. More information on these specific analyses can be found in the HoCo By Design Scenario Planning Guide.<sup>1</sup>~~

<sup>1</sup> A copy of the Scenario Planning Guide is available from the Department of Planning and Zoning.



~~Despite a projected demand for 31,000 new homes and 59,000 new jobs, the HoCo By Design Future Land Use Map plans to accommodate up to 27,000 new residential units through 2040 (this includes approximately 3,500 units in the 2023-2025 pipeline). HoCo By Design also accounts for a minimum of 35,000 new jobs. This jobs projection does not account for new jobs created by the Gateway Regional Activity Center, which will be determined through a future master planning process (please see the Economic Prosperity chapter for more information). The targets for 2040 represent a slower pace of growth compared to the growth targets over the past decade, as projected in the last General Plan, PlanHoward 2030. The slower and steadier pace of growth represented in HoCo By Design acknowledges the limited remaining undeveloped land in the County, market shifts in housing types and financing opportunities, and the need for strategic redevelopment within focused areas of the County as activity centers.~~

The FLUM focuses new growth into redevelopment areas, which account for approximately 1.5% of the County's already-developed land. This approach addresses high demand for housing and commercial growth ~~while significantly reducing potential impacts on infrastructure, maximizes the potential for infrastructure investments, and maintains the character of existing neighborhoods throughout the County.~~

More information on growth management, including growth targets and potential infrastructure demands, can be found in the Supporting Infrastructure and Managing Growth chapters.

### Planned Service Area and Tiers

The Sustainable Growth and Agricultural Preservation Act of 2012 (Senate Bill 236), adopted by the Maryland General Assembly, required local jurisdictions to adopt Growth Tiers by December 31, 2012. These Tiers designate certain areas for different types of development depending on specific characteristics such as sewerage service, agricultural use, forest and green space, and locally designated growth areas.

SB 236 required local jurisdictions to classify land into one of the following four Growth Tiers, as defined in the legislation.

- Tier I: designated growth area served by public sewer
- Tier II: designated for future extension of public sewer services
- Tier III: not planned for sewer service, not dominated by agricultural or forest, and planned for large lot development
- Tier IV: not planned for sewer service, dominated by agricultural and forest land planned for resource protection

The intent of the legislation was to protect the Chesapeake Bay and its associated rivers and streams by limiting the amount of development served by septic systems. Accordingly, major subdivisions in Tier IV areas (five or more lots in Howard County) are prohibited. While SB 236 established Tier definitions, the final land designations and the development of a local Growth Tiers map were left up to local jurisdictions. To meet SB 236 requirements, the Howard County Council adopted a Growth Tiers map in April 2013 as part of PlanHoward 2030. The County intends to maintain the current Tiers map and used it as a basis for the FLUM.

In coordination with Growth Tiers, the Planned Service Area (PSA) outlines the areas of the County served by public water and sewer services. The PSA is also important because it serves as Howard County's designated growth boundary, or Priority Funding Area, per the State's Smart Growth Act.

In the future, there may be situations where minor PSA adjustments may be appropriate. A PSA revision requires a General Plan Amendment. Any requests for a General Plan Amendment for expansion of the PSA should be denied unless:

- The proposed expansion of the PSA is intended to provide for a public or institutional use such as a religious facility, philanthropic institution, academic school, or low- and moderate-income housing, such as missing middle or older adult housing; or
- The proposed expansion of the PSA includes a zoning proposal that is consistent with the General Plan.

Public sewer and water infrastructure capacity and costs of the above must be analyzed to confirm the feasibility and availability of scheduled capacity.

Expansions of the PSA boundary are limited to the following:

1. Properties adjoining the existing PSA boundary without including an intervening privately owned parcel;
2. The minimum area necessary to serve the proposed use. Development of the parcel consistent with the PSA boundary amendment is required after approval of the General Plan Amendment and prior to the inclusion of the parcel into the Metropolitan District; and
3. The particular use proposed at the time of expansion with a deadline for the completion of the improvements for the proposed use and connection to the public water and/or sewerage system. If the proposed use is not actually constructed and connected to the public water and/or sewerage system by the deadline specified, the PSA expansion shall be null and void, and the PSA automatically shall revert to its pre-existing location.

#### GCF-1 Policy Statement

Provide limited and predictable Planned Service Area expansions.

#### Implementing Actions

1. Planned Service Area expansions should include a development proposal that is consistent with the General Plan.
2. Any Planned Service Area expansions shall establish a transition that is compatible with and enhances surrounding communities, and provides an environmental benefit.
3. Any Planned Service Area expansion shall meet the criteria above.



#### Ecological Health Elevated as a Priority

Throughout the planning process, HoCo By Design elevated equitable and sustainable growth and conservation alongside a desire to meet market demand. The General Plan's policies and implementing actions seek to sustain and improve the County's ecological health by emphasizing climate change mitigation and adaptation in addition to preservation and conservation of natural resources. These goals will be incorporated into the Zoning Regulations and the Subdivision and Land Development Regulations.

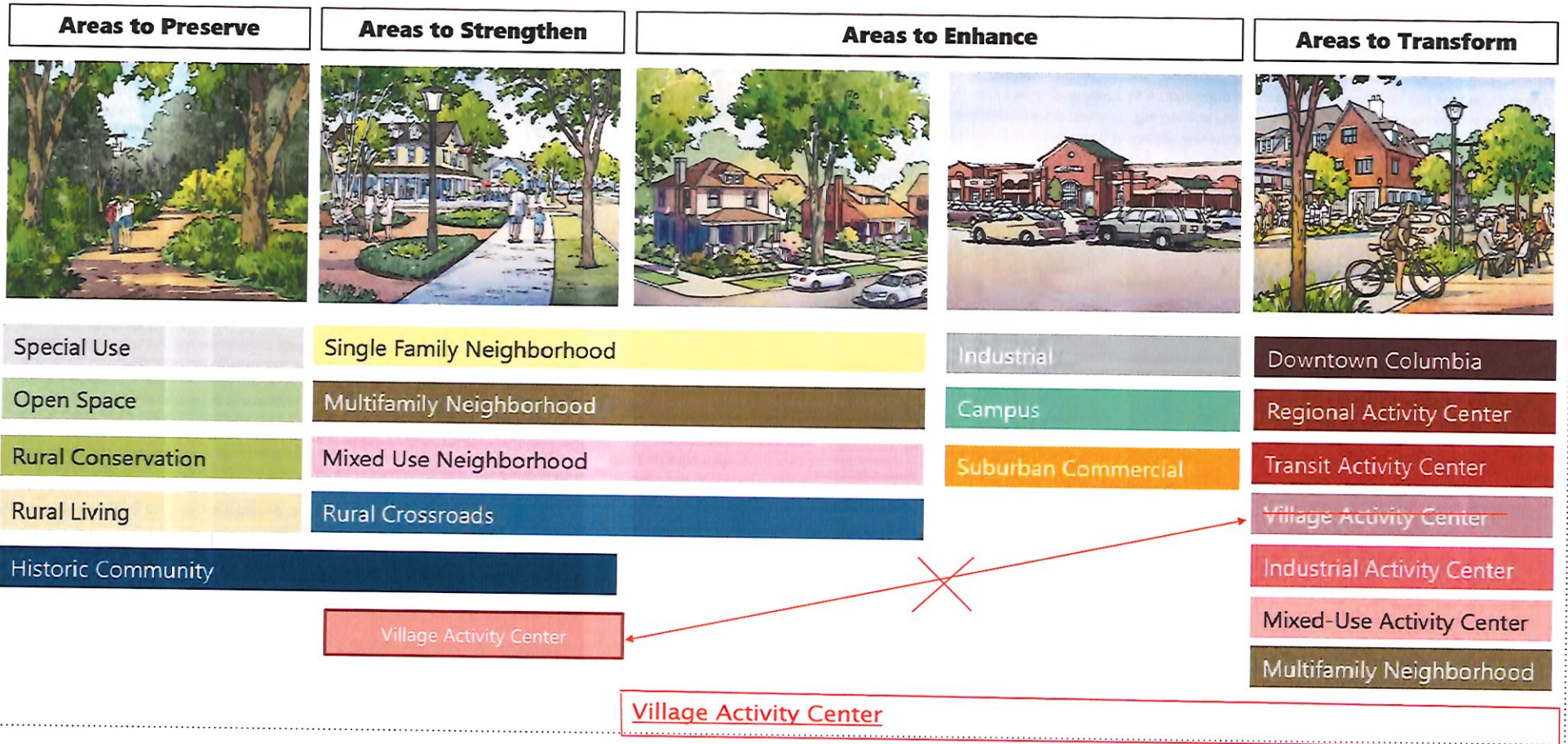
The FLUM's emphasis on redevelopment and the creation of focused activity centers will generate opportunities for significant environmental benefits, including natural resource conservation, enhanced stormwater management on redevelopment sites, an increase in open space around activity centers, more energy-efficient buildings, climate change mitigation measures such as increased tree canopy and solar energy, and the preservation of high-priority natural resources such as the Green Infrastructure Network.

More information on ecological health, climate change, water resources, and other natural resources can be found in the Ecological Health chapter.



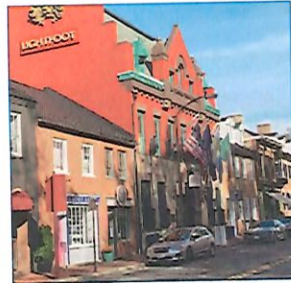
## ChArActer Area typoloGies

Each of the 18 character areas are described briefly on the pages below. Additional descriptions of the character areas and their typical lot size and building placement; open space and natural resources; building types and massing; transportation network; and street and block patterns are provided in Technical Appendix B: Character Areas.





## Character Area Descriptions



### SPECIAL USE

Land reserved for landfills, quarries, or other uses that are unique in the County and often guided by federal or state planning, permitting, and design guidelines, such as the Alpha Ridge Landfill & Recycling Center.

### OPEN SPACE

Land dedicated for active or passive open space uses. For example, open space uses can include natural resource protection, parks, greenways, and combinations of trails and pathways [for recreational use and for amenity spaces in multi-family housing areas](#).

### 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. Homes, farms, and farmettes are scattered throughout the countryside and integrated into the landscape. Several areas are preserved under agricultural or environmental easements.

### RURAL LIVING

Land corresponding to the County's Rural Residential (RR) Zoning District and characterized by large lots or cluster lots surrounding open space 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.

### HISTORIC COMMUNITIES

Historic Communities include the Ellicott City Local and National Register Historic District, the Lawyers Hill Local and National Register Historic District, and the Savage Mill Historic National Register District. Each of these designated Historic Communities has a different character based on its original founding, historic growth, and site constraints, and may include several different land uses within the Historic Community.



### SINGLE-FAMILY NEIGHBORHOOD

Land generally formed as subdivisions that currently includes a limited number of home choices (usually single-family detached or single-family attached homes).

### 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.

### MIXED-USE NEIGHBORHOOD

Land offering the opportunity to live, work, shop, and play in a master-planned community that emphasizes a mix of uses; a small, but discernable, neighborhood activity center; and one or more neighborhoods connected to the small activity center by a network of pathways or walkable streets such as Maple Lawn and Turf Valley.

### 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.



# Future Land Use Map

The FLUM depicts preferred development types, locations, patterns, and intensities throughout the County and is based on empirical land use data that assumes the carrying capacity in each character area. It provides a physical framework to more effectively realize the plan's vision, including advancing the General Plan 'themes' of Ecological Health, County in Motion, Economic Prosperity, Dynamic Neighborhoods, and Quality By Design. ~~Recommendations for the FLUM set a long-term vision for a more diverse development portfolio that is forward-thinking, focused on economic development, and mindful of supporting infrastructure, promoting quality of life and balancing the fiscal impacts to the County.~~

Some areas of the FLUM reflect what currently exists. Some are more aspirational in nature; others are a mix of what exists and what could be in the future. Some character areas depicted on the map and described later in the Character Areas technical appendix articulate how a given area should look and feel, even if that is not the case today. Others seek to retain and advance the current character.

Realization of the FLUM is a long-term endeavor; it could take several decades before all the land in the planning area is developed, redeveloped, or preserved. Realization of the FLUM is dependent on the factors that influence growth described above, including the inclinations of individual property owners. Revisions to the FLUM may be needed to reflect changing realities in the future. Modifications to the FLUM should be evaluated against the vision and policies in HoCo By Design to determine if the proposed changes are consistent or if a General Plan amendment is needed. County officials should also evaluate proposed changes to the FLUM using an "if-then-what-else" approach to decision making, whereby potential ripple effects or unintended consequences associated with a proposed change are evaluated to see what else might be impacted as a result. For example, character areas assigned in the FLUM may need to be revised if the County or its partners decide to support a major economic development decision or if a regional or state transportation agency plans improvements for an area not previously anticipated in HoCo By Design.

## Future Land Use Map Guidelines

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A printed copy of the FLUM is available by request from the Department of Planning and Zoning. Several important considerations, defined below, accompany the FLUM:

1. The FLUM envisions intended development types, patterns, and intensities for build out of the County. It should be considered aspirational in nature. It is not an existing land use map, although in many cases future development intended for an area is the same as what exists there today.
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The FLUM establishes greater predictability for the creation of a Unified Development Ordinance in line with the recommendations proposed in the Development Regulations Assessment. To provide greater specificity and guidance to the development of future regulations, HoCo By Design combines character areas, targeted focus area concepts, and a set of flexible policies developed through a design lens.

Amendment 1 to Amendment 92  
to Council Bill No. 28-2023

BY: Deb Jung

Legislative Day 12  
Date: October 11, 2023

Amendment 1 to Amendment 92

*(This amendment strikes a statement to a paragraph about the County's ecological health, climate change mitigation, and the preservation of natural resources requesting that those goals be incorporated into the Zoning Regulations and Subdivision Regulations.)*

- 1 Substitute page 1 of Amendment 92 with the attached page 1 to this Amendment to Amendment.
- 2
- 3
- 4 Substitute the attached pages GCF-22 of Amendment 92 with the attached GCF-22 attached to
- 5 this Amendment to Amendment.
- 6
- 7
- 8

**I certify this is a true copy of**

Am 1 Am 92 CB 28-2023

**passed on**

10/11/2023

Not Moved

Michelle Dorr  
**Council Administrator**



Amendment 92 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: October 2, 2023

Amendment No. 92

*(This Amendment makes the following changes to HoCo by Design Chapter 2:*

*Chapter 2: Growth  
and Conservation  
Framework*

- *Removes a sentence that forecasts pent up housing demand under Market Demand Projections;*
- *Removes a paragraph about demands for homes and jobs;*
- *Removes a reference to hybrid scenario being used to create the FLUM and specified the four scenarios and concepts that were used;*
- *Adds a paragraph about the four development scenarios;*
- *Removes a reference to “ground truthing” with respect to the availability of land and infrastructure demands;*
- *Removes a paragraph about the County’s existing job-housing ratio;*
- *Removes sentences about the pace of growth with respect to the 2040 target date;*
- ~~*Adds a statement to a paragraph about the County’s ecological health, climate change mitigation, and the preservation of natural resources requesting that those goals be incorporated into the Zoning Regulations and Subdivision Regulations;*~~
- *Removes a paragraph about the activity centers creating opportunities for significant environmental benefits;*
- *Moves Village Activity Centers from “Areas to Transform” to “Areas to Strengthen” in graphic;*
- *Clarifies that passive open space is for recreational and amenities in multi-family housing areas;*
- *Removes a statement about recommendations about the FLUM’s long-term vision;*
- *Removes sentence about the FLUM not following parcel boundaries and replaces it with a sentence that clarifies that map is not intended to prescriptive at a parcel level; and*
- *Clarifies that the FLUM map is intended for demonstration purposes.)*

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: 10, 11, 15, 16, 22, 31, 32, 33, and 37.



In the future, there may be situations where minor PSA adjustments may be appropriate. A PSA revision requires a General Plan Amendment. Any requests for a General Plan Amendment for expansion of the PSA should be denied unless:

- The proposed expansion of the PSA is intended to provide for a public or institutional use such as a religious facility, philanthropic institution, academic school, or low- and moderate-income housing, such as missing middle or older adult housing; or
- The proposed expansion of the PSA includes a zoning proposal that is consistent with the General Plan.

Public sewer and water infrastructure capacity and costs of the above must be analyzed to confirm the feasibility and availability of scheduled capacity.

Expansions of the PSA boundary are limited to the following:

1. Properties adjoining the existing PSA boundary without including an intervening privately owned parcel;
2. The minimum area necessary to serve the proposed use. Development of the parcel consistent with the PSA boundary amendment is required after approval of the General Plan Amendment and prior to the inclusion of the parcel into the Metropolitan District; and
3. The particular use proposed at the time of expansion with a deadline for the completion of the improvements for the proposed use and connection to the public water and/or sewerage system. If the proposed use is not actually constructed and connected to the public water and/or sewerage system by the deadline specified, the PSA expansion shall be null and void, and the PSA automatically shall revert to its pre-existing location.

#### GCF-1 Policy Statement

Provide limited and predictable Planned Service Area expansions.

#### Implementing Actions

1. Planned Service Area expansions should include a development proposal that is consistent with the General Plan.
2. Any Planned Service Area expansions shall establish a transition that is compatible with and enhances surrounding communities, and provides an environmental benefit.
3. Any Planned Service Area expansion shall meet the criteria above.



#### Ecological Health Elevated as a Priority

Throughout the planning process, HoCo By Design elevated equitable and sustainable growth and conservation alongside a desire to meet market demand. The General Plan's policies and implementing actions seek to sustain and improve the County's ecological health by emphasizing climate change mitigation and adaptation in addition to preservation and conservation of natural resources. These goals will be incorporated into the Zoning Regulations and the Subdivision and Land Development Regulations.

The FLUM's emphasis on redevelopment and the creation of focused activity centers will generate opportunities for significant environmental benefits, including natural resource conservation, enhanced stormwater management on redevelopment sites, an increase in open space around activity centers, more energy-efficient buildings, climate change mitigation measures such as increased tree canopy and solar energy, and the preservation of high-priority natural resources such as the Green Infrastructure Network.

More information on ecological health, climate change, water resources, and other natural resources can be found in the Ecological Health chapter.



Amendment 2 to Amendment No. 92 to Council Bill No. 28 -2023

BY: The Chairperson at the Request  
of the County Executive

Legislative Day 12  
Date: October 11, 2023

Amendment No. 2 to Amendment No. 92

*(This Amendment to Amendment No. 92:*

*Expands village activity centers to areas to strengthen and enhance and maintain them in areas to transform in order to capture the range of needs and possibilities across various centers.*

*Provides that the FLUM provides guidance for future consideration*

*This is to be consistent with an Amendment to Amendment No. 58 that makes a similar change in the appendix regarding village activity centers.)*

- 1 Substitute page 1 of Amendment 92 with the attachment to this Amendment to Amendment.
- 2
- 3 In Chapter 2, Growth and Conservation Framework, substitute pages GCF 11, 15.1, 22, 31, 32
- 4 and 37 attached to Amendment No. 92 with the pages GCF 11, 15.1, 22, 31, 32 and 37 attached
- 5 to this Amendment to Amendment.

**I certify this is a true copy of**

Am 2 Am 92 CB28-2023

**passed on**

10/11/2023

Mrs. Helen H. [Signature]  
**Council Administrator**

Amendment 92 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11

Date: 10/02/2023

Amendment No. 92

*(This Amendment makes the following changes to HoCo by Design Chapter 2:*

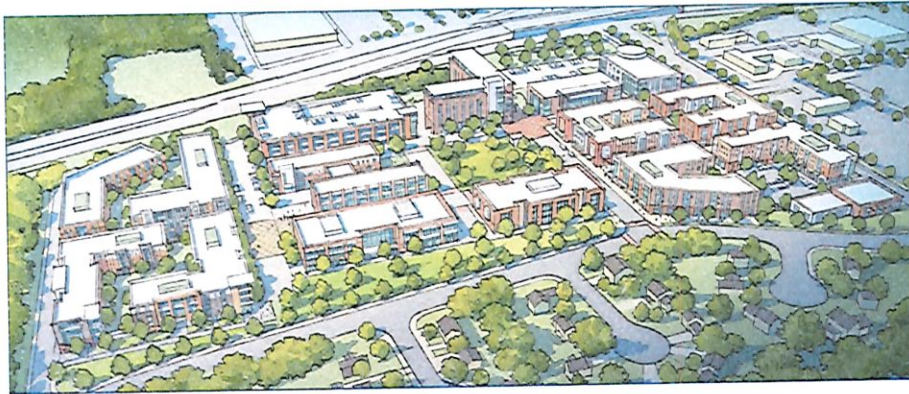
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- *Removes a paragraph about the activity centers creating opportunities for significant environmental benefits;*
- *~~Moves Village Activity Centers from “Areas to Transform” to “Areas to Strengthen” in graphic;~~ Expands Village Activity Centers to Areas to Strengthen and Enhance and maintains them in Areas to Transform*
- *Clarifies that passive open space is for recreational and amenities in multi-family housing areas;*
- *Removes a statement about recommendations about the FLUM’s long-term vision;*
- *Removes sentence about the FLUM not following parcel boundaries and replaces it with a sentence that clarifies that map is not intended to prescriptive at a parcel level; and*
- *Clarifies that the FLUM ~~map is intended for demonstration purposes~~ provides guidance for future consideration.*

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2 pages as indicated in this Amendment:

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### Job Demand vs. Existing Capacity

There are 656 acres of undeveloped nonresidential land in Howard County (including land zoned for office, retail, flex, industrial, and warehouse uses) which could accommodate about 28,000 new jobs. Over 20 years, this equates to an average of 1,400 jobs per year. Over the last 10 years, the County gained about 3,000 new jobs per year, with much of this growth attributable to the most recent Base Realignment and Closure (BRAC) and the associated expansion of Fort Meade.

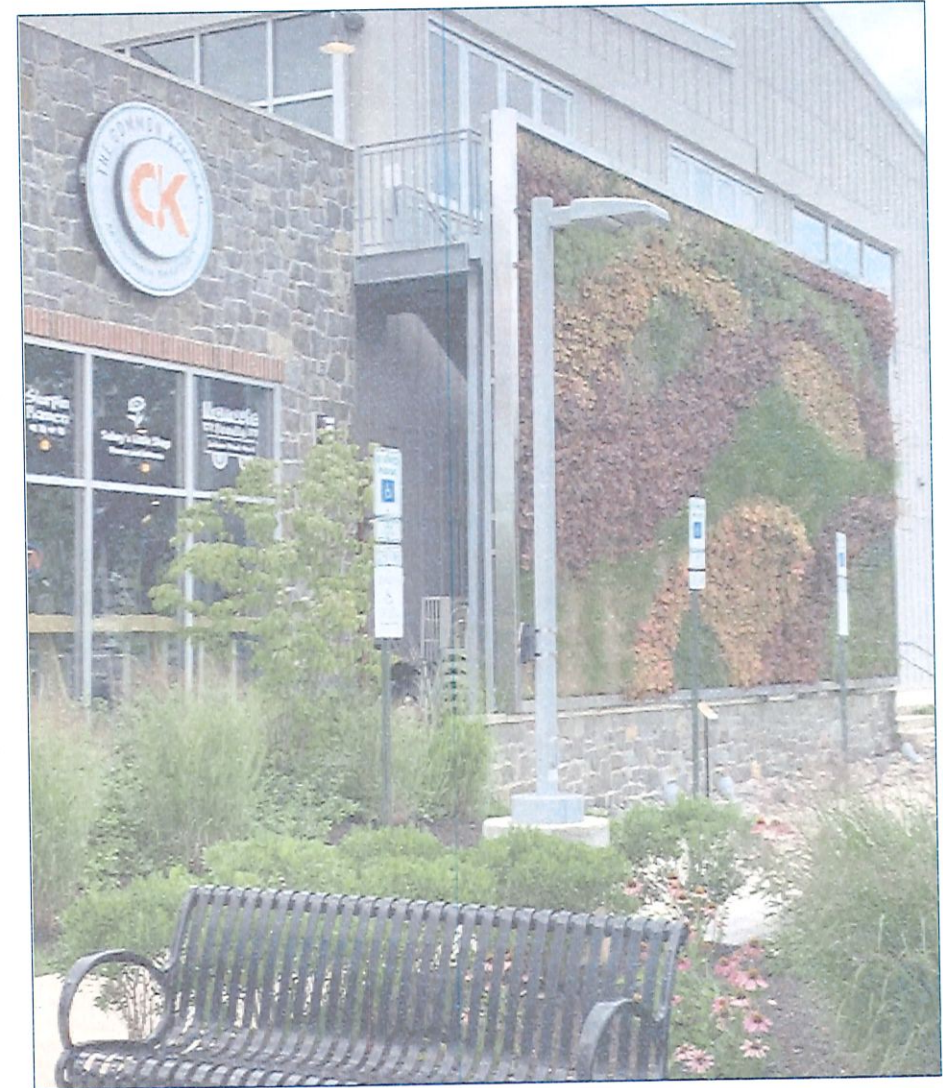
The 59,000 new jobs estimated in the Forecast represent an average annual addition of 2,950 new jobs per year over the next two decades. This growth is more than twice what could be accommodated within existing land use constraints. To meet this future demand, land use changes will need to occur in the County.

### Housing Demand vs. Existing Capacity

The Forecast observed that the existing jobs-housing ratio in Howard County is much lower than in nearly every other nearby county. This has created a "pent-up" demand of approximately 20,000 more households that would prefer to live in Howard County if options were available to them. Combined with the market demand of 31,000 units associated with projected job growth, there is housing demand for over 50,000 new housing units over the next 20 years.

The current estimated land use capacity for new housing in Howard County, as outlined in the various land use categories above, is only 15,200 units. This is far less than the 50,000-unit demand suggested by the Forecast. Land use changes will also need to occur in the County to accommodate this residential demand.

The findings in the Forecast establish what is possible—a ceiling—in terms of market demand. To determine the optimal growth targets HoCo By Design should assume, DPZ evaluated the findings against the General Plan's vision, the FLUM, the timing and location of infrastructure, and budgetary factors.





# StrAtEGy For Growth And ConservAtion

With continued strong demand for new housing and nonresidential growth, but a limited supply of undeveloped land, the County must optimize land use so that it can sustain a strong economy while maintaining the high quality of life to which county residents and businesses are accustomed.

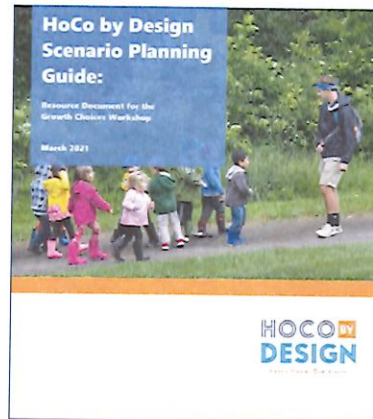
## Scenario Planning

To assess potential strategies for growth and conservation, and evaluate their effects, the HoCo By Design process included a scenario planning component that allowed stakeholders to evaluate several alternative futures for the County. Participants were asked to share their reactions to impacts and evaluate trade-offs for different themes and values voiced by the community. This scenario planning exercise generated future alternatives while considering emerging trends and the community's desires for growth and conservation.

To create the growth scenarios, HoCo By Design used information and data from land use and other physical assessment documents on existing conditions in the County. This data was combined with thoughts, ideas, and opinions collected from community outreach events to prepare four distinct scenarios. Building upon the assessment of existing land supply in the Land Supply section on page 7, the project team used CommunityViz software to model potential future year growth and conservation patterns, and measure potential impacts of each scenario.

In addition to scenario development, the HoCo By Design CommunityViz model assessed specific impacts and issues that arose during the General Plan process. These included an evaluation of opportunities and constraints related to expanding the Planned Service Area, and potential impacts and opportunities to preserve environmental features, such as the Green Infrastructure Network.

The HoCo By Design Scenario Planning Guide and a series of Growth Choices Workshop events held in March and April 2021 presented these four alternative futures for feedback. ~~Based on the impacts analysis of the scenarios, as well as community and PAC feedback, a final preferred hybrid scenario was crafted—represented by the HoCo By Design Future Land Use Map (FLUM).~~



~~The four scenarios included the following: Concept A with 18,762 units, Concept B 23,707, Concept C 28,897, and Concept D 36,585. HoCo By Design is built upon Concept C, described in the Scenario Planning Guide as the most aggressive condition. What should also be taken into consideration is that there are 7,080 units in process, 27,000 units identified by the FLUM, and 7,000 units anticipated through redevelopment at Gateway bringing total future growth targets to 41,080 housing units. These units would further increase the planned growth above the greatest number of housing units contemplated in Concept D. Gateway has been identified as a Regional Activity Center, which that will be determined through a future master planning process (please see the Economic Prosperity chapter for more information).~~

The four scenarios contemplated various growth and land use choices and analyzed their potential impacts. Each scenario illustrated different land use patterns, such as, maintaining the status quo, scattered development throughout the County, and concentrating growth in targeted strategic locations. Specific to residential development, the scenarios included: Scenario A with 18,762 units, Scenario B 23,707 units, Scenario C 28,897 units, and Scenario D 36,585 units.

The HoCo By Design Future Land Use Map (FLUM) is most closely aligned with Scenarios B and C as it proposes to target growth in strategic locations to generate a critical mass of residential and employment opportunities that may support various multimodal transportation options. HoCo by Design refers to these strategic locations as Activity Centers. The FLUM assumes approximately 27,000 new residential units. The 27,000 new units includes 7,080 units currently in the development pipeline which will be built under current regulations and land use policies. Gateway has been identified as a Regional Activity Center. Its development potential could yield thousands of new residential units, all of which is to be explored through a future master planning process. (please see the Economic Prosperity chapter for more information).

~~The HoCo By Design Future Land Use Map (FLUM) was modeled in CommunityViz as a form of "ground truthing" to ensure that the County has land available to support the hybrid scenario and to identify infrastructure demands for informed decision-making. A fiscal impact analysis was also conducted to determine the long-term impacts on the County's budget for each of the growth scenarios and the FLUM. More information on these specific analyses can be found in the HoCo By Design Scenario Planning Guide.<sup>1</sup>~~

<sup>1</sup> A copy of the Scenario Planning Guide is available from the Department of Planning and Zoning.



In the future, there may be situations where minor PSA adjustments may be appropriate. A PSA revision requires a General Plan Amendment. Any requests for a General Plan Amendment for expansion of the PSA should be denied unless:

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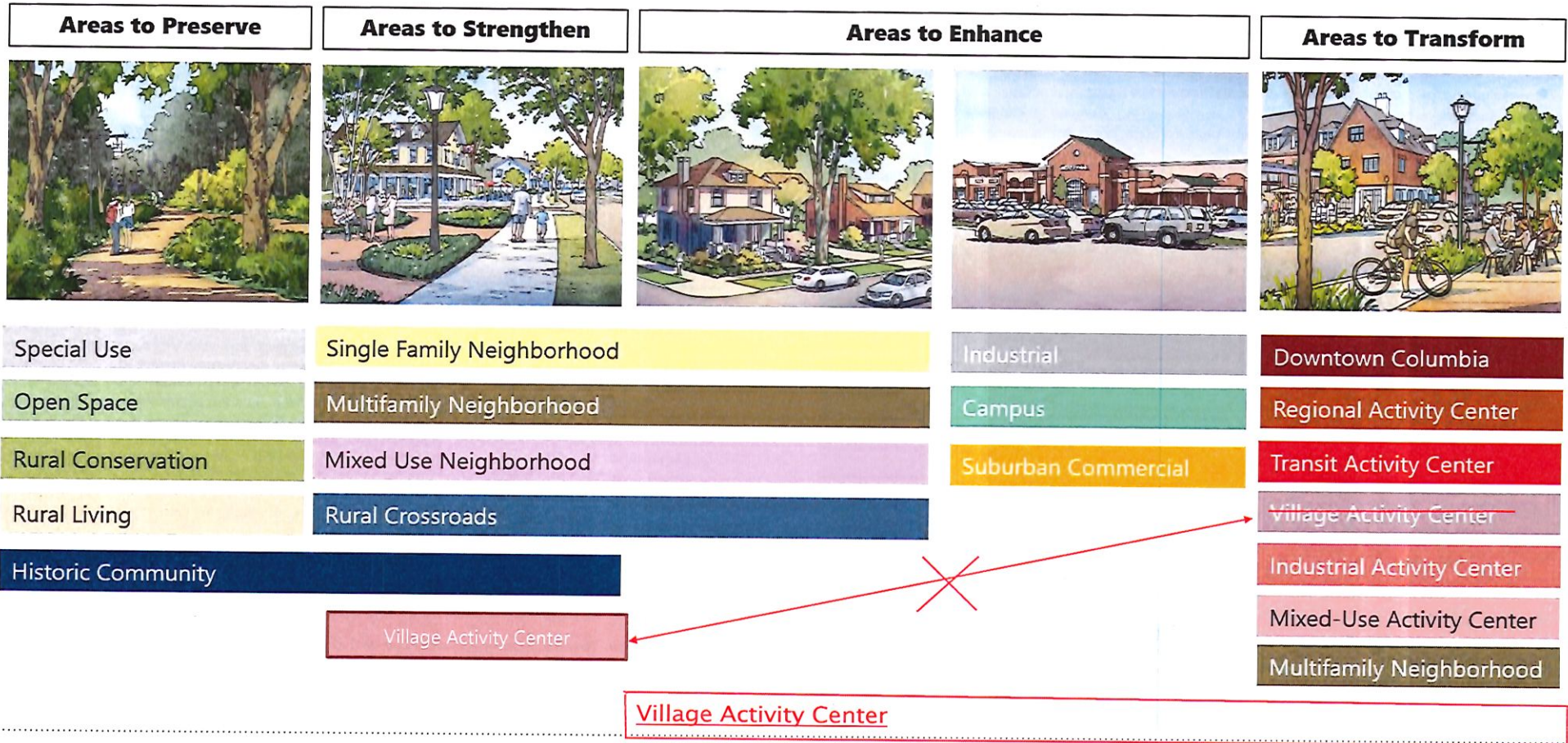
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More information on ecological health, climate change, water resources, and other natural resources can be found in the Ecological Health chapter.



# ChArActer AreA typoloGies

Each of the 18 character areas are described briefly on the pages below. Additional descriptions of the character areas and their typical lot size and building placement; open space and natural resources; building types and massing; transportation network; and street and block patterns are provided in Technical Appendix B: Character Areas.





# Future Land Use Map

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Amendment 92 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: 10/02/2023

Amendment No. 92

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- 2 pages as indicated in this Amendment:
- 3
  - Chapter 2: Growth and Conservation Framework: 10, 11, 15, 16, 22, 31, 32, 33, and 37.

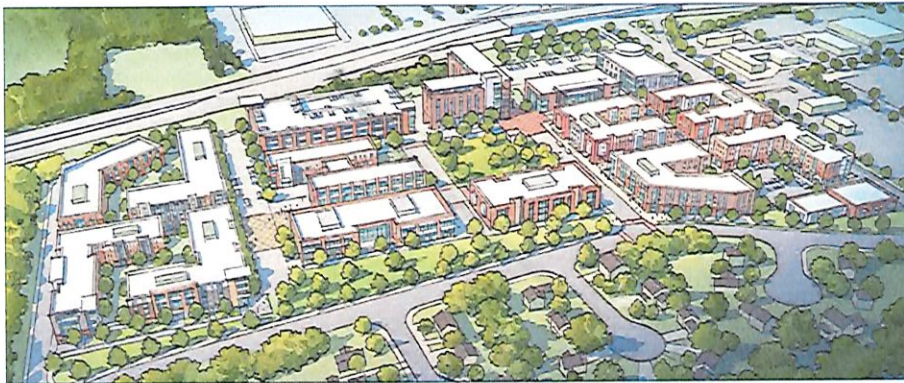
1 • Chapter 2: Growth and Conservation Framework: include page 15~~1~~ after page 15.

2

3 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
4 amendment.

5





### Job Demand vs. Existing Capacity

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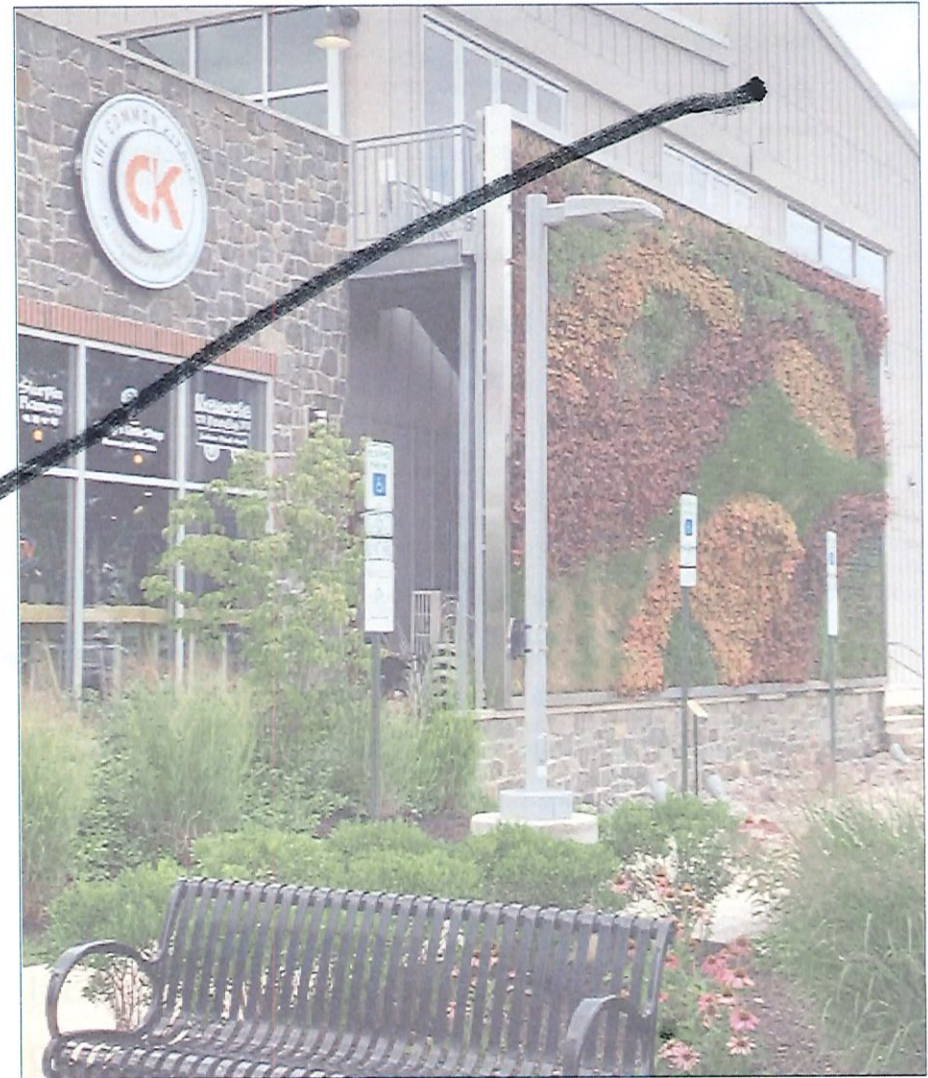
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### Housing Demand vs. Existing Capacity

~~The Forecast observed that the existing jobs-housing ratio in Howard County is much lower than in nearly every other nearby county. This has created a "pent up" demand of approximately 28,000 more households that would prefer to live in Howard County if options were available to them. Combined with the market demand of 31,000 units associated with projected job growth, there is housing demand for over 50,000 new housing units over the next 20 years.~~

The current estimated land use capacity for new housing in Howard County, as outlined in the various land use categories above, is only 15,200 units. This is far less than the 50,000-unit demand suggested by the Forecast. Land use changes will also need to occur in the County to accommodate this residential demand.

The findings in the Forecast establish what is possible—a ceiling—in terms of market demand. To determine the optimal growth targets HoCo By Design should assume, DPZ evaluated the findings against the General Plan's vision, the FLUM, the timing and location of infrastructure, and budgetary factors.





## Undeveloped, Unprotected Land

The wide distribution and relatively small size of undeveloped parcels in the County—approximately 2% of all land in the County—means there are limited opportunities to alter their intended impact on the landscape beyond what is planned under current zoning district assignments. Unless they are purchased or placed under easement for permanent preservation, it is likely that undeveloped land in the County will develop and look very similar to existing adjacent properties.

However, a significant amount of the undeveloped and unprotected land in the County remains undeveloped due to capacity constraints, including parcel shape and size, as well as environmental features, such as streams, wetlands, floodplains, and steep slopes. Given the higher proportion of environmental constraints on remaining undeveloped parcels, their potential for development will be limited.

If fully developed, these parcels could accommodate 2,024 new dwelling units and 4,210 new employees. The project team considered the limited capacity of this undeveloped, unprotected land in crafting recommendations for the General Plan.

## Land Preservation: Parkland, Open Space, and Farmland

Howard County has proactively preserved open space and farmland for decades. Today, about 39% of all land in the County is protected. Over half of this land is permanently preserved through environmental and agricultural preservation easements. The Agricultural Land Preservation Program has preserved over 23,000 acres of farmland through a combination of preservation easements purchased by the County, the dedication of agricultural preservation parcels as provided by the County's Zoning Regulations, and preservation easements purchased by the Maryland Agricultural Land Preservation Foundation. Over 9,000 acres of environmental preservation easements have been placed on land in the Rural West through the Zoning Regulations.

Additionally, about 25,000 acres of state, Washington Suburban Sanitary Commission (WSSC), and county parks and open space make up over a third of preserved land in the County. Columbia Association's 3,600 acres of open space comprises an additional 6% of preserved land in the County.

The General Plan retains all preserved parkland, open space, and easements in the County existing today, and presents opportunities for further conservation of environmental, agricultural, and open space land.

2%



Undeveloped Land

39%



Open Space

## deMAnd For land: twenty Year Market potential

Despite a limited supply of available undeveloped land, Howard County continues to see a high demand for residential and commercial growth. RCLCO Real Estate Advisors conducted a Market Research and Demand Forecast (the Forecast) to inform HoCo By Design. The Forecast found that the County has reached an inflection point, whereby land constraints and affordability challenges could impact the ability to accommodate future residential and commercial growth. It also found that the economic vitality of the County is directly tied to its desirability as a place to live and work, which must be maintained over time. Most high-paying and fast-growing industries are booming either in response to population and job bases (like healthcare, education, and publishing), or as a result of national economic and industry trends (like technology, professional services, and food services). To sustain the economic growth that has been historically enjoyed and to maintain a competitive edge over other markets, the County must continue to invest in housing, infrastructure, placemaking, job creation, and other activities that make it a desirable place for people and employers to call home.

### Market Demand Projections

The Forecast projected market-driven demand for new retail, office, industrial, residential, and hotel room space in the absence of land, regulation, or other constraints. It concluded that there is a strong market in Howard County for commercial uses, with potential to add up to 59,000 jobs between 2020 and 2040. Additionally, there is a future demand for 31,000 new homes to accommodate the 28,000 new households associated with that job growth (allowing for a vacancy factor). ~~The Forecast also identified a current "pent up" demand for 20,000 more housing units, attributed to those who work in Howard County but live elsewhere in the region.~~



Housing

Current Total  
116,000 Homes

Projected Demand  
31,000 New Homes



Employment

Current Total  
223,000 Jobs

Projected Demand  
59,000 New Jobs



Commercial

Current Total  
12.2M Sq.Ft  
4,000 Hotel Rooms

Projected Demand  
16.5M Sq. Ft.  
1,000 Hotel Rooms

Sources: RCLCO Market Research and Demand Forecast (2020)



# StrAtEGy For Growth And ConservAtion

With continued strong demand for new housing and nonresidential growth, but a limited supply of undeveloped land, the County must optimize land use so that it can sustain a strong economy while maintaining the high quality of life to which county residents and businesses are accustomed.

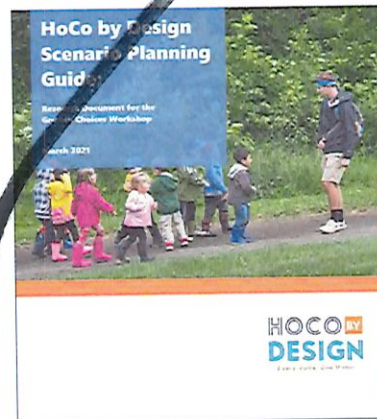
## Scenario Planning

To assess potential strategies for growth and conservation, and evaluate their effects, the HoCo By Design process included a scenario planning component that allowed stakeholders to evaluate several alternative futures for the County. Participants were asked to share their reactions to impacts and evaluate trade-offs for different themes and values voiced by the community. This scenario planning exercise generated future alternatives while considering emerging trends and the community's desires for growth and conservation.

To create the growth scenarios, HoCo By Design used information and data from land use and other physical assessment documents on existing conditions in the County. This data was combined with thoughts, ideas, and opinions collected from community outreach events to prepare four distinct scenarios. Building upon the assessment of existing land supply in the Land Supply section on page 7, the project team used CommunityViz software to model potential future year growth and conservation patterns, and measure potential impacts of each scenario.

In addition to scenario development, the HoCo By Design CommunityViz model assessed specific impacts and issues that arose during the General Plan process. These included an evaluation of opportunities and constraints related to expanding the Planned Service Area, and potential impacts and opportunities to preserve environmental features, such as the Green Infrastructure Network.

The HoCo By Design Scenario Planning Guide and a series of Growth Choices Workshop events held in March and April 2021 presented these four alternative futures for feedback. ~~Based on the impacts analysis of the scenarios, as well as community and PAC feedback, a final preferred hybrid scenario was crafted—represented by the HoCo By Design Future Land Use Map (FLUM).~~



~~The four scenarios included the following: Concept A with 18,762 units, Concept B 23,707, Concept C 28,897, and Concept D 36,585. HoCo By Design is built upon Concept C, described in the Scenario Planning Guide as the most aggressive condition. What should also be taken into consideration is that there are 7,080 units in process, 27,000 units identified by the FLUM, and 7,000 units anticipated through redevelopment at Gateway bringing total future growth targets to 41,080 housing units. These units would further increase the planned growth above the greatest number of housing units contemplated in Concept D. Gateway has been identified as a Regional Activity Center, which that will be determined through a future master planning process (please see the Economic Prosperity chapter for more information).~~

~~The HoCo By Design Future Land Use Map (FLUM) was modeled in CommunityViz as a form of "ground truthing" to ensure that the County has land available to support the hybrid scenario and to identify infrastructure demands for informed decision making. A fiscal impact analysis was also conducted to determine the long-term impacts on the County's budget for each of the growth scenarios and the FLUM. More information on these specific analyses can be found in the HoCo By Design Scenario Planning Guide.<sup>1</sup>~~

<sup>1</sup> A copy of the Scenario Planning Guide is available from the Department of Planning and Zoning.



~~Despite a projected demand for 31,000 new homes and 59,000 new jobs, the HoCo By Design Future Land Use Map plans to accommodate up to 27,000 new residential units through 2040 (this includes approximately 2,500 units in the 2023-2025 pipeline). HoCo By Design also accounts for a minimum of 35,000 new jobs. This jobs projection does not account for new jobs created by the Gateway Regional Activity Center, which will be determined through a future master planning process (please see the Economic Prosperity chapter for more information). The targets for 2040 represent a slower pace of growth compared to the growth targets over the past decade, as projected in the last General Plan, PlanHoward 2030. The slower and steadier pace of growth represented in HoCo By Design acknowledges the limited remaining undeveloped land in the County, market shifts in housing types and financing opportunities, and the need for strategic redevelopment within focused areas of the County as activity centers.~~

~~The FLUM focuses new growth into redevelopment areas, which account for approximately 1.5% of the County's already-developed land. This approach addresses high demand for housing and commercial growth while significantly reducing potential impacts on infrastructure, maximizes the potential for infrastructure investments, and maintains the character of existing neighborhoods throughout the County.~~

More information on growth management, including growth targets and potential infrastructure demands, can be found in the Supporting Infrastructure and Managing Growth chapters.

#### Planned Service Area and Tiers

The Sustainable Growth and Agricultural Preservation Act of 2012 (Senate Bill 236), adopted by the Maryland General Assembly, required local jurisdictions to adopt Growth Tiers by December 31, 2012. These Tiers designate certain areas for different types of development depending on specific characteristics such as sewerage service, agricultural use, forest and green space, and locally designated growth areas.

SB 236 required local jurisdictions to classify land into one of the following four Growth Tiers, as defined in the legislation.

- Tier I: designated growth area served by public sewer
- Tier II: designated for future extension of public sewer services
- Tier III: not planned for sewer service, not dominated by agricultural or forest, and planned for large lot development
- Tier IV: not planned for sewer service, dominated by agricultural and forest land planned for resource protection

The intent of the legislation was to protect the Chesapeake Bay and its associated rivers and streams by limiting the amount of development served by septic systems. Accordingly, major subdivisions in Tier IV areas (five or more lots in Howard County) are prohibited. While SB 236 established Tier definitions, the final land designations and the development of a local Growth Tiers map were left up to local jurisdictions. To meet SB 236 requirements, the Howard County Council adopted a Growth Tiers map in April 2013 as part of PlanHoward 2030. The County intends to maintain the current Tiers map and used it as a basis for the FLUM.

In coordination with Growth Tiers, the Planned Service Area (PSA) outlines the areas of the County served by public water and sewer services. The PSA is also important because it serves as Howard County's designated growth boundary, or Priority Funding Area, per the State's Smart Growth Act.



In the future, there may be situations where minor PSA adjustments may be appropriate. A PSA revision requires a General Plan Amendment. Any requests for a General Plan Amendment for expansion of the PSA should be denied unless:

- The proposed expansion of the PSA is intended to provide for a public or institutional use such as a religious facility, philanthropic institution, academic school, or low- and moderate-income housing, such as missing middle or older adult housing; or
- The proposed expansion of the PSA includes a zoning proposal that is consistent with the General Plan.

Public sewer and water infrastructure capacity and costs of the above must be analyzed to confirm the feasibility and availability of scheduled capacity.

Expansions of the PSA boundary are limited to the following:

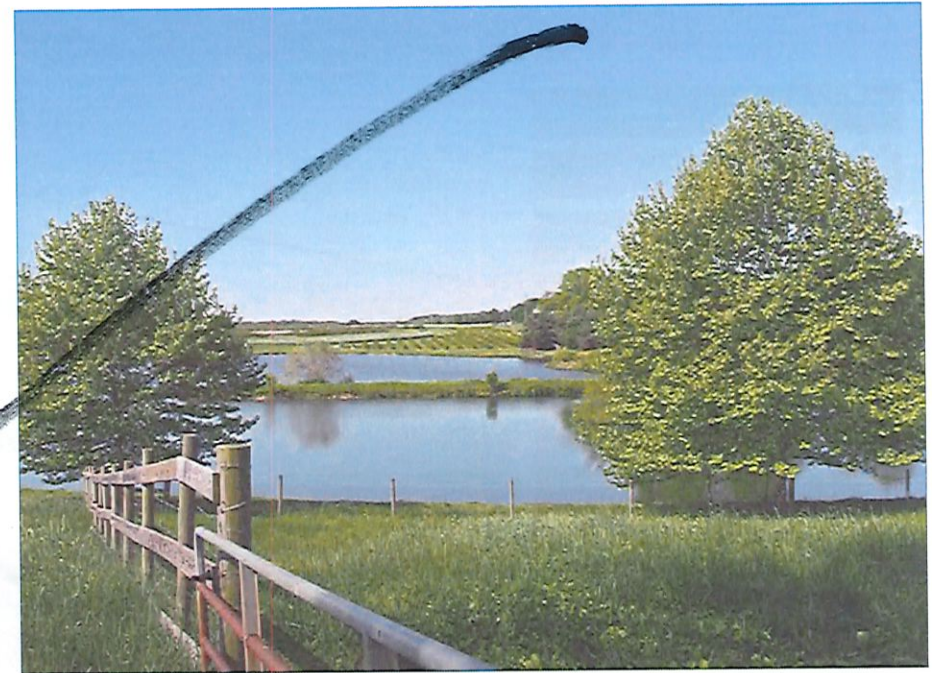
1. Properties adjoining the existing PSA boundary without including an intervening privately owned parcel;
2. The minimum area necessary to serve the proposed use. Development of the parcel consistent with the PSA boundary amendment is required after approval of the General Plan Amendment and prior to the inclusion of the parcel into the Metropolitan District; and
3. The particular use proposed at the time of expansion with a deadline for the completion of the improvements for the proposed use and connection to the public water and/or sewerage system. If the proposed use is not actually constructed and connected to the public water and/or sewerage system by the deadline specified, the PSA expansion shall be null and void, and the PSA automatically shall revert to its pre-existing location.

#### GCF-1 Policy Statement

Provide limited and predictable Planned Service Area expansions.

#### Implementing Actions

1. Planned Service Area expansions should include a development proposal that is consistent with the General Plan.
2. Any Planned Service Area expansions shall establish a transition that is compatible with and enhances surrounding communities, and provides an environmental benefit.
3. Any Planned Service Area expansion shall meet the criteria above.



#### Ecological Health Elevated as a Priority

Throughout the planning process, HoCo By Design elevated equitable and sustainable growth and conservation alongside a desire to meet market demand. The General Plan's policies and implementing actions seek to sustain and improve the County's ecological health by emphasizing climate change mitigation and adaptation in addition to preservation and conservation of natural resources. [These goals will be incorporated into the Zoning Regulations and the Subdivision and Land Development Regulations.](#)

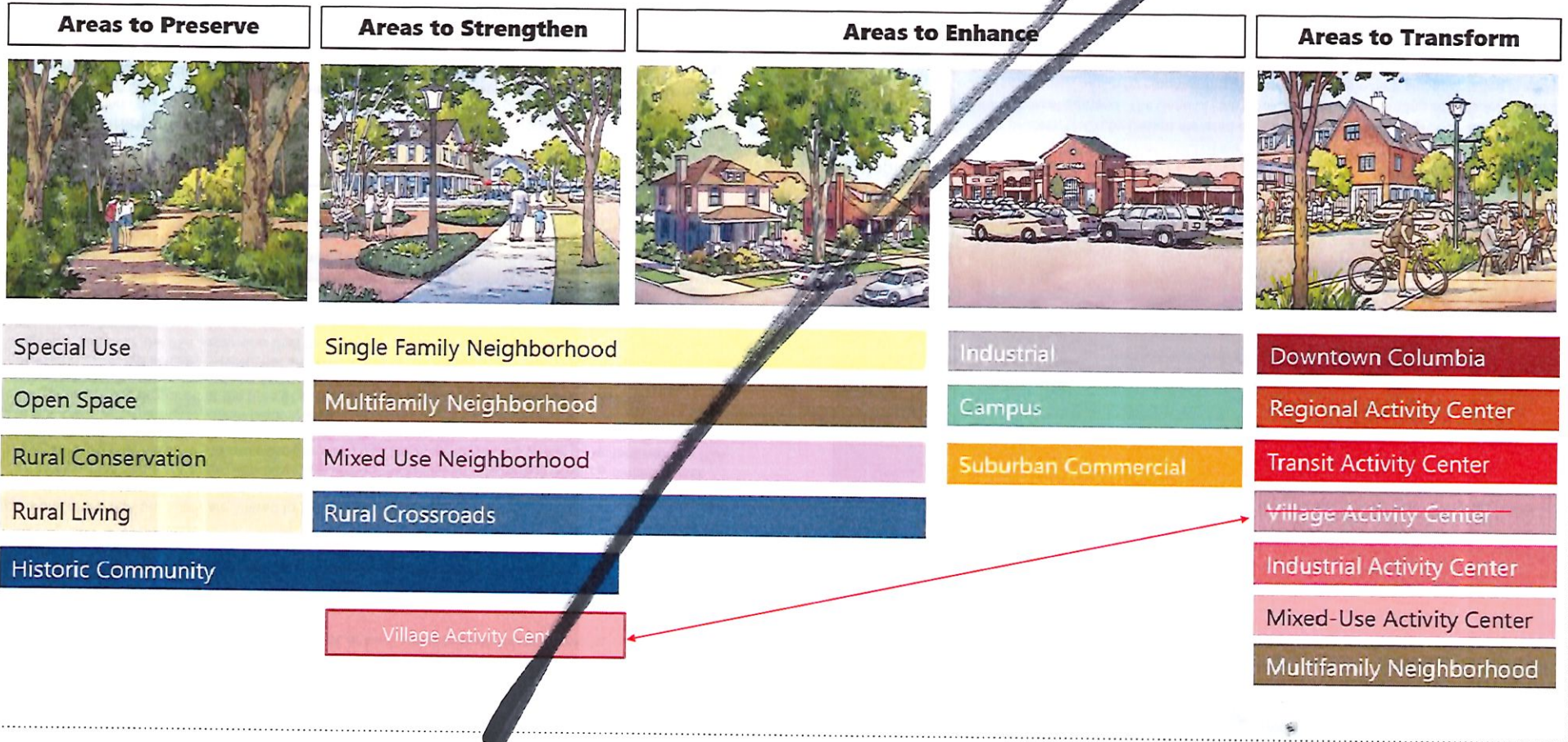
~~The FLUM's emphasis on redevelopment and the creation of focused activity centers will generate opportunities for significant environmental benefits, including natural resource conservation, enhanced stormwater management on redevelopment sites, an increase in open space around activity centers, more energy-efficient buildings, climate change mitigation measures such as increased tree canopy and solar energy, and the preservation of high-priority natural resources such as the Green Infrastructure Network.~~

More information on ecological health, climate change, water resources, and other natural resources can be found in the Ecological Health chapter.



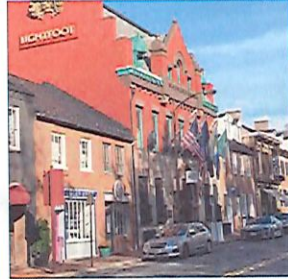
# Character Area typologies

Each of the 18 character areas are described briefly on the pages below. Additional descriptions of the character areas and their typical lot size and building placement; open space and natural resources; building types and massing; transportation network; and street and block patterns are provided in Technical Appendix B: Character Areas.





## Character Area Descriptions



### SPECIAL USE

Land reserved for landfills, quarries, or other uses that are unique in the County and often guided by federal or state planning, permitting, and design guidelines, such as the Alpha Ridge Landfill & Recycling Center.

### OPEN SPACE

Land dedicated for active or passive open space uses. For example, open space uses can include natural resource protection, parks, greenways, and combinations of trails and pathways [for recreational use and for amenity spaces in multi-family housing areas](#).

### RURAL CONSERVATION

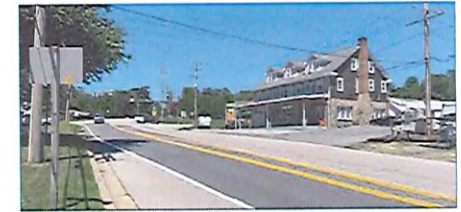
Land corresponding to the County's Rural Conservation (RC) Zoning District and characterized by large lots and a high degree of separation between buildings. Homes, farms, and farmettes are scattered throughout the countryside and integrated into the landscape. Several areas are preserved under agricultural or environmental easements.

### RURAL LIVING

Land corresponding to the County's Rural Residential (RR) Zoning District and characterized by large lots or cluster lots surrounding open space 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.

### HISTORIC COMMUNITIES

Historic Communities include the Ellicott City Local and National Register Historic District, the Lawyers Hill Local and National Register Historic District, and the Savage Mill Historic National Register District. Each of these designated Historic Communities has a different character based on its original founding, historic growth, and site constraints, and may include several different land uses within the Historic Community.



### SINGLE-FAMILY NEIGHBORHOOD

Land generally formed as subdivisions that currently includes a limited number of home choices (usually single-family detached or single-family attached homes).

### 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.

### MIXED-USE NEIGHBORHOOD

Land offering the opportunity to live, work, shop, and play in a master-planned community that emphasizes a mix of uses; a small, but discernable, neighborhood activity center; and one or more neighborhoods connected to the small activity center by a network of pathways or walkable streets such as Maple Lawn and Turf Valley.

### 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.



# Future Land Use Map

The FLUM depicts preferred development types, locations, patterns, and intensities throughout the County and is based on empirical land use data that assumes the carrying capacity in each character area. It provides a physical framework to more effectively realize the plan's vision, including advancing the General Plan 'themes' of Ecological Health, County in Motion, Economic Prosperity, Dynamic Neighborhoods, and Quality By Design. ~~Recommendations for the FLUM set a long-term vision for a more diverse development portfolio that is forward-thinking, focused on economic development, and mindful of supporting infrastructure, promoting quality of life and balancing the fiscal impacts to the County.~~

Some areas of the FLUM reflect what currently exists. Some are more aspirational in nature; others are a mix of what exists and what could be in the future. Some character areas depicted on the map and described later in the Character Areas technical appendix articulate how a given area should look and feel, even if that is not the case today. Others seek to retain and advance the current character.

Realization of the FLUM is a long-term endeavor; it could take several decades before all the land in the planning area is developed, redeveloped, or preserved. Realization of the FLUM is dependent on the factors that influence growth described above, including the inclinations of individual property owners. Revisions to the FLUM may be needed to reflect changing realities in the future. Modifications to the FLUM should be evaluated against the vision and policies in HoCo By Design to determine if the proposed changes are consistent or if a General Plan amendment is needed. County officials should also evaluate proposed changes to the FLUM using an "if-then-what-else" approach to decision making, whereby potential ripple effects or unintended consequences associated with a proposed change are evaluated to see what else might be impacted as a result. For example, character areas assigned in the FLUM may need to be revised if the County or its partners decide to support a major economic development decision or if a regional or state transportation agency plans improvements for an area not previously anticipated in HoCo By Design.

## Future Land Use Map Guidelines

The Future Land Use Map (FLUM) generally depicts the intended land use for an area. It is not a zoning map. A zoning map is parcel-specific and, combined with Zoning Regulations, establishes detailed requirements and development standards for setbacks, height, use, parking, and other attributes. By contrast, the FLUM is intended to provide generalized guidance for conservation and growth, and is considered in the context of other policies and recommendations in the General Plan. ~~The FLUM does not follow parcel boundaries, and its categories do not specify allowable uses or development standards. Even though specific parcel boundaries have been used in the FLUM to designate land uses, this map is not intended to be prescriptive at a parcel level.~~ This map is to be interpreted broadly using land use categories to evaluate desired character area objectives around the County and is intended for demonstration purposes only.

A printed copy of the FLUM is available by request from the Department of Planning and Zoning. Several important considerations, defined below, accompany the FLUM:

1. The FLUM envisions intended development types, patterns, and intensities for build out of the County. It should be considered aspirational in nature. It is not an existing land use map, although in many cases future development intended for an area is the same as what exists there today.
2. Intended zoning for a specific area should be guided by the FLUM and interpreted with guidance from the text in the General Plan, including the Character Areas technical appendix.
3. Some zoning districts in the County's Zoning Regulations may be compatible with more than one character area for the General Plan (or vice versa).
4. The FLUM can be amended. It is intended to be a dynamic map that is updated periodically in response to the evolving needs of or opportunities for the County. Requests to change the map are considered via General Plan Amendments (GPAs).

## the development reGULAtions AssesMent And the FLUM

In 2016, DPZ retained Clarion Associates, a national land use firm, to assess the County's current Zoning Regulations and Subdivision and Land Development Regulations. The Development Regulations Assessment engaged community members to explore strengths and weaknesses of existing land development regulations and recommendations for improvement. Through the process, nearly 500 community members participated in more than 40 meetings. This outreach and an online survey resulted in more than 700 comments.

From results of the evaluation and public engagement, the Development Regulations Assessment made recommendations on how to make these regulations more user-friendly, internally consistent, streamlined, and better aligned with County planning goals. The assessment proposed the creation of a Unified Development Ordinance that would provide all regulations within one easily accessible document, emphasizing user-friendly graphics and legibility. Additionally, the assessment included recommendations for new and existing uses and districts, district conversions or changes, and streamlined processes for the land development approval process.

The FLUM establishes greater predictability for the creation of a Unified Development Ordinance in line with the recommendations proposed in the Development Regulations Assessment. To provide greater specificity and guidance to the development of future regulations, HoCo By Design combines character areas, targeted focus area concepts, and a set of flexible policies developed through a design lens.



**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;*

**I certify this is a true copy of**

Am 93 CB28-2023

1

**signed on**

10/11/2023

*Filed*

*Michelle Howard*  
**Council Administrator**



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.

11





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



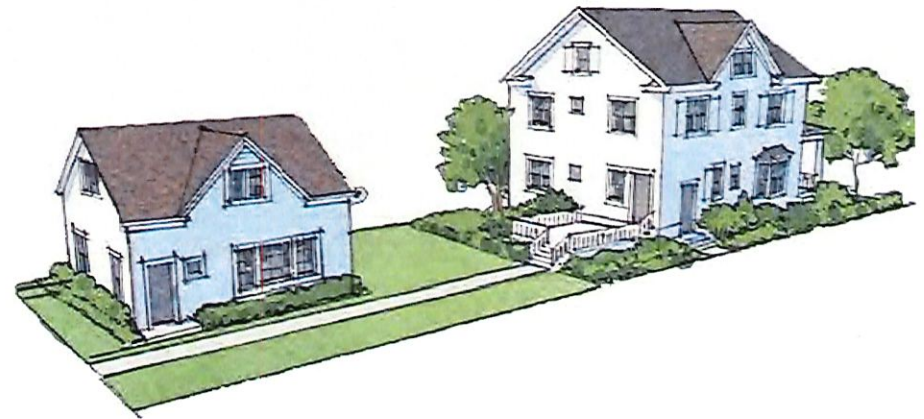
and mostly undetected in a neighborhood. Not only have many of these housing types existed for centuries, they have successfully conformed to the neighborhood character and have not yet turned owner-occupied single-family communities into rental communities. As previously noted, between 2015 and 2020,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

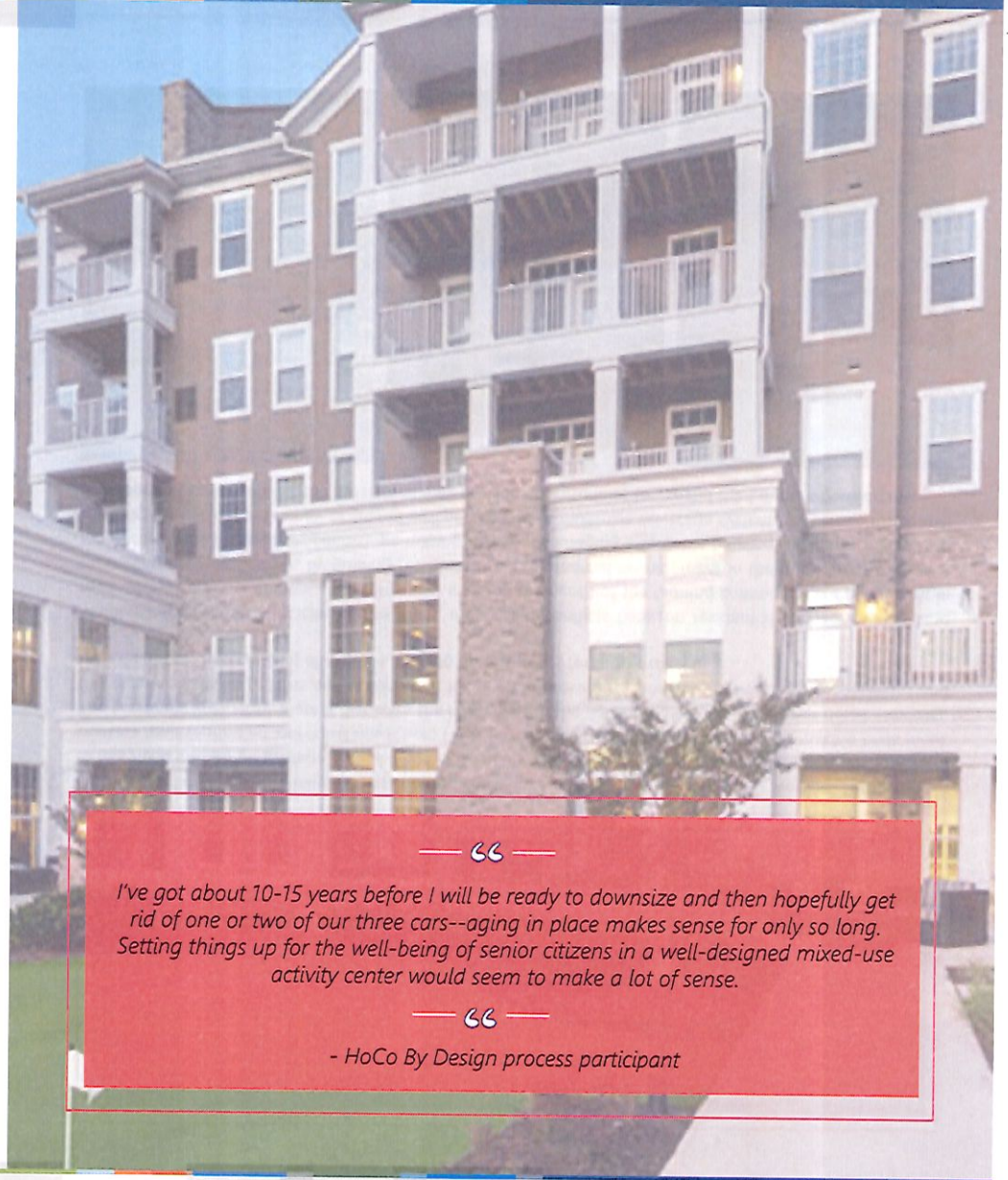
- By 2030, one in five Howard County residents will be 65 or older and 8,000 residents will be 85 years or older—double the number of individuals in that age group today.
- 5.6% of individuals aged 65 or older live below the poverty level.
- Of those living alone, 3.3% are men over the age of 65 and 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<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>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<br>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<br>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<br>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<br>DPZ<br>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<br>DHCD<br>Non-profit Partners | Ongoing  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>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<br>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 Elkridge, 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.





Amendment 94 to Council Bill No. 28 -2023

BY: Liz Walsh

Legislative Day 11

Date: 10/02/2023

Amendment No. 94

(This Amendment makes the following changes to HoCo by Design Chapters 2, 3, 6, and 7 to:

Chapter 2: Growth and Conservation Framework - Deletes references to 39 percent of County land is protected;

Chapter 3: Ecological Health - Deletes two references to 39 percent County land is parkland, open space, and easements;

Chapter 6: Dynamic Neighborhoods - Deletes a reference to 39 percent County land is permanently preserved as parkland, open space, agricultural or environmental uses;

Chapter 7: Quality by Design - Deletes a sentence that states that 39 percent of the County's land is preserved.)

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 9.
- 4 • Chapter 3: Ecological Health, pages 3 and 7.
- 5 • Chapter 6: Dynamic Neighborhoods, page 8.
- 6 • Chapter 7: Quality by Design, page 19.

7  
8 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
9 amendment.

10

I certify this is a true copy of  
Am 94 CB28-2023

~~passed on~~ 10/11/2023  
Michelle Hoover  
Council Administrator

Failed

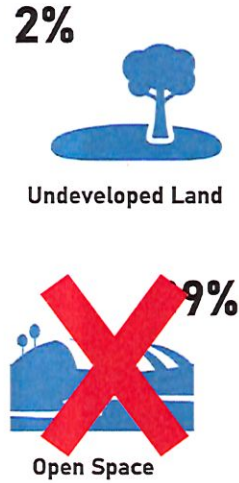


## Undeveloped, Unprotected Land

The wide distribution and relatively small size of undeveloped parcels in the County—approximately 2% of all land in the County—means there are limited opportunities to alter their intended impact on the landscape beyond what is planned under current zoning district assignments. Unless they are purchased or placed under easement for permanent preservation, it is likely that undeveloped land in the County will develop and look very similar to existing adjacent properties.

However, a significant amount of the undeveloped and unprotected land in the County remains undeveloped due to capacity constraints, including parcel shape and size, as well as environmental features, such as streams, wetlands, floodplains, and steep slopes. Given the higher proportion of environmental constraints on remaining undeveloped parcels, their potential for development will be limited.

If fully developed, these parcels could accommodate 2,024 new dwelling units and 4,210 new employees. The project team considered the limited capacity of this undeveloped, unprotected land in crafting recommendations for the General Plan.



## Land Preservation: Parkland, Open Space, and Farmland

Howard County has proactively preserved open space and farmland for decades. ~~Today, about 39% of all land in the County is protected.~~ Over half of this land is permanently preserved through environmental and agricultural preservation easements. The Agricultural Land Preservation Program has preserved over 23,000 acres of farmland through a combination of preservation easements purchased by the County, the dedication of agricultural preservation parcels as provided by the County's Zoning Regulations, and preservation easements purchased by the Maryland Agricultural Land Preservation Foundation. Over 9,000 acres of environmental preservation easements have been placed on land in the Rural West through the Zoning Regulations.

Additionally, about 25,000 acres of state, Washington Suburban Sanitary Commission (WSSC), and county parks and open space make up over a third of preserved land in the County. Columbia Association's 3,600 acres of open space comprises an additional 6% of preserved land in the County.

The General Plan retains all preserved parkland, open space, and easements in the County existing today, and presents opportunities for further conservation of environmental, agricultural, and open space land.

## deMAND For Land: twenty year Market Potential

Despite a limited supply of available undeveloped land, Howard County continues to see a high demand for residential and commercial growth. RCLCO Real Estate Advisors conducted a Market Research and Demand Forecast (the Forecast) to inform HoCo By Design. The Forecast found that the County has reached an inflection point, whereby land constraints and affordability challenges could impact the ability to accommodate future residential and commercial growth. It also found that the economic vitality of the County is directly tied to its desirability as a place to live and work, which must be maintained over time. Most high-paying and fast-growing industries are booming either in response to population and job bases (like healthcare, education, and publishing), or as a result of national economic and industry trends (like technology, professional services, and food services). To sustain the economic growth that has been historically enjoyed and to maintain a competitive edge over other markets, the County must continue to invest in housing, infrastructure, placemaking, job creation, and other activities that make it a desirable place for people and employers to call home.

### Market Demand Projections

The Forecast projected market-driven demand for new retail, office, industrial, residential, and hotel room space in the absence of land, regulation, or other constraints. It concluded that there is a strong market in Howard County for commercial uses, with potential to add up to 59,000 jobs between 2020 and 2040. Additionally, there is a future demand for 31,000 new homes to accommodate the 28,000 new households associated with that job growth (allowing for a vacancy factor). The Forecast also identified a current "pent up" demand for 20,000 more housing units, attributed to those who work in Howard County but live elsewhere in the region.



Current Total  
116,000 Homes

Projected Demand  
31,000 New Homes



Current Total  
223,000 Jobs

Projected Demand  
59,000 New Jobs



Current Total  
12.2M Sq.Ft  
4,000 Hotel Rooms

Projected Demand  
16.5M Sq. Ft.  
1,000 Hotel Rooms

Source: RCLCO Market Research and Demand Forecast (2020)

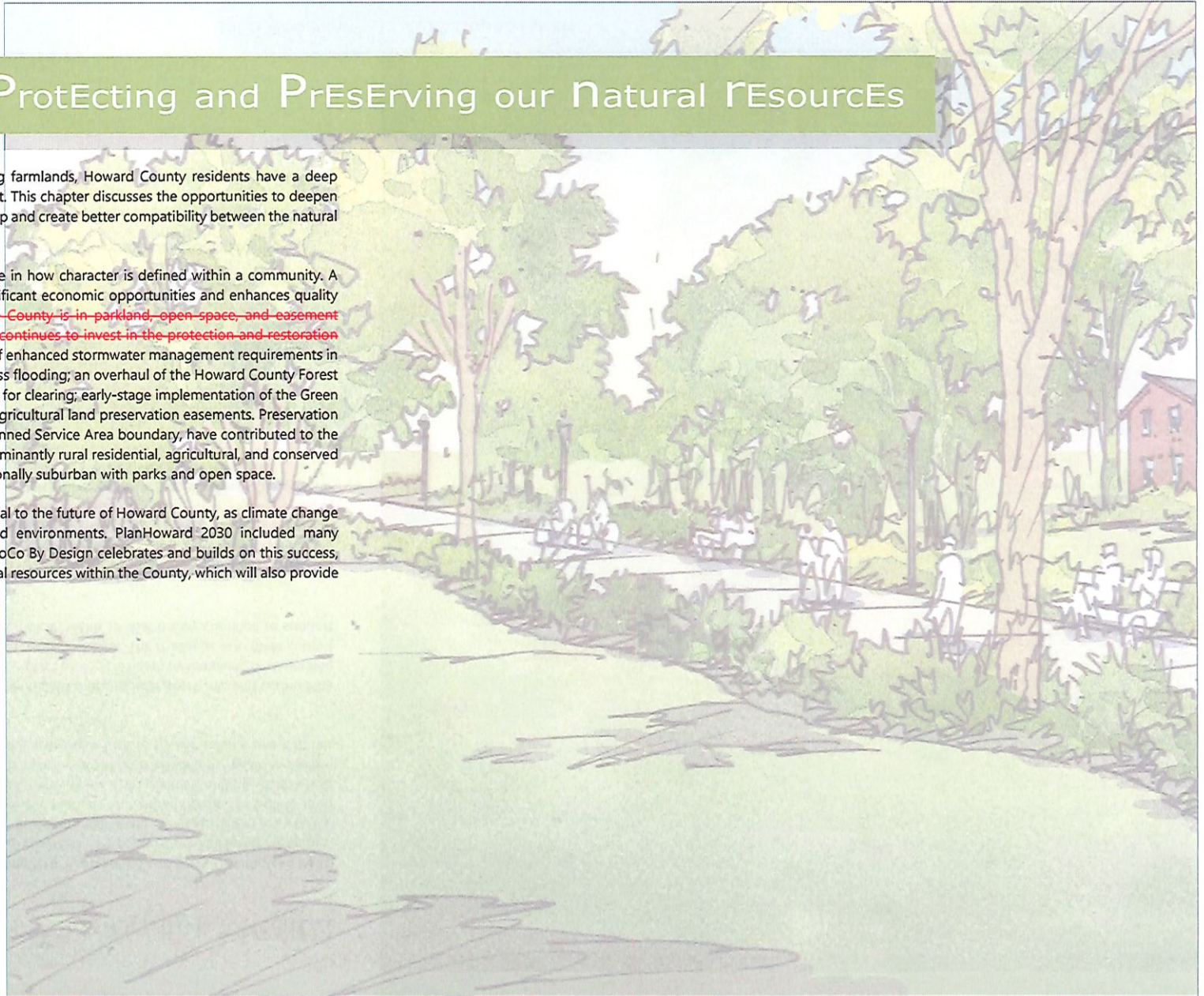


# Ecological Health: Protecting and Preserving our Natural Resources

From its beautiful natural areas to its picturesque working farmlands, Howard County residents have a deep appreciation for protecting and preserving the environment. This chapter discusses the opportunities to deepen Howard County's commitment to environmental stewardship and create better compatibility between the natural and built environments.

Both landscape and environmental factors play a large role in how character is defined within a community. A protected and celebrated natural environment brings significant economic opportunities and enhances quality of life, health, and well-being. ~~Approximately 39% of the County is in parkland, open space, and easement (agricultural, environmental, and historic), and the County continues to invest in the protection and restoration of the natural landscape.~~ Recent actions include adoption of enhanced stormwater management requirements in the Tiber Branch and Plumtree Branch watersheds to address flooding; an overhaul of the Howard County Forest Conservation Act to increase forest retention and mitigation for clearing; early-stage implementation of the Green Infrastructure Network Plan; and acquisition of additional agricultural land preservation easements. Preservation and growth management efforts, including the existing Planned Service Area boundary, have contributed to the current pattern of land uses, where the Rural West is predominantly rural residential, agricultural, and conserved land, and the eastern portion of the County is more traditionally suburban with parks and open space.

Protection and restoration of natural resources will be crucial to the future of Howard County, as climate change alters how we interact with and plan for our developed environments. PlanHoward 2030 included many recommendations that have seen success in the County. HoCo By Design celebrates and builds on this success, recommending further actions to protect and restore natural resources within the County, which will also provide climate change mitigation and adaptation.





# SuPPorting tHE County's Ecological HEalth

Howard County contains a wealth of natural resources, including forests, meadows, wetlands, streams, and lakes, which are linked together through ecosystems (see Map 3-1). Ecosystems are comprised of all living organisms, the physical environment, and the relationships between the living and inanimate elements within a particular area. Ecosystems provide a wide variety of services that benefit humans and other species, including food production, clean water, flood control, temperature regulation, recreational opportunities, and aesthetic value. However, their monetary values are often overlooked, until human intervention is needed to repair or replace them. It is generally far more cost-effective to protect a healthy ecosystem than to try and restore one that has been degraded.

The health of these ecosystems—ecological health—is the foundation that supports economic and community health and personal well-being. Human activities can negatively affect ecological health by removing or degrading natural resources, but people can also help restore and protect these resources. The challenge is to meet current human needs while ensuring actions protect and restore ecological health so that it may continue to support future life.

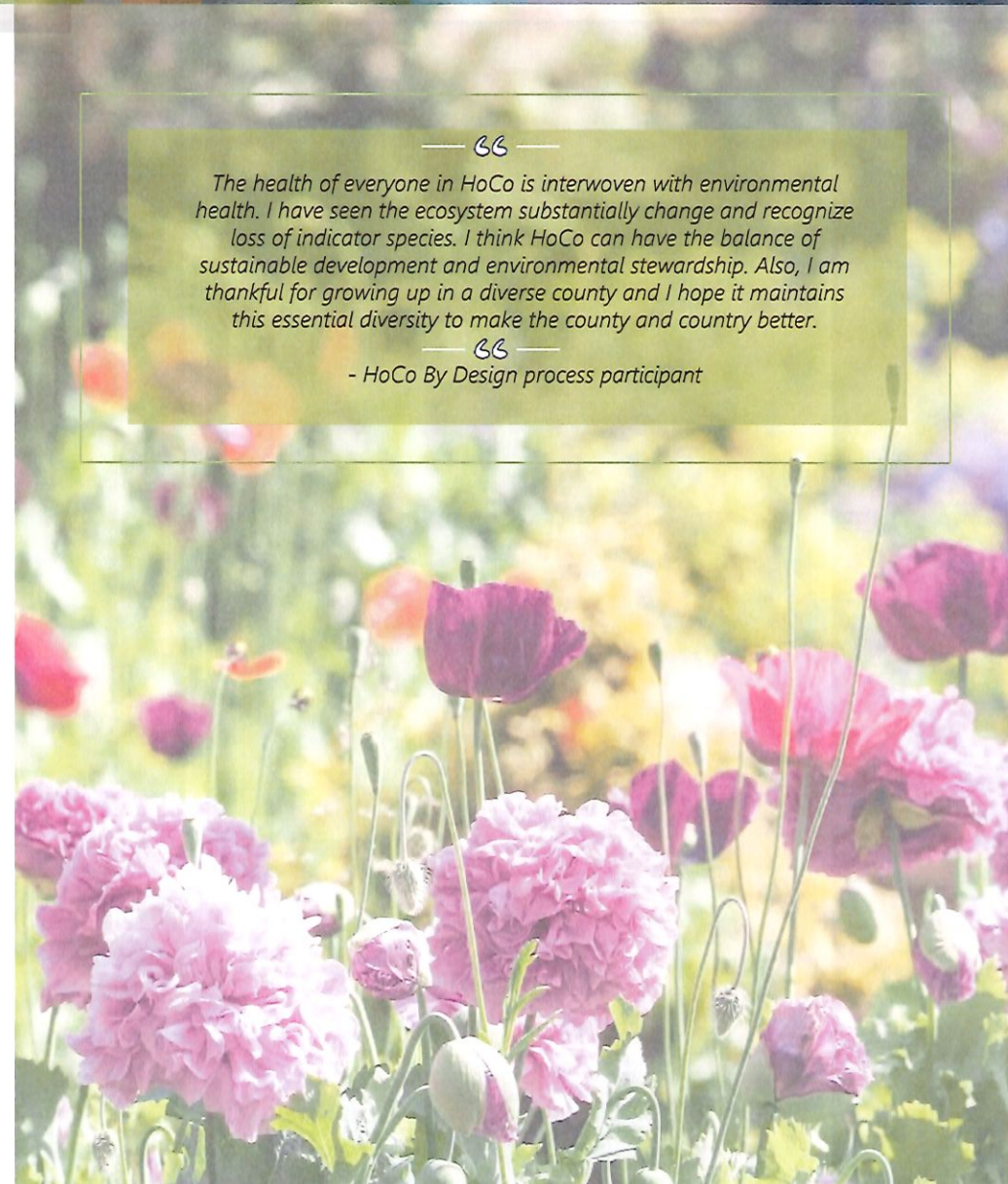
Through the January 27, 2021 Executive Order 14008 on Tackling the Climate Crises at Home and Abroad, the United States joined an international movement by countries to pledge conservation of at least 30% of their land and water by 2030. This pledge is intended to help protect biodiversity and mitigate climate change through locally led conservation efforts. ~~Howard County already has 39% of its land and water conserved in parkland, open space, and easements.~~ The County should continue to support this movement by establishing a goal for natural resource conservation. This goal could be for the County as a whole and each major watershed.

## EH-1 Policy Statement

Continue to support the County's ecological health.

## Implementing Actions

1. Integrate the goals of protecting and restoring the County's ecological health when updating county programs and policies.
2. Ensure adequate funding for programs and measures to protect and restore the County's ecological health.
3. Create a dedicated funding source, as was done for the Agricultural Land Preservation Program, for environmental programs.
4. Establish a natural resource protection goal for the County and each major watershed to help protect biodiversity and mitigate climate change.



— ☞ —  
*The health of everyone in HoCo is interwoven with environmental health. I have seen the ecosystem substantially change and recognize loss of indicator species. I think HoCo can have the balance of sustainable development and environmental stewardship. Also, I am thankful for growing up in a diverse county and I hope it maintains this essential diversity to make the county and country better.*

— ☞ —  
- HoCo By Design process participant





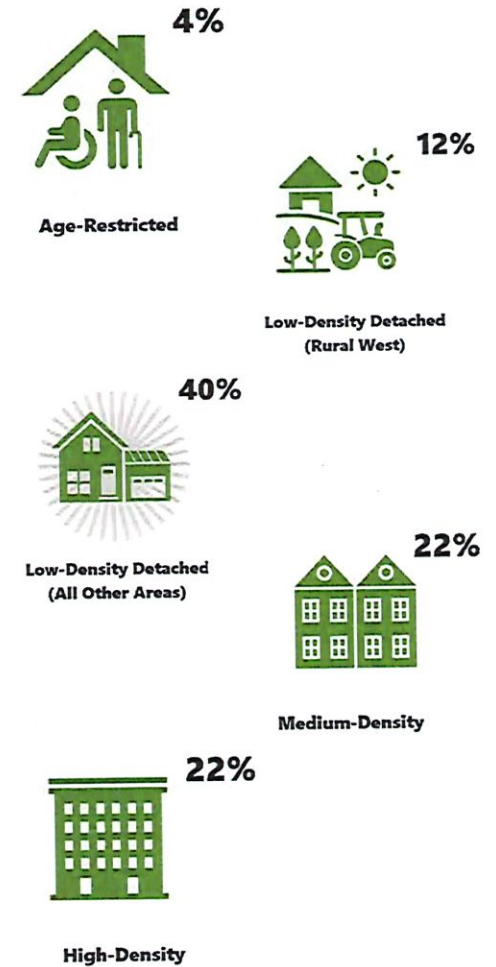
## OVERVIEW: housing in hoWARD County

### Howard County's Housing Mix

As shown in Map 6-1, the County's land is dominated by residential development and preserved land, with approximately 40% used for residential ~~and 39% permanently preserved as parks and open space or agricultural and environmental~~ land. Most of the preserved land is located in the West; whereas the majority of the residential development is located in the East. The Planned Service Area (PSA) boundary marks the distinction between these two geographies: the West relying on wells and septic systems, which generally do not support higher densities, and the East relying on public water and sewer.

Most of the County's residential land has been developed as low-density residential. Generally speaking, the housing mix in the County, east of the PSA boundary, consists of 40% low-density, single-family, detached residential, 22% medium-density residential (single-family attached homes) and 22% high-density residential (multi-family homes). The area west of the PSA, commonly referred to as the Rural West, contains 12% of the County's low-density residential development. Additionally, approximately 4% of the County's housing mix is age-restricted (55 years and older).

Low-density residential land offers limited choices for living in Howard County. According to the Land Use Assessment prepared for HoCo By Design, the lowest densities are in the Rural West, approximately one home per three acres, while the eastern part of the County averages 2.35 homes per acre (a little more than one home per half acre). The distribution of low-density residential development, with large blocks and limited street connections, generally favors travel by automobile to meet residents' daily needs.





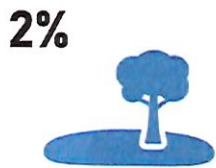
# CuRRent land Use patteRns

As more fully described in the Growth & Conservation Framework chapter, Howard County's current land use patterns reflect not only development trends over time but also proactive preservation of open space and farmland. **An estimated 39% of land is presently preserved. Another 8% Eight percent** of land is comprised of rights-of-way (ROW). By contrast, 51% of Howard County is considered developed, and just 2% of land remains unpreserved or undeveloped (with no built structures and not committed to a proposed development). Given this breakdown, only 53% of the County's total land area

can be developed.

Undeveloped parcels are scattered throughout the County and are generally relatively small—the average size is 5.36 acres, though the largest undeveloped parcel is 67 acres. The wide distribution and relatively small acreage mean there is limited ability to create a critical mass of acreage needed to generate new areas of activity. These properties may contain sensitive environmental resources, such as floodplains, wetlands, and steep slopes, that limit their development potential. Individual property owners may choose to build on the developable portions of these properties. It is likely such infill development will serve similar uses as their neighboring properties.

Developed land refers not only to permanent buildings and structures, but also includes surface parking lots that serve adjoining buildings, and sliver lots where size, shape, or access limitations would generally keep them from developing in the future.

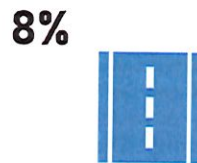


Undeveloped Land



Developed Land

51%



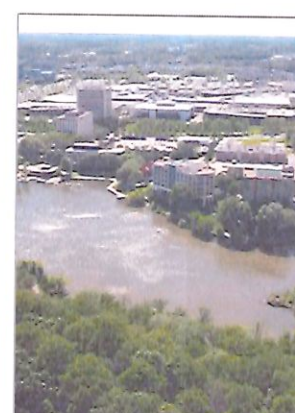
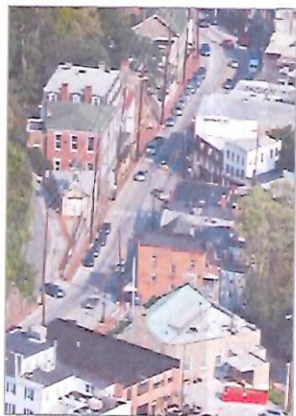
Rights-of-Way

8%

Densities of developed areas vary throughout the County. For instance, in the West, the patchwork of developed land appears widespread. However, this land includes large-lot single-family homes that have relatively small building footprints. Generally, the remaining land is not available for future development, though there are some large parcels that have potential for future preservation or development through subdivision. Conversely, in the East, most developed land is used for residential and commercial purposes, although the homes are more concentrated than those in the West. Some developed land, such as parking lots, may be able to accommodate infill development in future years, but these opportunities remain limited.

The term "rights-of-way" (ROW) refers to land used for roads, rail lines, and major public utility corridors. Given their current use, this land is unlikely to see future development. However, some rail ROW have the potential to be converted to trails as adjacent land uses change.

With Howard County's land largely developed or preserved, the ability to grow in new areas is limited. Furthermore, connecting new areas in the West to the County's existing transportation network would be difficult. It would likely be challenging to design efficient new roadways given the patchwork of preservation easements and lack of developable land. Thus, transportation infrastructure investment is likely to occur along existing road and rail corridors.





Amendment 95 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: October 2, 2023

Amendment No. 95

(This Amendment makes the following changes to HoCo by Design Chapter 9 and Chapter 11):

Chapter 9:  
Supporting  
Infrastructure

I certify this is a true copy of  
Am 95 CB28-2023  
passed on 10/11/2023  
Muehle #2284  
Council Administrator

- Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a scoring system for prioritizing the location of capital investments;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;
- Amends the INF-3 Policy Statement's Implementing Actions about adequate police staffing to include population and response times as considerations;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;
- Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;
- Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;
- Rewords Implementation Action 5 in INF-4 Policy Statement; **and**
- Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions; ~~and~~
- **Removes quotes displayed as graphics.**

Chapter 11:  
Implementation

- Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a system for prioritizing the location of capital investments;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;
- Amends the INF-3 Policy Statement's Implementing Actions about adequate police staffing to include population and response times as considerations;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;



- *Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;*
- *Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;*
- *Rewords Implementation Action 5 in INF-4 Policy Statement; and*
- *Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions.)*

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 9: Supporting Infrastructure: 8, 11, 13, 17, 20, 24, 25, and 28.
- 4 • Chapter 11: Implementation: 54, and 55.

5

6 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
7 amendment.

8



# Sustainable and Equitable Infrastructure Investments

Infrastructure investments require careful long-term fiscal planning and prioritization. Some communities struggle with strategic planning or accounting for the full cost of infrastructure projects, which may include not only the cost of construction or acquisition of the facility or equipment, but also annual operating and maintenance costs. There may also be necessary expenses in the future to eventually rehabilitate or replace the asset once it has reached the end of its useful life. It is important to account for full long-term costs to avoid large unanticipated expenses.

## Spending Affordability Advisory Committee (SAAC)

The Spending Affordability Advisory Committee (SAAC) is tasked with making recommendations to the County Executive on revenue projections, General Obligation bond authorizations, long-term fiscal outlook, and county revenue and spending patterns. SAAC is directed to prepare and present a report to the County Executive, on or before March 1 annually, including:

- Projected General Fund revenues for the upcoming fiscal year.
- Recommended new county debt (General Obligation bonds) authorization.
- An analysis of the long-term fiscal outlook including multi-year projections.
- Other findings and/or recommendations that the Committee deems appropriate.

In March 2021, the Howard County Spending Affordability Advisory Committee (SAAC) released their report for Fiscal Year 2022, which identified the need to strengthen long-term strategic planning and fiscal discipline to ensure infrastructure investments are sustainable, with adequate prioritization and full cost accounting.

The SAAC noted that spending requests from all agencies significantly outpaced resources available and that the funding gap was projected to grow in coming years, as slower economic growth has been forecasted compared to prior decades. The magnitude of the funding gap was alarming: requested funds for capital projects by all agencies in Fiscal Years 2022-2027 were approximately double the projected debt capacity and other dedicated resources for the same fiscal years.





There are other meaningful ways that equity could be incorporated into the County's CIP planning process. Some examples from the BMC report include the following:

- **Participatory budgeting and other community-driven planning efforts** that directly engage “vulnerable” or underserved communities in the decision-making process. For example, the Cities of Denver and Philadelphia have set aside capital funding for underserved neighborhoods. These neighborhoods are invited to submit project proposals for how these capital funds should be spent within their communities.
- **Developing a scoring system** based in equity that helps prioritize capital projects. By using a score-based system to prioritize projects, jurisdictions can make better-informed planning decisions for vulnerable communities. Below are factors that metropolitan planning organizations typically use to prioritize transportation projects; however, these can also apply to local government level capital planning.
  - **Location burdens-based**, which considers the location of a project within equity communities as detrimental for them. Projects are awarded points if they are not located within an equity community or if they include measures to mitigate harm.
  - **Location benefits-based**, which considers the proximity of a project to equity communities as beneficial. Projects are awarded points if they are located within or adjacent to an equity community.
  - **Impacts-based**, which evaluates both the potential benefits and burdens a project will have on equity communities. Projects are awarded more points if they will bring about benefits and fewer points if they will bring about burdens.
  - **Access to destinations-based**, which considers accessibility improvements that a project may provide an equity community. Projects are awarded more points if they can increase access to key destinations.
  - **User-based**, which considers who will use a project. A project is awarded more points if more people from equity communities use the facility.
  - **Community engagement-based**, which considers how project sponsors involved equity communities before and during a project's development. Projects with more stakeholder engagement are awarded more points.

Howard County has a participatory and transparent process. But as with any process, there are always opportunities for improvements. Equity should be incorporated throughout the capital planning process to develop the CIP in a transparent and inclusive way. Transparency should extend far beyond the development and into the implementation process.

### INF-2 Policy Statement

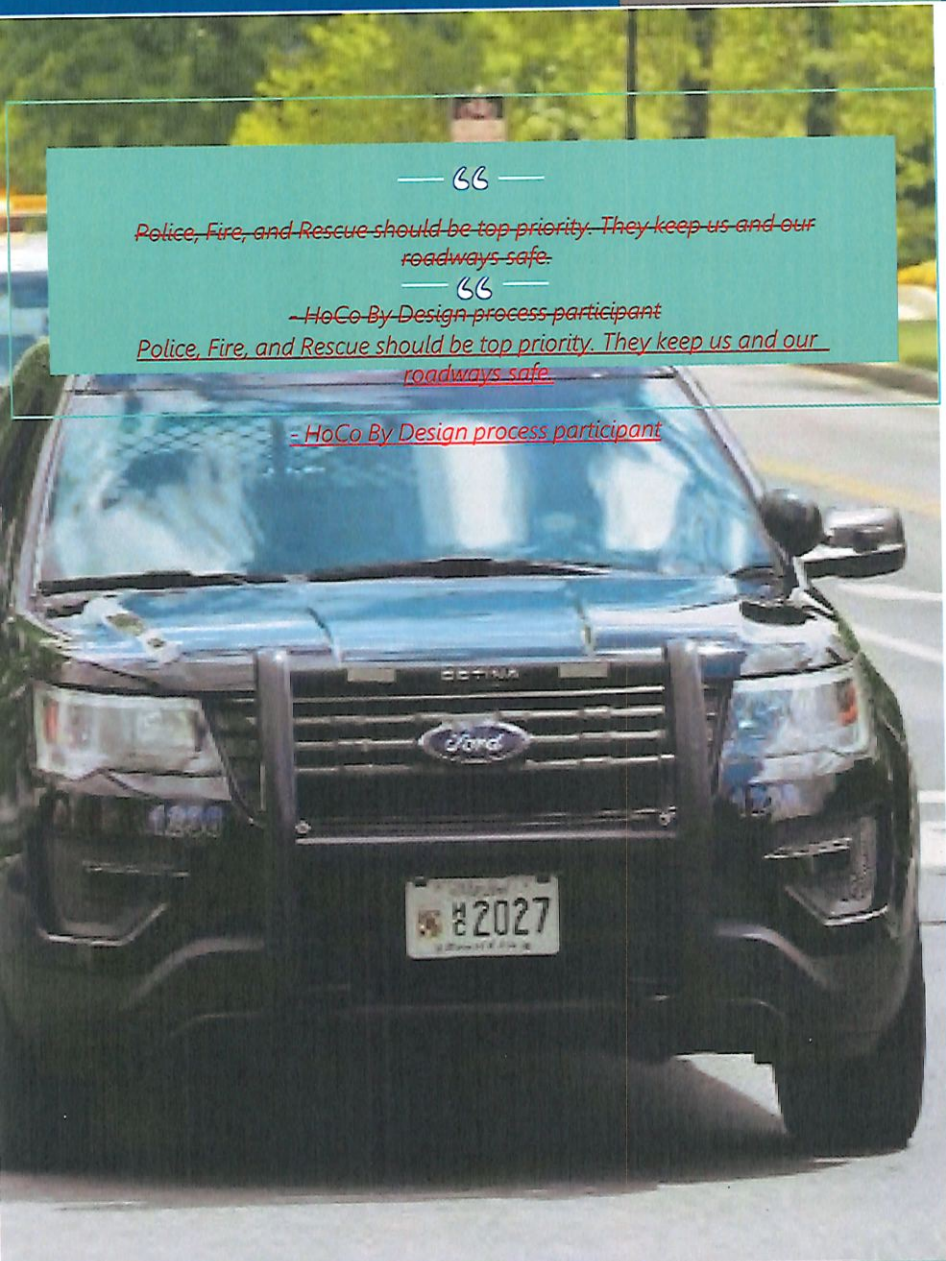
Prioritize equity in capital improvement planning and programming.

### Implementing Actions

1. Explore how to implement a diverse and inclusive outreach process for identifying capital needs.
2. Implement a diverse and inclusive outreach process for capital planning.
3. Work with partners to develop a methodology to identify socially vulnerable communities.
4. Incorporate equity measures into prioritization processes for capital projects [including community centers, and develop a scoring system to prioritize capital investments in equity emphasis areas.](#)







— 66 —

*Police, Fire, and Rescue should be top priority. They keep us and our roadways safe.*

— 66 —

*- HoCo By Design process participant*

*Police, Fire, and Rescue should be top priority. They keep us and our roadways safe.*

*- HoCo By Design process participant*

## Police Protection

In 2022, police protection in Howard County was provided by the 509 sworn officers serving in the Howard County Police Department (HCPD) and was supported by 229 full-time and contingency civilian staff members. The department included 67 bike officers and eight K-9 teams. Given Howard County's population at that time of 334,529, HCPD had one police officer per 657 residents.

The HCPD is separated into two patrol districts, each of which has its own police station. The Southern District Police Station is located in Laurel and covers the Columbia area and the southeastern part of the County. The Northern District Police Department is located in Ellicott City, adjacent to the George Howard Building, and covers Ellicott City, Elkridge, and the Rural West. HCPD moved its administrative components—including the Police Chief, Command Staff, and Human Resources—out of the Ellicott City station to Elkridge in August 2020 because of inadequate space and the need to consolidate the Criminal Investigations Bureau at that location. HCPD also has a Community Outreach Center in Columbia, a small space at the Gary J. Arthur Community Center in the Rural West, and a 20-year-old training center in Marriottsville.

The type, amount, and location of future development in Howard County all impact HCPD's needed resources and its ability to adequately respond to service calls from the County's residents and businesses. Police department members are less dependent on a network of stations than their fire department colleagues because they typically rely on mobile patrol vehicles, rather than stationary fire engines and ambulances. Therefore, the most important investments for sustaining and expanding police protection in the County are new police officers, patrol vehicles, and specialty equipment.

As the population grows, so does the volume of calls that HCPD needs to respond to, and the number of calls from a community can vary by its type and location. For instance, senior housing and lower-density neighborhoods (especially those found in the Rural West) generally generate fewer service calls, while commercial centers, such as malls, and higher-density neighborhoods typically generate more calls. Furthermore, a community's activity levels may influence the number and type of police officers needed to adequately cover a beat patrol and meet the local community's needs.

A key performance metric for HCPD is response time, which is directly influenced by a patrol beat's activity levels and the availability of officers to respond quickly. HCPD strives to maintain and improve its average response time, which was eight minutes and 14 seconds for Priority 1 calls in 2022.

Many of the patrol beats in eastern portions of the County—inside both the Northern and Southern Patrol Districts—such as Route 1, are overburdened compared to other areas. The County should consider early ideas about the need for, and benefits of, a third HCPD patrol district and police station.



The existing firing range for the HCPD was built in 1990 and refurbished in 2007. A residential neighborhood was built adjacent to the existing facility that creates new challenges for safety related to long-range (up to 200 yards) shooting practice. New compliance standards from recent state policing reform legislation also create new demands at the firing range. The County is currently remediating lead embedded in the protective berm of the firing range and will need to investigate and implement lead solutions post-remediation. A feasibility study was completed in 2020 to evaluate the current location and determine if a new location or upgraded facility might best meet the future needs of the HCPD. The investment for an upgraded facility to meet new demands in the same location is estimated at \$24.0 million.

Future planning for the County's bike lanes and greenways should consider opportunities for police patrol by bicycle (vs. automobile) in more densely-populated areas. HCPD should participate in planning efforts that address ways to connect portions of the community via walkways, bikeways, and greenways. A police-on-bike program opens new avenues of community engagement for the HCPD and increases police presence as a deterrent to crime; however, some situations may still require a police cruiser because it is more fully equipped.

HCPD would like to implement different integration technologies that improve police services in the community. In particular, the department would benefit from a broader "Smart Cities" Initiative in Howard County that links together different information systems and provides more opportunities for real-time information-sharing with the community.

### INF-3 Policy Statement

Enhance police protection.

### Implementing Actions

1. Evaluate the need for new or modified police department facilities. Emphasize the need for Explore the creation of a third police patrol district and police headquarters to meet future demands and decrease lease costs. Act upon the feasibility study completed in 2020 to improve the police department firing range at its current location.
2. Ensure the police department has adequate staff and equipment based on levels-of-crime population, number and types of crime, response times, and demand for services.
3. Enhance and expand community policing programs. Consider Continue the use of greenways for police patrols on bike or on foot and consider expanding the program. Develop additional outreach programs to engage young people and future recruits. Continue recruiting officers with diverse backgrounds and ethnic heritages so that cultural and language skills are reflective of the population.
4. Advocate for "Smart-City" or other police-focused technologies that improve police protection and provide real-time information to the police department and other system users.





# fire and reScue Services

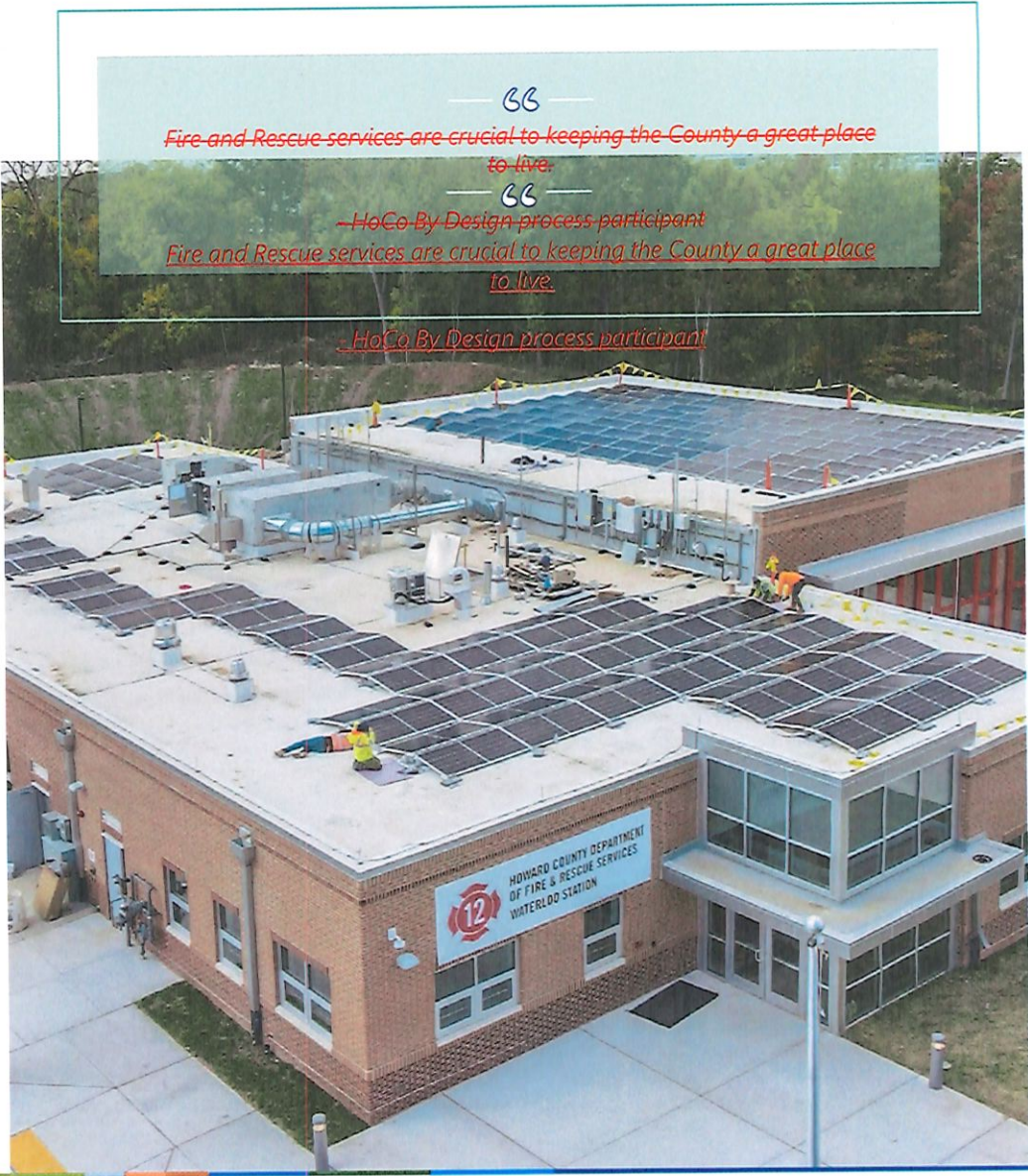
Fire protection and emergency medical services are provided to County residents and businesses by the Howard County Department of Fire and Rescue Services (HCDFRS). In the fall 2022, HCDFRS consisted of 14 fire stations located throughout the County with a 15th in the design phase of construction. The stations were staffed by 557 full-time career firefighters, 254 operational volunteer firefighters, and 79 civilian and contingent personnel. HCDFRS' 2021-2024 Strategic Plan further describes the department and its vision, goals, and objectives for the next several years.

In 2019, the County opened Station 14 near Merriweather Post Pavilion to serve new and ongoing growth in Downtown Columbia. Station 12 was opened in October 2022 in Waterloo to serve continued growth and increasing call volume. Meanwhile, a new Station 15 was in design in North Columbia to serve increasing demands for service. In 2013, HCDFRS responded to 29,634 incidents. In 2019, HCDFRS responded to 38,110 incidents—an average 4.1% increase in incident volume per year. In 2020, incidents dropped nearly 11% to 34,000, a circumstance likely influenced by the Covid-19 pandemic and individuals' choices to use alternative treatment options in lieu of hospital emergency room visits. In 2021, call volume trended upwards to 36,034 with the expectation to return to pre-pandemic numbers, as 2022 was projected to have over 37,000 incidents. Of those incidents, nearly 60% were located in the first due response areas of four stations: Station 9 (Long Reach), Station 2 (Ellicott City), Station 6 (Savage/Laurel), and Station 7 (Banneker). Medical and rescue incidents accounted for 82% of the call volume.

HCDFRS continues to add and train staff on front-line fire apparatus to comply with National Fire Protection Association standards. The department was selected for the American Heart Association's Mission Lifeline Emergency Medical Services (EMS) Gold Plus Award in 2020. The award recognizes departments that implement quality improvement measures for the treatment of patients experiencing cardiac emergencies. HCDFRS also received two National Association of Counties awards, one in 2021 for the Mobile Integrated Community Health initiative and one in 2022 for the Carcinogen Reduction Plan.

Additional employment and residential growth, and changing demographics countywide, are expected to create the need for additional fire station(s) by 2030, equipment, and personnel to maintain and improve fire and emergency medical response times. The County levies a fire tax countywide that serves as the primary funding source for the County's fire and rescue tax fund (a dedicated fund solely used for fire and rescue services). An EMS Transport Fee passed in FY 2020 also provides revenue for this dedicated funding source. As of fall 2022, the fire tax rate was 23.60 cents per \$100 of assessed value. The rate was increased in 2019 to help support anticipated staffing and operating needs to close service gaps and cope with future population growth. In addition, the County implements a transfer tax of which a rate of 0.1875% of property transaction value is designated to funding HCDFRS capital projects.

Unlike police departments, fire departments are more dependent on a network of fire stations, fire hydrants, and other water supplies located near neighborhoods, businesses, and industrial centers to house the needed fire engines, ladder trucks, ambulances, and other support vehicles.







Providing fire suppression in the Rural West—located outside of the County’s Planned Service Area—presents specific challenges for response teams because public water and fire hydrants are not available near buildings or structures. As a result, fire engines are dependent upon nearby fire ponds, strategically-placed 30,000-gallon cisterns, and a continuing rotation of water-carrying fire engines or tanker trucks to replenish their water supply using temporary, on-site dump tanks set up by the fire department during an incident. This system can be manageable for smaller, more isolated fires but becomes problematic for fires that involve multiple or larger structures.

In 2022, there were 34 water supply cisterns serving the Rural West. Since 2008, long-term plans have called for up to 100 cisterns in the area to support a sufficient water supply system. Construction of the full cistern system will continue through 2040 and beyond.

Competition for land in some areas of the County will increase dramatically as new facilities and services are identified to serve nearby development. HCDFRS should consider station designs that minimize overall size requirements, leverage co-location requirements, and focus design to efficiently meet specific requirements of future needs. HCDFRS should also assess prototypes used in the County after they are built, ensure stations are functioning as they were intended, and determine if design elements from one station may be appropriate for other projects.

#### INF-4 Policy Statement

Minimize loss of life, loss of property, and injury due to fire or medical emergencies.

#### Implementing Actions

1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.
2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West.
3. Provide funding to replace fire and rescue vehicles when-needed with electric vehicles when possible.
4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.
5. Consider opportunities to provide shared-use facilities, similar to the Merriweather District Fire Station, in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, similar to the Merriweather District Fire Station.



# Recreation and Parks

Parks, open space, and recreation facilities and programs contribute significantly to a healthy lifestyle and a high quality of life for Howard County's residents and visitors. Every five years, the County updates its Land Preservation, Parks and Recreation Plan (LPPRP), a comprehensive plan that guides the Howard County Department of Recreation and Parks (DRP) on key issues, trends, and plans for managing and enhancing its preserved public lands, facilities, and programs. The 2022 LPPRP is organized around five aspirations that incorporate department goals and strategies:

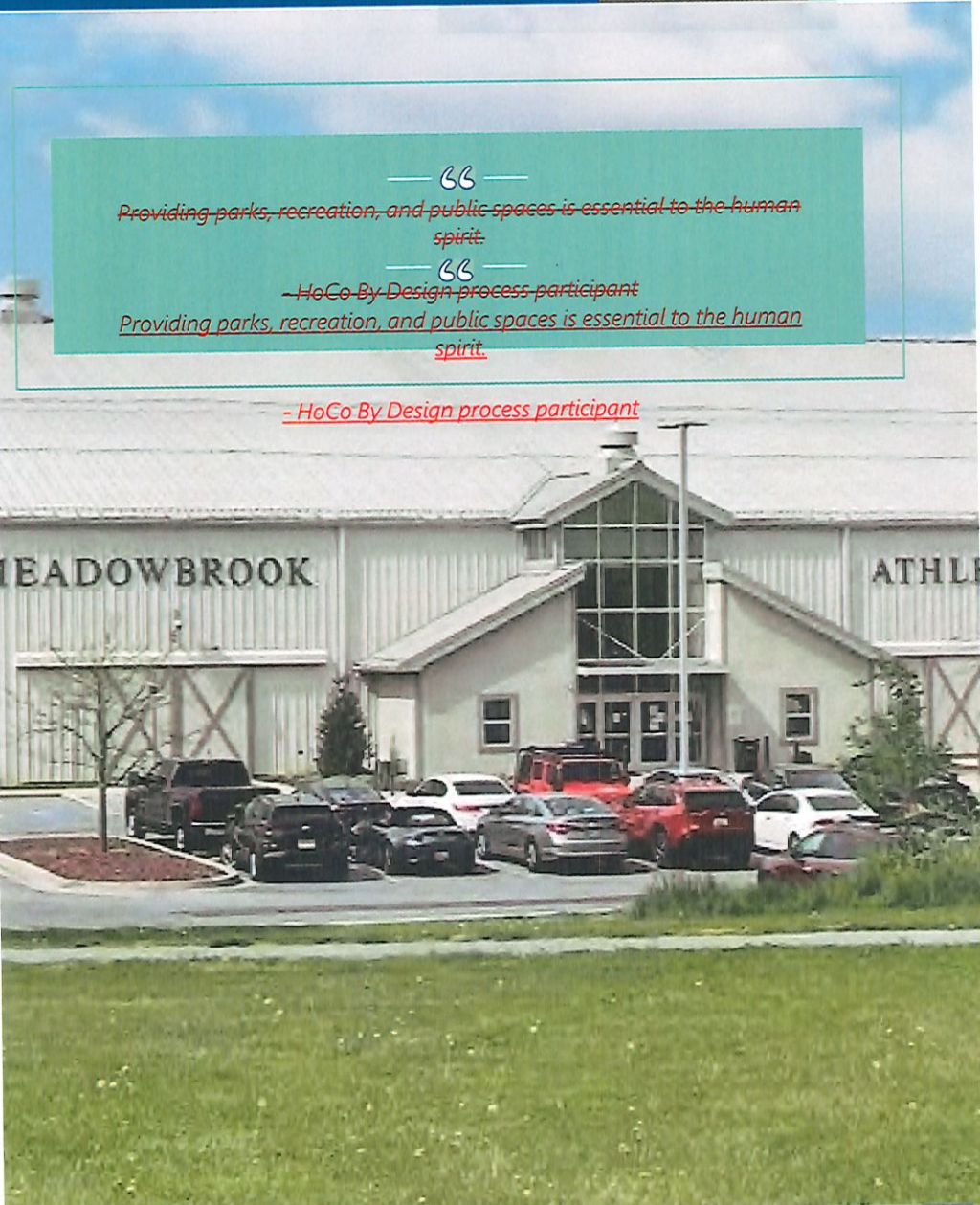
- Deliver accessible experiences to all members of the community.
- Be a trusted steward for natural resources.
- Acknowledge and amplify all cultural histories.
- Maintain functional and financial responsibility.
- Maintain high-quality spaces.

The first three aspirations also respond to the three themes of the LPPRP—parks and recreation, natural resource conservation, and agricultural land preservation. Environmental stewardship and equitable access to Howard County's parks, open space, and recreation facilities and programs are central tenants for the County and will continue to be essential when planning for Howard County's future. DRP oversees and maintains 9,825 acres of land, including 5,779 acres used for the County's 98 regional, community, and neighborhood parks, and 4,046 acres used as open space. In addition, the County benefits from 9,268 acres of state parkland, 3,213 acres of Washington Suburban Sanitary Commission (WSSC) land for public use, and 3,629 acres of Columbia Association open space. The presence of state parks, such as the Patapsco Valley State Park; Columbia's lakes, open space, and trail system; and county facilities, such as the Middle Patuxent Environmental Area and the Robinson Nature Center, all greatly contribute to Howard County's access to and appreciation for nature.

The County's park system includes 44 playgrounds, three community gardens, multiple recreation centers, and a wide array of athletic fields and facilities, including basketball courts, skate parks, baseball and softball diamonds, tennis and pickleball courts, and multi-purpose fields. The County also offers nearly 112 miles of trails for residents and visitors to enjoy.

DRP offers programming and activities for residents of all ages. In 2019, the Department served over 100,000 people in approximately 8,500 different programs, a figure that underscores the widespread use and enjoyment of the County's parks and recreational activities. Many DRP programs take place at the Meadowbrook Athletic Complex or one of the County's three community centers located in Cooksville, Laurel, and Ellicott City.

There are also other public, nonprofit, and private organizations that provide a variety of recreation programs, events, and leisure services in Howard County. The LPPRP includes updated information on these organizations to ensure that DRP is aware of the opportunities that exist to fill gaps, seek out partners when appropriate, and reduce or eliminate the potential duplication of efforts.



— “ —  
*Providing parks, recreation, and public spaces is essential to the human spirit.*  
 — “ —  
 - HoCo By Design process participant  
*Providing parks, recreation, and public spaces is essential to the human spirit.*

- HoCo By Design process participant



## Expansion of the County Park System and Recreation Facilities

As the County's population grows, so will the demands for new and improved parkland and recreational programming. This increased demand will require hiring additional staff, purchasing and replacing park vehicles and equipment, and constructing and maintaining new parks and facilities to address public needs and facility deficiencies identified in the 2022 LPPRP.

The 2022 LPPRP sets an acquisition goal of 25 acres of parks and open space per 1,000 residents. The County currently has 29.5 acres per 1,000 residents. The 2022 LPPRP also uses the Maryland Park Equity Tool to analyze county residents' access to a facility, park, open space, or amenity. In the Rural West, access is measured as a 5- to 15-minute drive. In the East, access is measured as a 5-minute drive or a 10-minute walk. The results of this analysis indicate that there are more areas of low access or low park equity in the eastern part of the County compared to the Rural West. The 2022 LPPRP sets an acquisition goal to prioritize parks and open space acquisition within census tracts with low park equity.

Land acquisition has become a challenge for the department in recent years as large parcels of available land become scarce. As a result, DRP has shifted to acquiring smaller parcels, generally of 25 acres or less. This trend is expected to continue as smaller parcels are acquired in redeveloped areas, especially activity centers, offering an opportunity to increase equitable access to green space and create links to existing open space. Park and recreation facilities in redeveloped areas could include plazas, pocket parks, and amphitheaters, as well as open space connections to nearby parks and pathways. Park and recreation facilities may also be provided through privately-owned playgrounds, dog parks, plazas, or entertainment areas with access restricted to residents of the development.

As inter-departmental needs for the last remaining developable land in the community become more competitive, undeveloped parkland and open space may sometimes be considered for new public facilities. The struggle to protect existing parks and develop new parks to serve a growing population is likely to escalate as the competition for space grows—especially in eastern portions of the County that are inside the Planned Service Area.



### INF-5 Policy Statement

Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.

### Implementing Actions

1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.
2. Establish countywide goals and priorities in the LPPRP for recreation facilities, including community centers in underserved areas, and programs that are accessible to all residents.
3. Build partnerships within county government and with other organizations across the County to efficiently share resources.
4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.
5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.





| Table 10-1: Implementation Matrix   |                            |  |
|---|----------------------------|--|
| Policy and Implementing Actions   | Lead Agency                | Timeframe<br>(Mid-Term five-year, Long-Term six+ years, Ongoing) |
| <b>PS-4 - Revisions to the County's Zoning Regulations and Subdivision and Land Development Regulations should provide more flexibility for school site development and remove barriers to efficient use of school site property.</b> |                            |  |
| 1. The Zoning Regulations update should allow administrative approval of zoning variances as they relate to school facility development.  | DPZ<br>HCPSS               | Mid-Term   |
| 2. Evaluate the applicability of the Subdivision and Land Development Regulations governing reservations of land for public facilities to determine appropriate changes that would increase utilization.                              | DPZ<br>HCPSS               | Mid-Term   |
| <b>PS-5 - The need for school facilities—particularly to support regional early childhood programs in the near term—warrants a more proactive approach to property identification, evaluation, and acquisition for public use.</b>    |                            |  |
| 1. Continue to review and update policies and regulatory tools to better align school planning needs to changing demographics, market conditions, and land use patterns.  | HCPSS                      | Ongoing  |
| 2. Consider a right of first refusal strategy to purchase properties proposed for sale in certain priority geographies.   | HCPSS                      | Long-Term  |
| 3. Research models for government and private sector partners to acquire and amass small parcels into sites large enough for school use.  | HCPSS<br>Private Partners  | Mid-Term   |
| 4. Use data/intelligence from the real estate industry to monitor leasing and sale opportunities for site acquisition.  | HCPSS                      | Ongoing  |
| 5. Consider purchasing available properties in the near term with leaseback options to tenants as a means to hold land for future school needs.   | HCPSS                      | Mid-Term   |
| <b>INF-1 - Prioritize Capital Improvement Program requests that directly implement General Plan policies and implementing actions.</b>  |                            |  |
| 1. Expand project statements to refer to policies and implementing actions in the General Plan.   | DPW<br>OOB<br>All Agencies | Mid-Term   |
| 2. Make existing and deferred maintenance projects a priority in the Capital Improvement Program, with sustainable funding sources and levels allocated to address ongoing needs and backlog.   | DPW<br>OOB<br>All Agencies | Mid-Term   |

| Table 10-1: Implementation Matrix  |                                     |  |
|--|-------------------------------------|--|
| Policy and Implementing Actions  | Lead Agency                         | Timeframe<br>(Mid-Term five-year, Long-Term six+ years, Ongoing) |
| <b>INF-2 - Prioritize equity in capital improvement planning and programming.</b>  |                                     |  |
| 1. Explore how to implement a diverse and inclusive outreach process for identifying capital needs.  | OHRE<br>OOB<br>DCRS<br>All Agencies | Mid-Term   |
| 2. Implement a diverse and inclusive outreach process for capital planning.  | OOB<br>OHRE<br>All Agencies         | Ongoing  |
| 3. Work with partners to develop a methodology to identify socially vulnerable communities.  | DCRS<br>OHRE<br>DHCD                | Mid-term   |
| 4. Incorporate equity measures into prioritization processes for capital projects <u>including community centers, and develop a scoring system to prioritize capital investments in equity emphasis areas.</u>   | All Agencies                        | Ongoing  |
| <b>INF-3 - Enhance police protection.</b>  |                                     |  |
| 1. Evaluate the need for new or modified police department facilities. <u>Emphasize the need for Explore the creation of</u> a third police patrol district <u>and police headquarters</u> to meet future demands <u>and decrease lease costs</u> . Act upon the feasibility study completed in  | HCPD                                | Ongoing  |
| 2. Ensure the police department has adequate staff and equipment based on <u>levels of crime population, types of crime, response times,</u> and demand for services.  | HCPD                                | Ongoing  |
| 3. Enhance and expand community policing programs. <u>Consider Continue</u> the use of greenways for police patrols on bike or on foot <u>and consider expanding the program. Develop additional outreach programs to engage young people and future recruits. Continue recruiting officers with diverse backgrounds and ethnic heritages so that cultural and language skills are reflective of the population.</u> | HCPD                                | Ongoing  |
| 4. Advocate for <u>"Smart-City" or other</u> police-focused technologies that improve police protection and provide real-time information to the police department and other system users.   | HCPD                                | Mid-Term   |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                                | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|--|--|
| <b>INF-4 - Minimize loss of life, loss of property, and injury due to fire or medical emergencies.</b>  |  |  |
| 1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.  | DFRS                                       | Ongoing  |
| 2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West. | DFRS                                       | Ongoing  |
| 3. Provide funding to replace fire and rescue vehicles <u>when-needed with electric vehicles when possible.</u>   | DFRS                                       | Ongoing  |
| 4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.  | DFRS<br>Elected Officials<br>OOB           | Mid-Term   |
| 5. Consider opportunities to provide shared-use facilities, <u>similar to the Merriweather District Fire Station</u> , in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, <u>similar to the Merriweather District Fire Station.</u>           | DPW<br>DFRS<br>DPZ                         | Ongoing  |
| <b>INF-5 - Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.</b>  |  |  |
| 1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.  | DRP  | Mid-Term   |
| 2. Establish countywide goals and priorities in the LPPRP for recreation facilities, <u>including community centers in underserved areas</u> , and programs that are accessible to all residents.   | DRP  | Mid-Term   |
| 3. Build partnerships within county government and with other organizations across the County to efficiently share resources.   | DRP<br>All Agencies<br>Non-Profit Partners | Ongoing  |
| 4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.  | DRP  | Ongoing  |
| 5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.   | DRP<br>OOT<br>DPZ                          | Ongoing  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                             | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|---|--|
| <b>INF-6 - Continue to invest judiciously to maintain and enhance county facilities and assess county agency space needs against the County's portfolio of spaces.</b>   |   |  |
| 1. Use the Capital Improvement Program to evaluate and prioritize county building renovations.   | DPW                                     | Ongoing  |
| 2. Establish county space standards and evaluate the efficiency of county space usage. Assess future county agency needs for space.  | DPW                                     | Ongoing  |
| 3. Determine whether it is in the County's best interest to continue all or some leases. Consider opportunities to purchase leased space or construct new office and/or mixed-use spaces.  | DPW                                     | Ongoing  |
| 4. Determine whether it is in the County's best interest to continue to own or surplus various properties. Consider finite land supply and potential future costs of acquisition as part of such evaluation.   | DPW                                     | Ongoing  |
| <b>INF-7 - Partner with the Howard County Library System to provide training and resources needed in the community.</b>  |   |  |
| 1. Evaluate the need for additional library capacity in the County to serve planned population and program growth. Provide necessary expansion of resources via additions or new facilities within the Planned Service Area.                               | HCLS                                    | Mid-Term   |
| 2. Enhance the design of existing and any future libraries to both optimize the delivery of service at each library branch and help create a civic focal point. Where feasible, integrate libraries with other complementary public or private facilities. | HCLS<br>DPW<br>Private Partners         | Long-term  |
| <b>INF-8 - Continue to support the Howard Community College's expanding abilities to provide higher education for county residents and workers.</b>  |   |  |
| 1. Continue the County's commitment to fund expansion of the Howard Community College (HCC) to accommodate enrollment and program growth. Support the HCC in obtaining funding from the State of Maryland and others to invest in the campus.              | HCEDA                                   | Ongoing  |
| 2. Continue to work with the Howard County Economic Development Authority, the private sector, and other institutions of higher education to meet workforce development and re-training needs, especially in science and technology-related fields.        | HCC<br>HCEDA<br>OWD<br>Private Partners | Ongoing  |
| 3. Continue to expand non-credit course offerings and cultural programs that promote life-long learning and enhance community life.  | HCC                                     | Ongoing  |



**Amendment 1 to Amendment 95  
to Council Bill No. 28-2023**

**BY: Deb Jung**

**Legislative Day 12  
Date: 10/11/2023**

*(This amendment restores the quotes to Chapter 9 in Amendment 95.)*

1 Substitute page 1 of Amendment 95 with the attached pages 1 and 2 to this Amendment to  
2 Amendment.

3

4

5 Substitute the attached page INF-8, 13, 20, 25 of Amendment 95 with the attachment INF-8, 13,  
6 20, 25 to this Amendment to Amendment.

7

8

9

**I certify this is a true copy of**

Am1 Am 95 CB28-2023

**passed on** 10/11/2023

Michelle Howard  
**Council Administrator**



Amendment 95 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: October 2, 2023

Amendment No. 95

(This Amendment makes the following changes to HoCo by Design Chapter 9 and Chapter 11):

Chapter 9:  
Supporting  
Infrastructure

- Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a scoring system for prioritizing the location of capital investments;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;
- Amends the INF-3 Policy Statement's Implementing Actions about adequate police staffing to include population and response times as considerations;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;
- Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;
- Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;
- Rewords Implementation Action 5 in INF-4 Policy Statement; *and*
- Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions; ~~and~~
- ~~Removes quotes displayed as graphics.~~

Chapter 11:  
Implementation

- Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a system for prioritizing the location of capital investments;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;
- Amends the INF-3 Policy Statement's Implementing Actions about adequate police staffing to include population and response times as considerations;
- Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;



- *Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;*
- *Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;*
- *Rewords Implementation Action 5 in INF-4 Policy Statement;*  
*and*
- *Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions.)*

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 9: Supporting Infrastructure: 8, 11, 13, 17, 20, 24, 25, and 28.
- 4 • Chapter 11: Implementation: 54, and 55.

5

6 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
7 amendment.

8



# Sustainable and Equitable Infrastructure Investments

Infrastructure investments require careful long-term fiscal planning and prioritization. Some communities struggle with strategic planning or accounting for the full cost of infrastructure projects, which may include not only the cost of construction or acquisition of the facility or equipment, but also annual operating and maintenance costs. There may also be necessary expenses in the future to eventually rehabilitate or replace the asset once it has reached the end of its useful life. It is important to account for full long-term costs to avoid large unanticipated expenses.

## Spending affordability advisory Committee (Saac)

The Spending Affordability Advisory Committee (SAAC) is tasked with making recommendations to the County Executive on revenue projections, General Obligation bond authorizations, long-term fiscal outlook, and county revenue and spending patterns. SAAC is directed to prepare and present a report to the County Executive, on or before March 1 annually, including:

- Projected General Fund revenues for the upcoming fiscal year.
- Recommended new county debt (General Obligation bonds) authorization.
- An analysis of the long-term fiscal outlook including multi-year projections.
- Other findings and/or recommendations that the Committee deems appropriate.

In March 2021, the Howard County Spending Affordability Advisory Committee (SAAC) released their report for Fiscal Year 2022, which identified the need to strengthen long-term strategic planning and fiscal discipline to ensure infrastructure investments are sustainable, with adequate prioritization and full cost accounting.

The SAAC noted that spending requests from all agencies significantly outpaced resources available and that the funding gap was projected to grow in coming years, as slower economic growth has been forecasted compared to prior decades. The magnitude of the funding gap was alarming: requested funds for capital projects by all agencies in Fiscal Years 2022-2027 were approximately double the projected debt capacity and other dedicated resources for the same fiscal years.



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*Howard County will soon transition from a growing county with significant building and associated cost and revenue to a mature county with more stable population growth. Affordability will be even more challenging as little new housing is able to be built and the County will have to rely on different sources of revenue while attending to aging infrastructure. I am hopeful this process addresses this transition and provides for the discovery of solutions.*

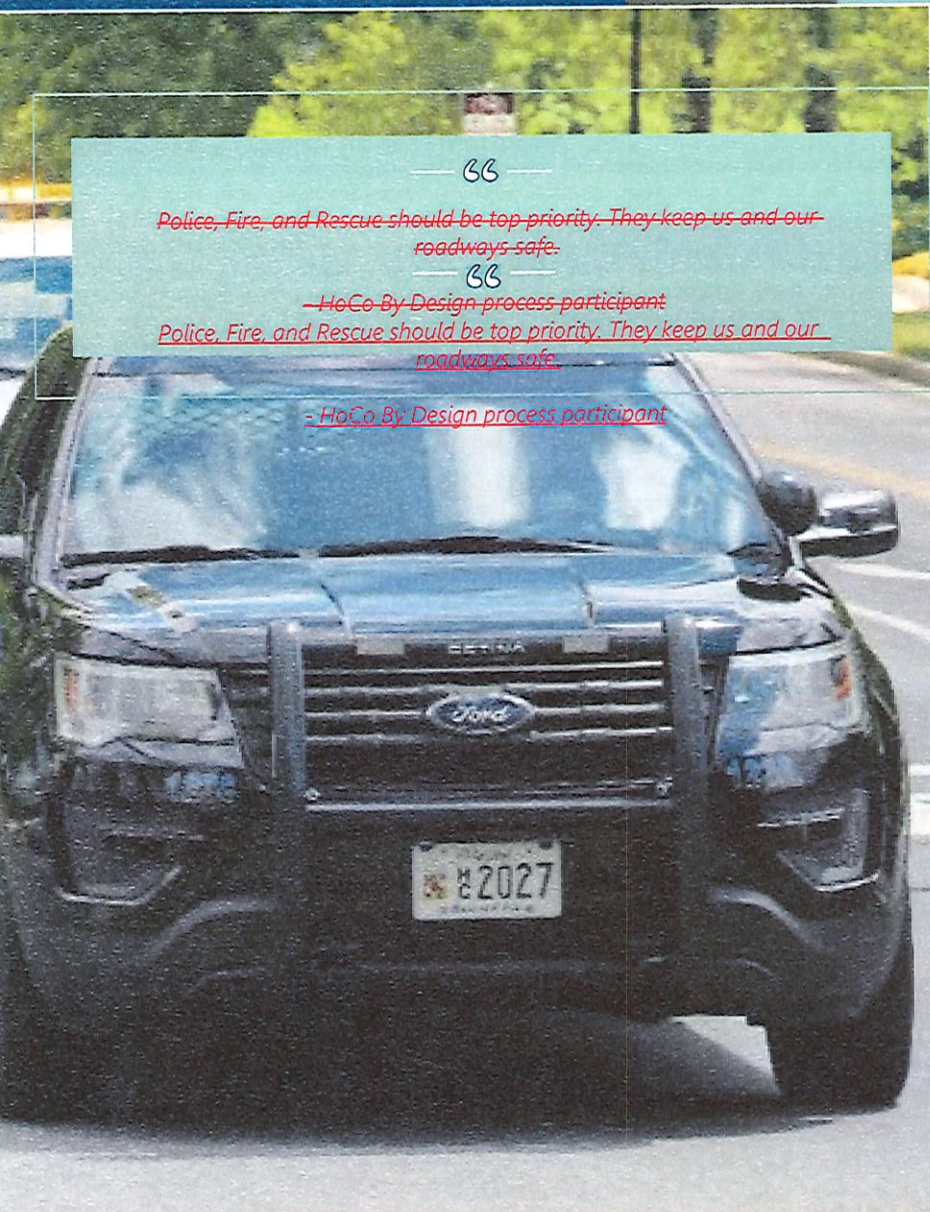
— “ —

*- HoCo By Design process participant*

*Howard County will soon transition from a growing county with significant building and associated cost and revenue to a mature county with more stable population growth. Affordability will be even more challenging as little new housing is able to be built and the County will have to rely on different sources of revenue while attending to aging infrastructure. I am hopeful this process addresses this transition and provides for the discovery of solutions.*

*- HoCo By Design process participant*





## Police Protection

In 2022, police protection in Howard County was provided by the 509 sworn officers serving in the Howard County Police Department (HCPD) and was supported by 229 full-time and contingency civilian staff members. The department included 67 bike officers and eight K-9 teams. Given Howard County's population at that time of 334,529, HCPD had one police officer per 657 residents.

The HCPD is separated into two patrol districts, each of which has its own police station. The Southern District Police Station is located in Laurel and covers the Columbia area and the southeastern part of the County. The Northern District Police Department is located in Ellicott City, adjacent to the George Howard Building, and covers Ellicott City, Elkridge, and the Rural West. HCPD moved its administrative components—including the Police Chief, Command Staff, and Human Resources—out of the Ellicott City station to Elkridge in August 2020 because of inadequate space and the need to consolidate the Criminal Investigations Bureau at that location. HCPD also has a Community Outreach Center in Columbia, a small space at the Gary J. Arthur Community Center in the Rural West, and a 20-year-old training center in Marriottsville.

The type, amount, and location of future development in Howard County all impact HCPD's needed resources and its ability to adequately respond to service calls from the County's residents and businesses. Police department members are less dependent on a network of stations than their fire department colleagues because they typically rely on mobile patrol vehicles, rather than stationary fire engines and ambulances. Therefore, the most important investments for sustaining and expanding police protection in the County are new police officers, patrol vehicles, and specialty equipment.

As the population grows, so does the volume of calls that HCPD needs to respond to, and the number of calls from a community can vary by its type and location. For instance, senior housing and lower-density neighborhoods (especially those found in the Rural West) generally generate fewer service calls, while commercial centers, such as malls, and higher-density neighborhoods typically generate more calls. Furthermore, a community's activity levels may influence the number and type of police officers needed to adequately cover a beat patrol and meet the local community's needs.

A key performance metric for HCPD is response time, which is directly influenced by a patrol beat's activity levels and the availability of officers to respond quickly. HCPD strives to maintain and improve its average response time, which was eight minutes and 14 seconds for Priority 1 calls in 2022.

Many of the patrol beats in eastern portions of the County—inside both the Northern and Southern Patrol Districts—such as Route 1, are overburdened compared to other areas. The County should consider early ideas about the need for, and benefits of, a third HCPD patrol district and police station.



# fire and reScue Services

Fire protection and emergency medical services are provided to County residents and businesses by the Howard County Department of Fire and Rescue Services (HCDFRS). In the fall 2022, HCDFRS consisted of 14 fire stations located throughout the County with a 15th in the design phase of construction. The stations were staffed by 557 full-time career firefighters, 254 operational volunteer firefighters, and 79 civilian and contingent personnel. HCDFRS' 2021-2024 Strategic Plan further describes the department and its vision, goals, and objectives for the next several years.

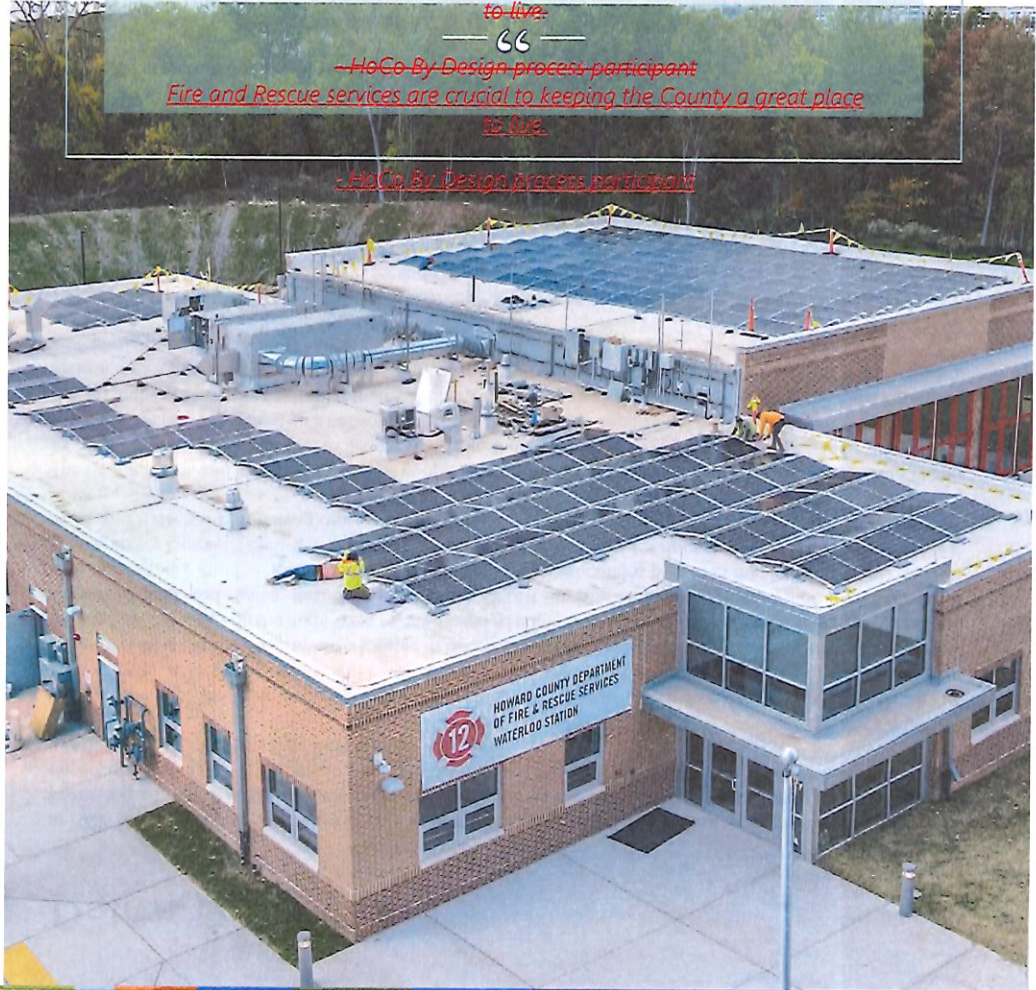
In 2019, the County opened Station 14 near Merriweather Post Pavilion to serve new and ongoing growth in Downtown Columbia. Station 12 was opened in October 2022 in Waterloo to serve continued growth and increasing call volume. Meanwhile, a new Station 15 was in design in North Columbia to serve increasing demands for service. In 2013, HCDFRS responded to 29,634 incidents. In 2019, HCDFRS responded to 38,110 incidents—an average 4.1% increase in incident volume per year. In 2020, incidents dropped nearly 11% to 34,000, a circumstance likely influenced by the Covid-19 pandemic and individuals' choices to use alternative treatment options in lieu of hospital emergency room visits. In 2021, call volume trended upwards to 36,034 with the expectation to return to pre-pandemic numbers, as 2022 was projected to have over 37,000 incidents. Of those incidents, nearly 60% were located in the first due response areas of four stations: Station 9 (Long Reach), Station 2 (Ellicott City), Station 6 (Savage/Laurel), and Station 7 (Banneker). Medical and rescue incidents accounted for 82% of the call volume.

HCDFRS continues to add and train staff on front-line fire apparatus to comply with National Fire Protection Association standards. The department was selected for the American Heart Association's Mission Lifeline Emergency Medical Services (EMS) Gold Plus Award in 2020. The award recognizes departments that implement quality improvement measures for the treatment of patients experiencing cardiac emergencies. HCDFRS also received two National Association of Counties awards, one in 2021 for the Mobile Integrated Community Health initiative and one in 2022 for the Carcinogen Reduction Plan.

Additional employment and residential growth, and changing demographics countywide, are expected to create the need for additional fire station(s) by 2030, equipment, and personnel to maintain and improve fire and emergency medical response times. The County levies a fire tax countywide that serves as the primary funding source for the County's fire and rescue tax fund (a dedicated fund solely used for fire and rescue services). An EMS Transport Fee passed in FY 2020 also provides revenue for this dedicated funding source. As of fall 2022, the fire tax rate was 23.60 cents per \$100 of assessed value. The rate was increased in 2019 to help support anticipated staffing and operating needs to close service gaps and cope with future population growth. In addition, the County implements a transfer tax of which a rate of 0.1875% of property transaction value is designated to funding HCDFRS capital projects.

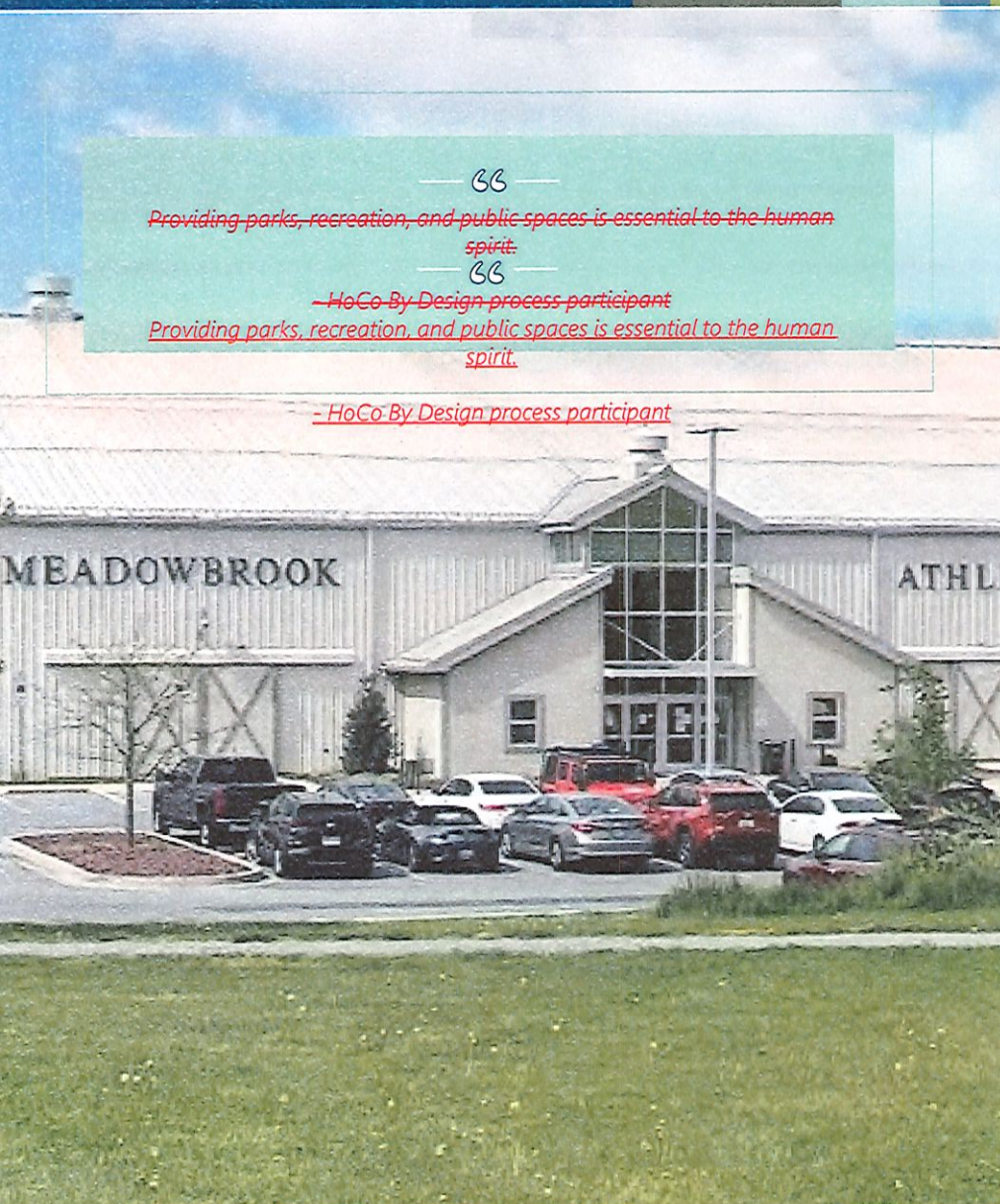
Unlike police departments, fire departments are more dependent on a network of fire stations, fire hydrants, and other water supplies located near neighborhoods, businesses, and industrial centers to house the needed fire engines, ladder trucks, ambulances, and other support vehicles.

— 66 —  
*Fire and Rescue services are crucial to keeping the County a great place to live.*  
— 66 —  
*—HoCo By Design process participant*  
*Fire and Rescue services are crucial to keeping the County a great place to live.*



*—HoCo By Design process participant*





## Recreation and Parks

Parks, open space, and recreation facilities and programs contribute significantly to a healthy lifestyle and a high quality of life for Howard County's residents and visitors. Every five years, the County updates its Land Preservation, Parks and Recreation Plan (LPPRP), a comprehensive plan that guides the Howard County Department of Recreation and Parks (DRP) on key issues, trends, and plans for managing and enhancing its preserved public lands, facilities, and programs. The 2022 LPPRP is organized around five aspirations that incorporate department goals and strategies:

- Deliver accessible experiences to all members of the community.
- Be a trusted steward for natural resources.
- Acknowledge and amplify all cultural histories.
- Maintain functional and financial responsibility.
- Maintain high-quality spaces.

The first three aspirations also respond to the three themes of the LPPRP—parks and recreation, natural resource conservation, and agricultural land preservation. Environmental stewardship and equitable access to Howard County's parks, open space, and recreation facilities and programs are central tenants for the County and will continue to be essential when planning for Howard County's future. DRP oversees and maintains 9,825 acres of land, including 5,779 acres used for the County's 98 regional, community, and neighborhood parks, and 4,046 acres used as open space. In addition, the County benefits from 9,268 acres of state parkland, 3,213 acres of Washington Suburban Sanitary Commission (WSSC) land for public use, and 3,629 acres of Columbia Association open space. The presence of state parks, such as the Patapsco Valley State Park; Columbia's lakes, open space, and trail system; and county facilities, such as the Middle Patuxent Environmental Area and the Robinson Nature Center, all greatly contribute to Howard County's access to and appreciation for nature.

The County's park system includes 44 playgrounds, three community gardens, multiple recreation centers, and a wide array of athletic fields and facilities, including basketball courts, skate parks, baseball and softball diamonds, tennis and pickleball courts, and multi-purpose fields. The County also offers nearly 112 miles of trails for residents and visitors to enjoy.

DRP offers programming and activities for residents of all ages. In 2019, the Department served over 100,000 people in approximately 8,500 different programs, a figure that underscores the widespread use and enjoyment of the County's parks and recreational activities. Many DRP programs take place at the Meadowbrook Athletic Complex or one of the County's three community centers located in Cooksville, Laurel, and Ellicott City.

There are also other public, nonprofit, and private organizations that provide a variety of recreation programs, events, and leisure services in Howard County. The LPPRP includes updated information on these organizations to ensure that DRP is aware of the opportunities that exist to fill gaps, seek out partners when appropriate, and reduce or eliminate the potential duplication of efforts.



Amendment 95 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11

Date: 10/02/2023

Amendment No. 95

*(This Amendment makes the following changes to HoCo by Design Chapter 9 and Chapter 11):*

*Chapter 9:  
Supporting  
Infrastructure*

- *Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a scoring system for prioritizing the location of capital investments;*
- *Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;*
- *Amends the INF-3 Policy Statement's Implementing Actions about adequate police staffing to include population and response times as considerations;*
- *Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;*
- *Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;*
- *Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;*
- *Rewords Implementation Action 5 in INF-4 Policy Statement;*
- *Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions; and*
- *Removes quotes displayed as graphics.*

*Chapter 11:  
Implementation*

- *Adds a requirement to the INF-2 Policy Statement's Implementing Actions to develop a system for prioritizing the location of capital investments;*
- *Adds a requirement to the INF-3 Policy Statement's Implementing Actions to explore creating a third police district and police headquarters;*
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- *Adds a requirement to the INF-3 Policy Statement's Implementing Actions to expand community policing on greenways, outreach programs, and the recruitment of officers;*



- *Deletes the INF-3 Policy Statement's Implementing Actions about "Smart City" technologies;*
- *Adds requirement to replace fire and rescue vehicles with electric vehicles when possible in INF-4 Policy Statement Implementation Action 3;*
- *Rewords Implementation Action 5 in INF-4 Policy Statement; and*
- *Clarifies that communities in underserved areas should be considered in establishing LPPRP goals and priorities in INF-5 Policy Statement's Implementing Actions.)*

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 9: Supporting Infrastructure: 8, 11, 13, 17, 20, 24, 25, and 28.
- 4 • Chapter 11: Implementation: 54, and 55.

5

6 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
7 amendment.

8



# Sustainable and Equitable Infrastructure Investments

Infrastructure investments require careful long-term fiscal planning and prioritization. Some communities struggle with strategic planning or accounting for the full cost of infrastructure projects, which may include not only the cost of construction or acquisition of the facility or equipment, but also annual operating and maintenance costs. There may also be necessary expenses in the future to eventually rehabilitate or replace the asset once it has reached the end of its useful life. It is important to account for full long-term costs to avoid large unanticipated expenses.

## Spending Affordability Advisory Committee (Saac)

The Spending Affordability Advisory Committee (SAAC) is tasked with making recommendations to the County Executive on revenue projections, General Obligation bond authorizations, long-term fiscal outlook, and county revenue and spending patterns. SAAC is directed to prepare and present a report to the County Executive, on or before March 1 annually, including:

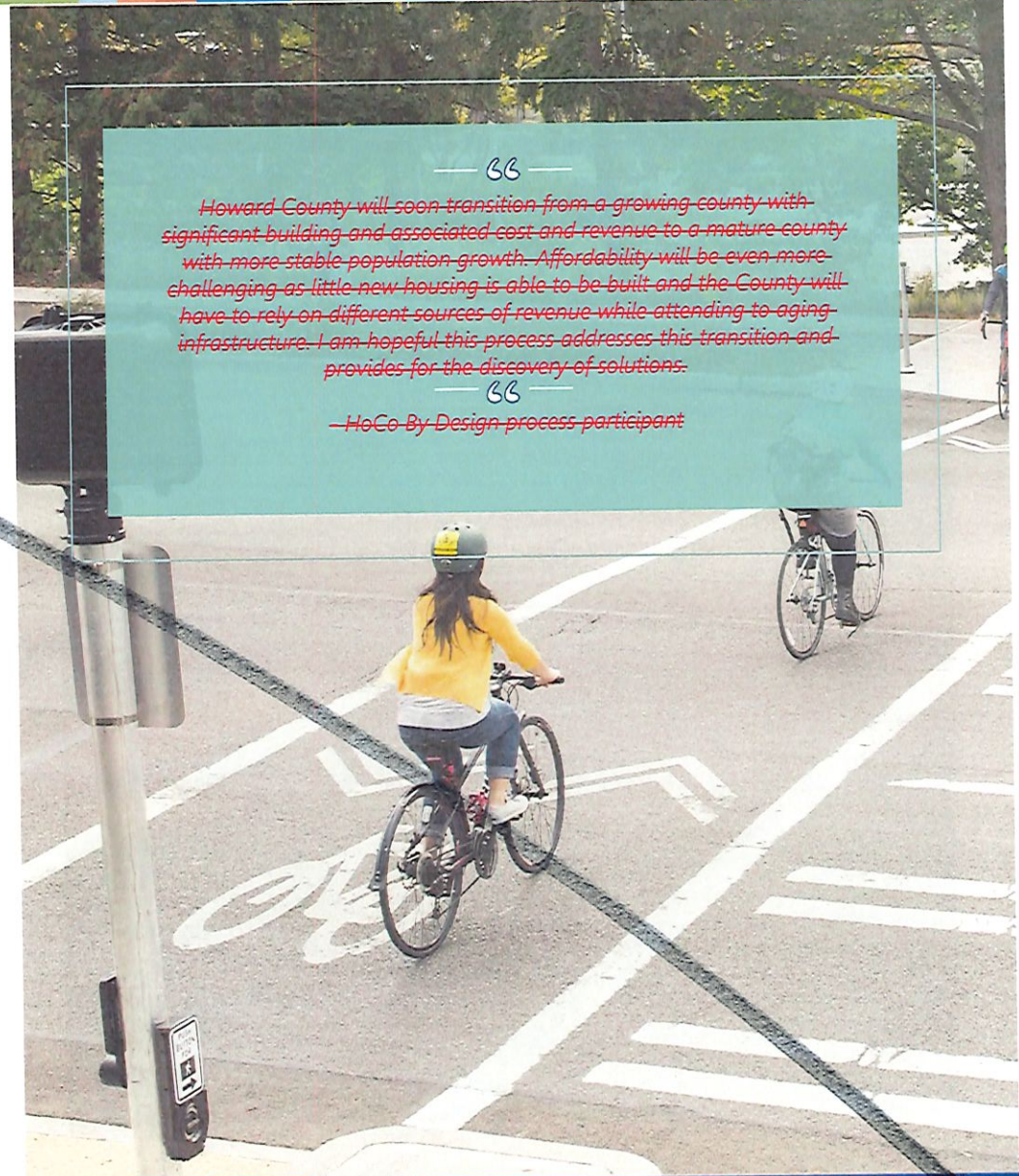
- Projected General Fund revenues for the upcoming fiscal year.
- Recommended new county debt (General Obligation bonds) authorization.
- An analysis of the long-term fiscal outlook including multi-year projections.
- Other findings and/or recommendations that the Committee deems appropriate.

In March 2021, the Howard County Spending Affordability Advisory Committee (SAAC) released their report for Fiscal Year 2022, which identified the need to strengthen long-term strategic planning and fiscal discipline to ensure infrastructure investments are sustainable, with adequate prioritization and full cost accounting.

The SAAC noted that spending requests from all agencies significantly outpaced resources available and that the funding gap was projected to grow in coming years, as slower economic growth has been forecasted compared to prior decades. The magnitude of the funding gap was alarming: requested funds for capital projects by all agencies in Fiscal Years 2022-2027 were approximately double the projected debt capacity and other dedicated resources for the same fiscal years.

— ☺ —  
*Howard County will soon transition from a growing county with significant building and associated cost and revenue to a mature county with more stable population growth. Affordability will be even more challenging as little new housing is able to be built and the County will have to rely on different sources of revenue while attending to aging infrastructure. I am hopeful this process addresses this transition and provides for the discovery of solutions.*

— ☺ —  
*—HoCo By Design process participant*





There are other meaningful ways that equity could be incorporated into the County's CIP planning process. Some examples from the BMC report include the following:

- **Participatory budgeting and other community-driven planning efforts** that directly engage "vulnerable" or underserved communities in the decision-making process. For example, the Cities of Denver and Philadelphia have set aside capital funding for underserved neighborhoods. These neighborhoods are invited to submit project proposals for how these capital funds should be spent within their communities.
- **Developing a scoring system** based in equity that helps prioritize capital projects. By using a score-based system to prioritize projects, jurisdictions can make better-informed planning decisions for vulnerable communities. Below are factors that metropolitan planning organizations typically use to prioritize transportation projects; however, these can also apply to local government level capital planning.
  - **Location burdens-based**, which considers the location of a project within equity communities as detrimental for them. Projects are awarded points if they are not located within an equity community or if they include measures to mitigate harm.
  - **Location benefits-based**, which considers the proximity of a project to equity communities as beneficial. Projects are awarded points if they are located within or adjacent to an equity community.
  - **Impacts-based**, which evaluates both the potential benefits and burdens a project will have on equity communities. Projects are awarded more points if they will bring about benefits and fewer points if they will bring about burdens.
  - **Access to destinations-based**, which considers accessibility improvements that a project may provide an equity community. Projects are awarded more points if they can increase access to key destinations.
  - **User-based**, which considers who will use a project. A project is awarded more points if more people from equity communities use the facility.
  - **Community engagement-based**, which considers how project sponsors involved equity communities before and during a project's development. Projects with more stakeholder engagement are awarded more points.

Howard County has a participatory and transparent process. But as with any process, there are always opportunities for improvements. Equity should be incorporated throughout the capital planning process to develop the CIP in a transparent and inclusive way. Transparency should extend far beyond the development and into the implementation process.

### INF-2 Policy Statement

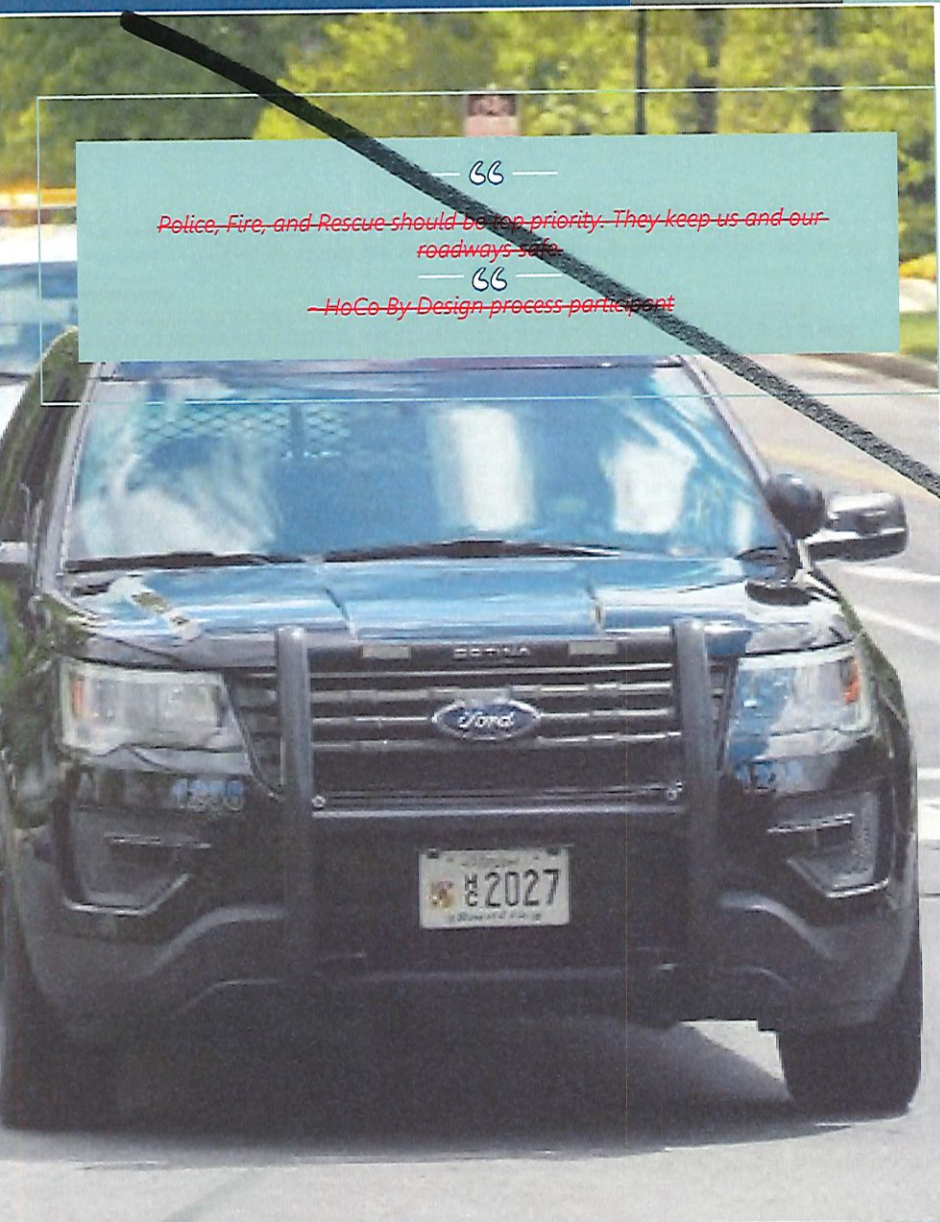
Prioritize equity in capital improvement planning and programming.

### Implementing Actions

1. Explore how to implement a diverse and inclusive outreach process for identifying capital needs.
2. Implement a diverse and inclusive outreach process for capital planning.
3. Work with partners to develop a methodology to identify socially vulnerable communities.
4. Incorporate equity measures into prioritization processes for capital projects [including community centers, and develop a scoring system to prioritize capital investments in equity emphasis areas.](#)







— 66 —  
*Police, Fire, and Rescue should be top priority. They keep us and our roadways safe.*  
— 66 —  
*—HoCo By Design process participant*

## Police Protection

In 2022, police protection in Howard County was provided by the 509 sworn officers serving in the Howard County Police Department (HCPD) and was supported by 229 full-time and contingency civilian staff members. The department included 67 bike officers and eight K-9 teams. Given Howard County's population at that time of 334,529, HCPD had one police officer per 657 residents.

The HCPD is separated into two patrol districts, each of which has its own police station. The Southern District Police Station is located in Laurel and covers the Columbia area and the southeastern part of the County. The Northern District Police Department is located in Ellicott City, adjacent to the George Howard Building, and covers Ellicott City, Elkridge, and the Rural West. HCPD moved its administrative components—including the Police Chief, Command Staff, and Human Resources—out of the Ellicott City station to Elkridge in August 2020 because of inadequate space and the need to consolidate the Criminal Investigations Bureau at that location. HCPD also has a Community Outreach Center in Columbia, a small space at the Gary J. Arthur Community Center in the Rural West, and a 20-year-old training center in Marriottsville.

The type, amount, and location of future development in Howard County all impact HCPD's needed resources and its ability to adequately respond to service calls from the County's residents and businesses. Police department members are less dependent on a network of stations than their fire department colleagues because they typically rely on mobile patrol vehicles, rather than stationary fire engines and ambulances. Therefore, the most important investments for sustaining and expanding police protection in the County are new police officers, patrol vehicles, and specialty equipment.

As the population grows, so does the volume of calls that HCPD needs to respond to, and the number of calls from a community can vary by its type and location. For instance, senior housing and lower-density neighborhoods (especially those found in the Rural West) generally generate fewer service calls, while commercial centers, such as malls, and higher-density neighborhoods typically generate more calls. Furthermore, a community's activity levels may influence the number and type of police officers needed to adequately cover a beat patrol and meet the local community's needs.

A key performance metric for HCPD is response time, which is directly influenced by a patrol beat's activity levels and the availability of officers to respond quickly. HCPD strives to maintain and improve its average response time, which was eight minutes and 14 seconds for Priority 1 calls in 2022.

Many of the patrol beats in eastern portions of the County—inside both the Northern and Southern Patrol Districts—such as Route 1, are overburdened compared to other areas. The County should consider early ideas about the need for, and benefits of, a third HCPD patrol district and police station.



The existing firing range for the HCPD was built in 1990 and refurbished in 2007. A residential neighborhood was built adjacent to the existing facility that creates new challenges for safety related to long-range (up to 200 yards) shooting practice. New compliance standards from recent state policing reform legislation also create new demands at the firing range. The County is currently remediating lead embedded in the protective berm of the firing range and will need to investigate and implement lead solutions post-remediation. A feasibility study was completed in 2020 to evaluate the current location and determine if a new location or upgraded facility might best meet the future needs of the HCPD. The investment for an upgraded facility to meet new demands in the same location is estimated at \$24.0 million.

Future planning for the County's bike lanes and greenways should consider opportunities for police patrol by bicycle (vs. automobile) in more densely-populated areas. HCPD should participate in planning efforts that address ways to connect portions of the community via walkways, bikeways, and greenways. A police-on-bike program opens new avenues of community engagement for the HCPD and increases police presence as a deterrent to crime; however, some situations may still require a police cruiser because it is more fully equipped.

HCPD would like to implement different integration technologies that improve police services in the community. In particular, the department would benefit from a broader "Smart Cities" Initiative in Howard County that links together different information systems and provides more opportunities for real-time information-sharing with the community.

### INF-3 Policy Statement

Enhance police protection.

### Implementing Actions

1. Evaluate the need for new or modified police department facilities. Emphasize the need for Explore the creation of a third police patrol district and police headquarters to meet future demands and decrease lease costs. Act upon the feasibility study completed in 2020 to improve the police department firing range at its current location.
2. Ensure the police department has adequate staff and equipment based on levels of crime population, number and types of crime, response times, and demand for services.
3. Enhance and expand community policing programs. Consider Continue the use of greenways for police patrols on bike or on foot and consider expanding the program. Develop additional outreach programs to engage young people and future recruits. Continue recruiting officers with diverse backgrounds and ethnic heritages so that cultural and language skills are reflective of the population.
4. Advocate for "Smart City" or other police-focused technologies that improve police protection and provide real-time information to the police department and other system users.





# fire and reScue Services

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“  
Fire and Rescue services are crucial to keeping the County a great place  
to live.  
”  
—HoCo By Design process participant







Providing fire suppression in the Rural West—located outside of the County's Planned Service Area—presents specific challenges for response teams because public water and fire hydrants are not available near buildings or structures. As a result, fire engines are dependent upon nearby fire ponds, strategically-placed 30,000-gallon cisterns, and a continuing rotation of water-carrying fire engines or tanker trucks to replenish their water supply using temporary, on-site dump tanks set up by the fire department during an incident. This system can be manageable for smaller, more isolated fires but becomes problematic for fires that involve multiple or larger structures.

In 2022, there were 34 water supply cisterns serving the Rural West. Since 2008, long-term plans have called for up to 100 cisterns in the area to support a sufficient water supply system. Construction of the full cistern system will continue through 2040 and beyond.

Competition for land in some areas of the County will increase dramatically as new facilities and services are identified to serve nearby development. HCDFRS should consider station designs that minimize overall size requirements, leverage co-location requirements, and focus design to efficiently meet specific requirements of future needs. HCDFRS should also assess prototypes used in the County after they are built, ensure stations are functioning as they were intended, and determine if design elements from one station may be appropriate for other projects.

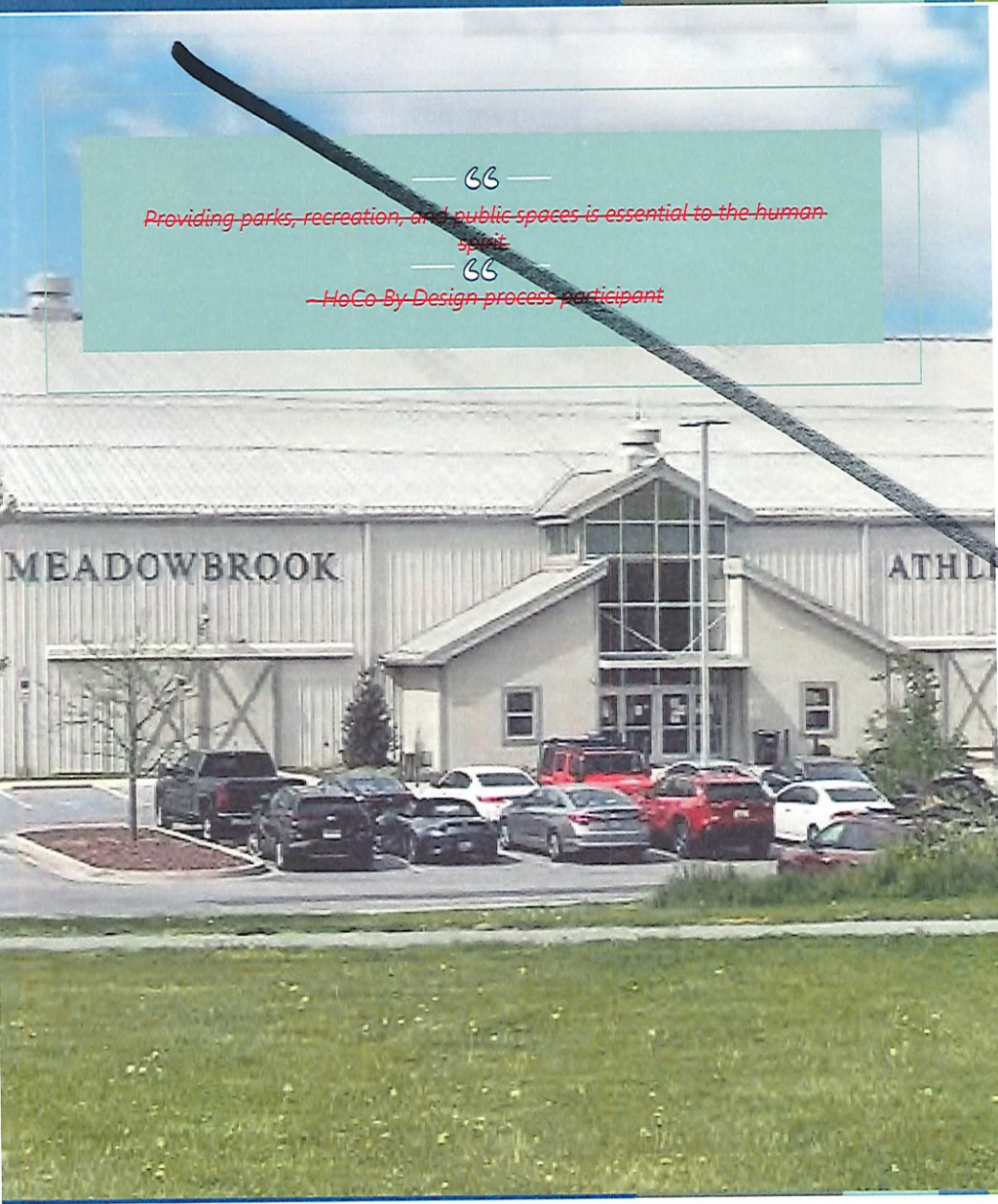
#### INF-4 Policy Statement

Minimize loss of life, loss of property, and injury due to fire or medical emergencies.

#### Implementing Actions

1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.
2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West.
3. Provide funding to replace fire and rescue vehicles ~~when needed~~ with electric vehicles when possible.
4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.
5. Consider opportunities to provide shared-use facilities, similar to the Merriweather District Fire Station, in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, ~~similar to the Merriweather District Fire Station.~~





— 66 —  
*Providing parks, recreation, and public spaces is essential to the human*

*spirit*

— 66 —

*—HoCo-By-Design process participant*

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DRP offers programming and activities for residents of all ages. In 2019, the Department served over 100,000 people in approximately 8,500 different programs, a figure that underscores the widespread use and enjoyment of the County's parks and recreational activities. Many DRP programs take place at the Meadowbrook Athletic Complex or one of the County's three community centers located in Cooksville, Laurel, and Ellicott City.

There are also other public, nonprofit, and private organizations that provide a variety of recreation programs, events, and leisure services in Howard County. The LPPRP includes updated information on these organizations to ensure that DRP is aware of the opportunities that exist to fill gaps, seek out partners when appropriate, and reduce or eliminate the potential duplication of efforts.



## Expansion of the County Park System and Recreation Facilities

As the County's population grows, so will the demands for new and improved parkland and recreational programming. This increased demand will require hiring additional staff, purchasing and replacing park vehicles and equipment, and constructing and maintaining new parks and facilities to address public needs and facility deficiencies identified in the 2022 LPPRP.

The 2022 LPPRP sets an acquisition goal of 25 acres of parks and open space per 1,000 residents. The County currently has 29.5 acres per 1,000 residents. The 2022 LPPRP also uses the Maryland Park Equity Tool to analyze county residents' access to a facility, park, open space, or amenity. In the Rural West, access is measured as a 5- to 15-minute drive. In the East, access is measured as a 5-minute drive or a 10-minute walk. The results of this analysis indicate that there are more areas of low access or low park equity in the eastern part of the County compared to the Rural West. The 2022 LPPRP sets an acquisition goal to prioritize parks and open space acquisition within census tracts with low park equity.

Land acquisition has become a challenge for the department in recent years as large parcels of available land become scarce. As a result, DRP has shifted to acquiring smaller parcels, generally of 25 acres or less. This trend is expected to continue as smaller parcels are acquired in redeveloped areas, especially activity centers, offering an opportunity to increase equitable access to green space and create links to existing open space. Park and recreation facilities in redeveloped areas could include plazas, pocket parks, and amphitheaters, as well as open space connections to nearby parks and pathways. Park and recreation facilities may also be provided through privately-owned playgrounds, dog parks, plazas, or entertainment areas with access restricted to residents of the development.

As inter-departmental needs for the last remaining developable land in the community become more competitive, undeveloped parkland and open space may sometimes be considered for new public facilities. The struggle to protect existing parks and develop new parks to serve a growing population is likely to escalate as the competition for space grows—especially in eastern portions of the County that are inside the Planned Service Area.



### INF-5 Policy Statement

Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.

### Implementing Actions

1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.
2. Establish countywide goals and priorities in the LPPRP for recreation facilities, including community centers in underserved areas, and programs that are accessible to all residents.
3. Build partnerships within county government and with other organizations across the County to efficiently share resources.
4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.
5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.



| Table 10-1: Implementation Matrix   |                            |  |
|---|----------------------------|--|
| Policy and Implementing Actions   | Lead Agency                | Timeframe<br>(Mid-Term five-year, Long-Term six+ years, Ongoing) |
| <b>PS-4 - Revisions to the County's Zoning Regulations and Subdivision and Land Development Regulations should provide more flexibility for school site development and remove barriers to efficient use of school site property.</b> |                            |  |
| 1. The Zoning Regulations update should allow administrative approval of zoning variances as they relate to school facility development.  | DPZ<br>HCPSS               | Mid-Term   |
| 2. Evaluate the applicability of the Subdivision and Land Development Regulations governing reservations of land for public facilities to determine appropriate changes that would increase utilization.                              | DPZ<br>HCPSS               | Mid-Term   |
| <b>PS-5 - The need for school facilities—particularly to support regional early childhood programs in the near term—warrants a more proactive approach to property identification, evaluation, and acquisition for public use.</b>    |                            |  |
| 1. Continue to review and update policies and regulatory tools to better align school planning needs to changing demographics, market conditions, and land use patterns.  | HCPSS                      | Ongoing  |
| 2. Consider a right of first refusal strategy to purchase properties proposed for sale in certain priority geographies.   | HCPSS                      | Long-Term  |
| 3. Research models for government and private sector partners to acquire and amass small parcels into sites large enough for school use.  | HCPSS<br>Private Partners  | Mid-Term   |
| 4. Use data/intelligence from the real estate industry to monitor leasing and sale opportunities for site acquisition.  | HCPSS                      | Ongoing  |
| 5. Consider purchasing available properties in the near term with leaseback options to tenants as a means to hold land for future school needs.   | HCPSS                      | Mid-Term   |
| <b>INF-1 - Prioritize Capital Improvement Program requests that directly implement General Plan policies and implementing actions.</b>  |                            |  |
| 1. Expand project statements to refer to policies and implementing actions in the General Plan.   | DPW<br>OOB<br>All Agencies | Mid-Term   |
| 2. Make existing and deferred maintenance projects a priority in the Capital Improvement Program, with sustainable funding sources and levels allocated to address ongoing needs and backlog.   | DPW<br>OOB<br>All Agencies | Mid-Term   |

| Table 10-1: Implementation Matrix   |                                     |  |
|---|-------------------------------------|--|
| Policy and Implementing Actions   | Lead Agency                         | Timeframe<br>(Mid-Term five-year, Long-Term six+ years, Ongoing) |
| <b>INF-2 - Prioritize equity in capital improvement planning and programming.</b>   |                                     |  |
| 1. Explore how to implement a diverse and inclusive outreach process for identifying capital needs.   | OHRE<br>OOB<br>DCRS<br>All Agencies | Mid-Term   |
| 2. Implement a diverse and inclusive outreach process for capital planning.   | OOB<br>OHRE<br>All Agencies         | Ongoing  |
| 3. Work with partners to develop a methodology to identify socially vulnerable communities.   | DCRS<br>OHRE<br>DHCD                | Mid-term   |
| 4. Incorporate equity measures into prioritization processes for capital projects, <u>including community centers, and develop a scoring system to prioritize capital investments in equity emphasis areas.</u>   | All Agencies                        | Ongoing  |
| <b>INF-3 - Enhance police protection.</b>   |                                     |  |
| 1. Evaluate the need for new or modified police department facilities. <u>Emphasize the need for Explore the creation of a third police patrol district and police headquarters to meet future demands and decrease lease costs.</u> Act upon the feasibility study completed in  | HCPD                                | Ongoing  |
| 2. Ensure the police department has adequate staff and equipment based on <u>levels-of-crime population, types of crime, response times,</u> and demand for services.   | HCPD                                | Ongoing  |
| 3. Enhance and expand community policing programs. <u>Consider Continue the use of greenways for police patrols on bike or on foot and consider expanding the program. Develop additional outreach programs to engage young people and future recruits. Continue recruiting officers with diverse backgrounds and ethnic heritages so that cultural and language skills are reflective of the population.</u> | HCPD                                | Ongoing  |
| 4. Advocate for <u>"Smart City" or other</u> police-focused technologies that improve police protection and provide real-time information to the police department and other system users.  | HCPD                                | Mid-Term   |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                                 | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|---|--|
| <b>INF-4 - Minimize loss of life, loss of property, and injury due to fire or medical emergencies.</b>  |   |  |
| 1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.  | DFRS  | Ongoing  |
| 2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West. | DFRS  | Ongoing  |
| 3. Provide funding to replace fire and rescue vehicles <u>when needed with electric vehicles when possible.</u>   | DFRS  | Ongoing  |
| 4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.  | DFRS<br>Elected Officials<br>OOB            | Mid-Term   |
| 5. Consider opportunities to provide shared-use facilities, <u>similar to the Merriweather District Fire Station</u> , in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, <u>similar to the Merriweather-District Fire Station.</u>           | DPW<br>DFRS<br>DPZ                          | Ongoing  |
| <b>INF-5 - Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.</b>  |   |  |
| 1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.  | DRP   | Mid-Term   |
| 2. Establish countywide goals and priorities in the LPPRP for recreation facilities, <u>including community centers in underserved areas</u> , and programs that are accessible to all residents.   | DRP   | Mid-Term   |
| 3. Build partnerships within county government and with other organizations across the County to efficiently share resources.   | DRP<br>All Agencies<br>Non- Profit Partners | Ongoing  |
| 4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.  | DRP   | Ongoing  |
| 5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.   | DRP<br>OOT<br>DPZ                           | Ongoing  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                             | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|---|--|
| <b>INF-6 - Continue to invest judiciously to maintain and enhance county facilities and assess county agency space needs against the County's portfolio of spaces.</b>   |   |  |
| 1. Use the Capital Improvement Program to evaluate and prioritize county building renovations.   | DPW                                     | Ongoing  |
| 2. Establish county space standards and evaluate the efficiency of county space usage. Assess future county agency needs for space.  | DPW                                     | Ongoing  |
| 3. Determine whether it is in the County's best interest to continue all or some leases. Consider opportunities to purchase leased space or construct new office and/or mixed-use spaces.  | DPW                                     | Ongoing  |
| 4. Determine whether it is in the County's best interest to continue to own or surplus various properties. Consider finite land supply and potential future costs of acquisition as part of such evaluation.   | DPW                                     | Ongoing  |
| <b>INF-7 - Partner with the Howard County Library System to provide training and resources needed in the community.</b>  |   |  |
| 1. Evaluate the need for additional library capacity in the County to serve planned population and program growth. Provide necessary expansion of resources via additions or new facilities within the <u>Planned Service Area</u> .                       | HCLS                                    | Mid-Term   |
| 2. Enhance the design of existing and any future libraries to both optimize the delivery of service at each library branch and help create a civic focal point. Where feasible, integrate libraries with other complementary public or private facilities. | HCLS<br>DPW<br>Private Partners         | Long-term  |
| <b>INF-8 - Continue to support the Howard Community College's expanding abilities to provide higher education for county residents and workers.</b>  |   |  |
| 1. Continue the County's commitment to fund expansion of the Howard Community College (HCC) to accommodate enrollment and program growth. Support the HCC in obtaining funding from the State of Maryland and others to invest in the campus.              | HCEDA                                   | Ongoing  |
| 2. Continue to work with the Howard County Economic Development Authority, the private sector, and other institutions of higher education to meet workforce development and re-training needs, especially in science and technology-related fields.        | HCC<br>HCEDA<br>OWD<br>Private Partners | Ongoing  |
| 3. Continue to expand non-credit course offerings and cultural programs that promote life-long learning and enhance community life.  | HCC                                     | Ongoing  |



Amendment 96 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11

Date: 10/02/2023

Amendment No. 96

*(This Amendment makes the following changes to HoCo by Design Chapter 2:*

*Chapter 2: Growth and Conservation Framework - Add a statement about revenues generated by new growth not being sufficient to meet the needs of the new growth and aging infrastructure.)*

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

- Chapter 2: Growth and Conservation Framework: page 23.

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

**I certify this is a true copy of**

Am 96 CB28-2023

**passed on**

10/11/2023

*Failed*

Michelle Cherry  
**Council Administrator**



## Fiscal Impact Assessment

An analysis was conducted to measure the fiscal impacts of the potential growth scenarios and the FLUM. General Fund operating and capital costs and revenues were projected based on the residential and nonresidential growth for each land use scenario. Based on the current cost and revenue structure and service levels in the County, the fiscal study determined that new growth would generate more revenues than costs for services and infrastructure, partly due to the fact that in Maryland counties multiple key revenues are directly tied to new development. As the amount of residential and nonresidential growth increases, the net revenues to the County also increase. Thus, growth has a positive net fiscal impact to the County.

The largest revenue sources to the County are property and income taxes. Combined, they generate about 90% of total operating revenues. The Maryland tax structure allows counties to assess both property tax and local income tax by place of residence. This tax structure is unique, as most counties in the United States do not have a direct local income tax and instead rely on other sources such as a local retail sales tax to raise revenues. Howard County's authority to assess both property and income tax locally is a leading reason new residential development is fiscally positive.

Different land uses require different levels of service and infrastructure needs. For example, single family homes, with greater numbers of students, require more in school service and facility needs compared to multifamily homes, while non-residential land uses require no school services at all. These differences have been accounted for in the fiscal analysis.

A significant reason why new growth is a net positive to the County budget is because of the multiple one-time revenues collected from new construction. These revenues include transfer, recordation, and road excise taxes, as well as the school surcharge, and are used to help pay for new capital facilities and operating costs. For example, the school surcharge is collected at the time of building permit issuance for each new home built in the County. The school surcharge rate was recently increased from \$1.32 per square foot to \$7.50 per square foot beginning in 2022. Road excise taxes are collected on both residential and nonresidential development. But revenue generated by new growth helps cover only current levels of service for population increases and does not produce enough revenue to maintain and replace existing and aging infrastructure or accommodate increased levels of service based on the needs of future population demographics.

### sAAC FY2023 recoMMendAtIons

In its Fiscal Year 2023 report, the Spending Affordability Advisory Committee (SAAC) urged the County to focus on promoting and developing the diversity of its long-term tax base. The report emphasized the importance of commercial-base development to rebalance expenditure needs and fiscal resources—and recommended that the General Plan encourage redevelopment and commercial growth in defined employment centers. The SAAC also described how redevelopment, and more dense and multi-family-driven housing development, would become more important over the long-term, as the supply of greenfield parcels dwindles. The Committee suggested the County allow for more commercial development, reexamine height restrictions, and reassess parking ratios.



Besides the need to build new infrastructure capacity to accommodate more people and jobs moving to the County, including new schools, roads, parks, and public safety facilities, there is also an increasing need to maintain and rebuild existing infrastructure. Much of the County's public infrastructure was built in the 1950s and the decades following as suburban growth patterns emerged. A significant portion of this early infrastructure was funded with the assistance of state and federal funds, which are no longer available to the same extent. The County uses a variety of sources (general obligation bonds, pay-as-you-go funding, school surcharge, transfer taxes, and road excise tax revenue) to support infrastructure on an annual basis. However, infrastructure needs are increasing as many roads, schools, and other capital facilities reach the end of their useful lives.

The fiscal analysis shows that new growth generates positive net revenues for the County. So as growth continues, these additional net revenues can help pay for the rebuilding and maintenance of existing infrastructure. As new growth slows, however, these surplus revenues will diminish, creating challenges in the years ahead. Furthermore, and independent of new growth, the cost to maintain and rebuild roads, sewers, schools, and the like will only increase into the future as this existing infrastructure continues to age.

Regardless of Howard County's growth trajectory, government will face challenges in the years ahead in maintaining its existing infrastructure. It is clear from the fiscal analysis that new growth generates net positive revenues for the County, with more growth generating more in net revenues. However, more growth will also require more infrastructure that will eventually need to be replaced. The County will be best served in the future if it prioritizes maintenance of existing infrastructure in future budget decisions.



Amendment 97 to Council Bill No. 28 -2023

BY: Liz Walsh

Legislative Day 11

Date: 10/02/2023

Amendment No. 97

(This Amendment makes the following changes to HoCo by Design Chapter 9 and Chapter 11 to:

Chapter 9: Supporting Infrastructure - Adds a new Implementing Action to INF-4 Policy Statement to the APFO Committee examine APFO with respect to the County's Hospital; and

Chapter 11: Implementation - Adds a new Implementing Action to INF-4 Policy Statement to the APFO Committee examine APFO with respect to the County's Hospital.)

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

- 5 • Chapter 9: Supporting Infrastructure: page 24.
- 6 • Chapter 11: Implementation: page 55.

7

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

10

I certify this is a true copy of

Am 97 CB 28 -2023

on 10/11/2023

[Signature]  
Council Administrator

Faked





Providing fire suppression in the Rural West—located outside of the County’s Planned Service Area—presents specific challenges for response teams because public water and fire hydrants are not available near buildings or structures. As a result, fire engines are dependent upon nearby fire ponds, strategically-placed 30,000-gallon cisterns, and a continuing rotation of water-carrying fire engines or tanker trucks to replenish their water supply using temporary, on-site dump tanks set up by the fire department during an incident. This system can be manageable for smaller, more isolated fires but becomes problematic for fires that involve multiple or larger structures.

In 2022, there were 34 water supply cisterns serving the Rural West. Since 2008, long-term plans have called for up to 100 cisterns in the area to support a sufficient water supply system. Construction of the full cistern system will continue through 2040 and beyond.

Competition for land in some areas of the County will increase dramatically as new facilities and services are identified to serve nearby development. HCDFRS should consider station designs that minimize overall size requirements, leverage co-location requirements, and focus design to efficiently meet specific requirements of future needs. HCDFRS should also assess prototypes used in the County after they are built, ensure stations are functioning as they were intended, and determine if design elements from one station may be appropriate for other projects.

#### INF-4 Policy Statement

Minimize loss of life, loss of property, and injury due to fire or medical emergencies.

#### Implementing Actions

1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.
2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West.
3. Provide funding to replace fire and rescue vehicles when needed.
4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.
5. Consider opportunities to provide shared-use facilities in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, similar to the Merriweather District Fire Station.
6. [Direct the Adequate Public Facilities Ordinance \(APFO\) committee to develop recommendations as to the applicability of APFO to local emergency response and in-patient care facilities.](#)



| Table 10-1: Implementation Matrix   |  |  |
|---|--|--|
| Policy and Implementing Actions   | Lead Agency                                | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>INF-4 - Minimize loss of life, loss of property, and injury due to fire or medical emergencies.</b>  |  |  |
| 1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.  | DFRS                                       | Ongoing  |
| 2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West. | DFRS                                       | Ongoing  |
| 3. Provide funding to replace fire and rescue vehicles when needed.   | DFRS                                       | Ongoing  |
| 4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.  | DFRS<br>Elected Officials                  | Mid-Term   |
| 5. Consider opportunities to provide shared-use facilities in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, similar to the Merriweather District Fire Station.  | DPW<br>DFRS<br>DPZ                         | Ongoing  |
| 6. <u>Direct the Adequate Public Facilities Ordinance (APFO) committee to develop recommendations as to the applicability of APFO to local emergency and in-patient care facilities.</u>  | <u>Elected Officials</u>                   | <u>Ongoing</u>   |
| <b>INF-5 - Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.</b>  |  |  |
| 1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.  | DRP  | Mid-Term   |
| 2. Establish countywide goals and priorities in the LPPRP for recreation facilities and programs that are accessible to all residents.  | DRP  | Mid-Term   |
| 3. Build partnerships within county government and with other organizations across the County to efficiently share resources.   | DRP<br>All Agencies<br>Non-profit Partners | Ongoing  |
| 4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.  | DRP  | Ongoing  |
| 5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.   | DRP<br>OOT<br>DPZ                          | Ongoing  |

| Table 10-1: Implementation Matrix  |   |  |
|--|---|--|
| Policy and Implementing Actions  | Lead Agency                             | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>INF-6 - Continue to invest judiciously to maintain and enhance county facilities and assess county agency space needs against the County's portfolio of spaces.</b>   |   |  |
| 1. Use the Capital Improvement Program to evaluate and prioritize county building renovations.   | DPW                                     | Ongoing  |
| 2. Establish county space standards and evaluate the efficiency of   | DPW                                     | Ongoing  |
| 3. Determine whether it is in the County's best interest to continue all or some leases. Consider opportunities to purchase leased space or construct new office and/or mixed-use spaces.  | DPW                                     | Ongoing  |
| 4. Determine whether it is in the County's best interest to continue to own or surplus various properties. Consider finite land supply and potential future costs of acquisition as part of such evaluation.   | DPW                                     | Ongoing  |
| <b>INF-7 - Partner with the Howard County Library System to provide training and resources needed in the community.</b>  |   |  |
| 1. Evaluate the need for additional library capacity in the County to serve planned population and program growth. Provide necessary expansion of resources via additions or new facilities within the   | HCLS                                    | Mid-Term   |
| 2. Enhance the design of existing and any future libraries to both optimize the delivery of service at each library branch and help create a civic focal point. Where feasible, integrate libraries with other complementary public or private facilities. | HCLS<br>DPW<br>Private Partners         | Long-term  |
| <b>INF-8 - Continue to support the Howard Community College's expanding abilities to provide higher education for county residents and workers.</b>  |   |  |
| 1. Continue the County's commitment to fund expansion of the Howard Community College (HCC) to accommodate enrollment and program growth. Support the HCC in obtaining funding from the State of Maryland and others to invest in the campus.              | HCEDA                                   | Ongoing  |
| 2. Continue to work with the Howard County Economic Development Authority, the private sector, and other institutions of higher education to meet workforce development and re-training needs, especially in science and technology-related fields.        | HCC<br>HCEDA<br>OWD<br>Private Partners | Ongoing  |
| 3. Continue to expand non-credit course offerings and cultural programs that promote life-long learning and enhance community life.  | HCC                                     | Ongoing  |



Amendment 98 to Council Bill No. 28 -2023

BY: David Yungmann

Legislative Day 11

Date: 10/02/2023

Amendment No. 98

*(This Amendment makes the following changes to HoCo by Design Chapters 9 and 11 to:*

- Chapter 9:  
Supporting  
Infrastructure*
- *Adds statements pertaining to the need to invest in sports tourism and a new Implementing Action in Policy Statement INF-5 for the County to explore the development of a commercial athletic facility;*
- Chapter 11:  
Implementation*
- *Adds a new Implementing Action in Policy Statement INF-5 for the County to explore the development of a commercial athletic facility.)*

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 9: Supporting Infrastructure, pages 26 and 28.  
4 • Chapter 9: Supporting Infrastructure, insert a new page 26.1.  
5 • Chapter 11: Implementation, page 55.

6

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

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**I certify this is a true copy of**

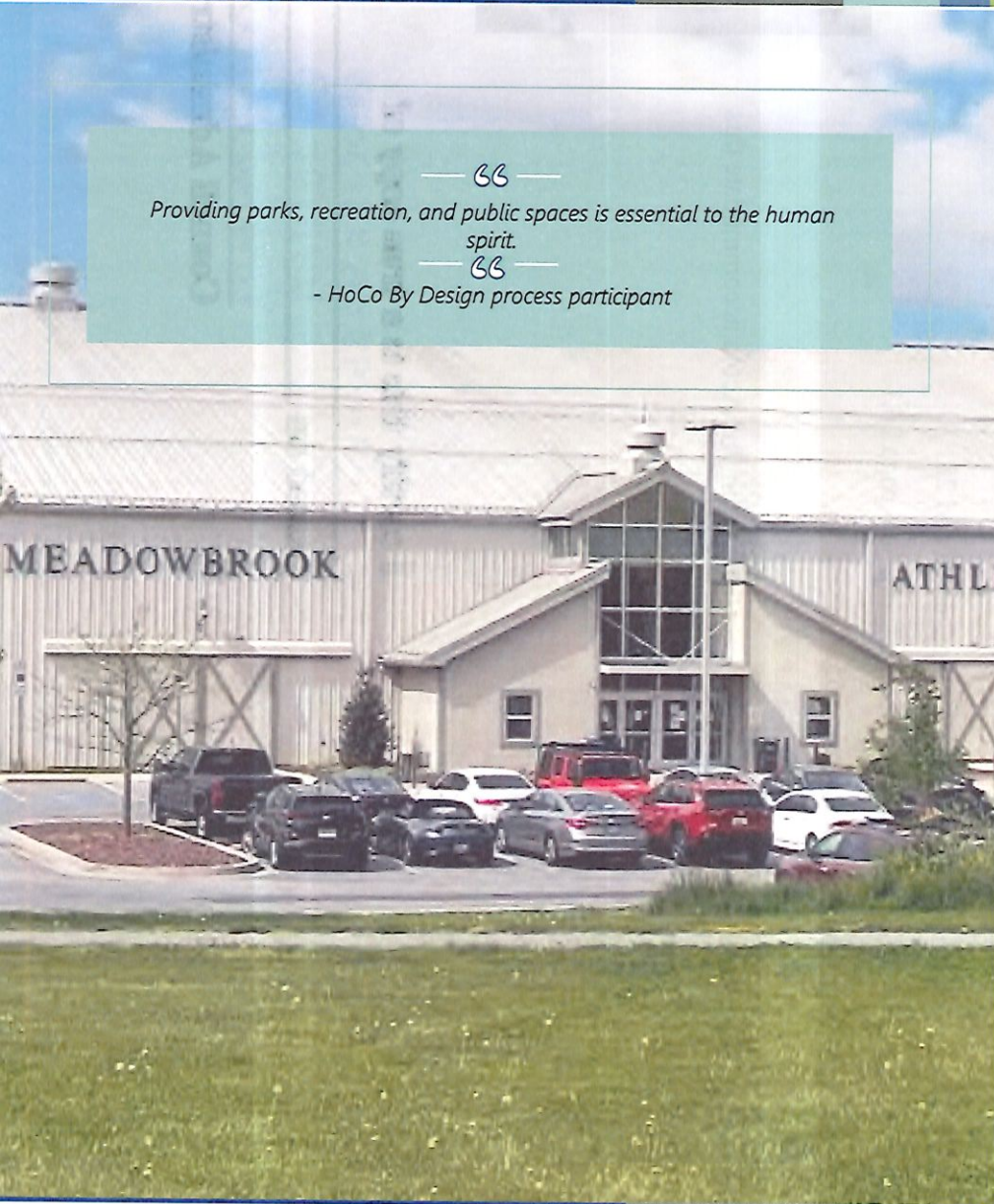
Am 98 CB 28-2023

**passed on**

10/11/2023

*Michelle Hoover*  
**Council Administrator**





— ☯ —  
*Providing parks, recreation, and public spaces is essential to the human spirit.*

— ☯ —  
*- HoCo By Design process participant*

## Recreation and Parks


Parks, open space, and recreation facilities and programs contribute significantly to a healthy lifestyle and a high quality of life for Howard County's residents and visitors. Every five years, the County updates its Land Preservation, Parks and Recreation Plan (LPPRP), a comprehensive plan that guides the Howard County Department of Recreation and Parks (DRP) on key issues, trends, and plans for managing and enhancing its preserved public lands, facilities, and programs. The 2022 LPPRP is organized around five aspirations that incorporate department goals and strategies:

- Deliver accessible experiences to all members of the community.
- Be a trusted steward for natural resources.
- Acknowledge and amplify all cultural histories.
- Maintain functional and financial responsibility.
- Maintain high-quality spaces.

The first three aspirations also respond to the three themes of the LPPRP—parks and recreation, natural resource conservation, and agricultural land preservation. Environmental stewardship and equitable access to Howard County's parks, open space, and recreation facilities and programs are central tenants for the County and will continue to be essential when planning for Howard County's future. DRP oversees and maintains 9,825 acres of land, including 5,779 acres used for the County's 98 regional, community, and neighborhood parks, and 4,046 acres used as open space. In addition, the County benefits from 9,268 acres of state parkland, 3,213 acres of Washington Suburban Sanitary Commission (WSSC) land for public use, and 3,629 acres of Columbia Association open space. The presence of state parks, such as the Patapsco Valley State Park; Columbia's lakes, open space, and trail system; and county facilities, such as the Middle Patuxent Environmental Area and the Robinson Nature Center, all greatly contribute to Howard County's access to and appreciation for nature.

The County's park system includes 44 playgrounds, three community gardens, multiple recreation centers, and a wide array of athletic fields and facilities, including basketball courts, skate parks, baseball and softball diamonds, tennis and pickleball courts, and multi-purpose fields. Despite the many fields and athletic facilities in the county, local demand from youth and adult sports typically exceeds capacity, preventing the County from attracting and hosting regional athletic tournaments and other events. Tournaments are often multi-day events for teams that travel from out of town. Currently, these events generate significant hospitality spending in neighboring jurisdictions, primarily through hotels and restaurants, and provides local clubs with fundraising opportunities. Numerous surrounding counties have developed either temporary or permanent tournament sites with success. The County also offers nearly 112 miles of trails for residents and visitors to enjoy.





DRP offers programming and activities for residents of all ages. In 2019, the Department served over 100,000 people in approximately 8,500 different programs, a figure that underscores the widespread use and enjoyment of the County's parks and recreational activities. Many DRP programs take place at the Meadowbrook Athletic Complex or one of the County's three community centers located in Cooksville, Laurel, and Ellicott City.

There are also other public, nonprofit, and private organizations that provide a variety of recreation programs, events, and leisure services in Howard County. The LPPRP includes updated information on these organizations to ensure that DRP is aware of the opportunities that exist to fill gaps, seek out partners when appropriate, and reduce or eliminate the potential duplication of efforts.



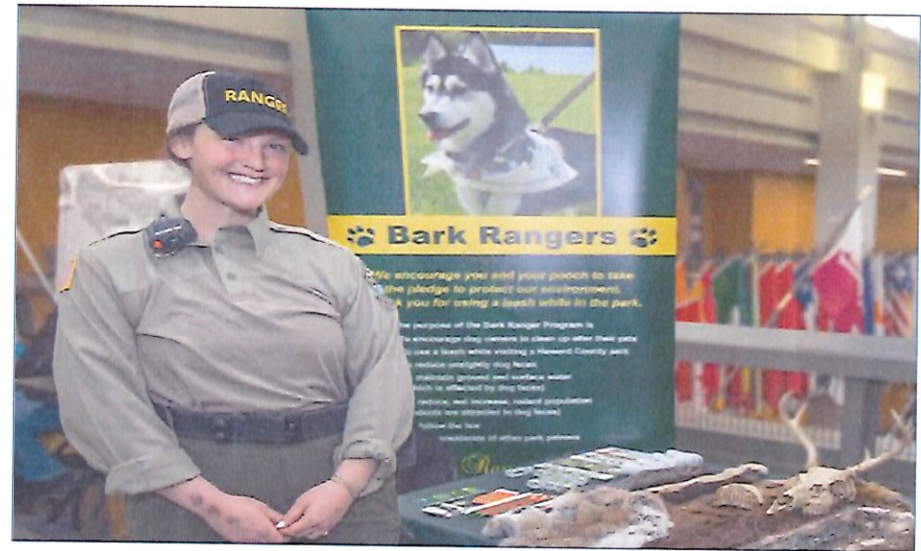
## Expansion of the County Park System and Recreation Facilities

As the County's population grows, so will the demands for new and improved parkland and recreational programming. This increased demand will require hiring additional staff, purchasing and replacing park vehicles and equipment, and constructing and maintaining new parks and facilities to address public needs and facility deficiencies identified in the 2022 LPPRP.

The 2022 LPPRP sets an acquisition goal of 25 acres of parks and open space per 1,000 residents. The County currently has 29.5 acres per 1,000 residents. The 2022 LPPRP also uses the Maryland Park Equity Tool to analyze county residents' access to a facility, park, open space, or amenity. In the Rural West, access is measured as a 5- to 15-minute drive. In the East, access is measured as a 5-minute drive or a 10-minute walk. The results of this analysis indicate that there are more areas of low access or low park equity in the eastern part of the County compared to the Rural West. The 2022 LPPRP sets an acquisition goal to prioritize parks and open space acquisition within census tracts with low park equity.

Land acquisition has become a challenge for the department in recent years as large parcels of available land become scarce. As a result, DRP has shifted to acquiring smaller parcels, generally of 25 acres or less. This trend is expected to continue as smaller parcels are acquired in redeveloped areas, especially activity centers, offering an opportunity to increase equitable access to green space and create links to existing open space. Park and recreation facilities in redeveloped areas could include plazas, pocket parks, and amphitheaters, as well as open space connections to nearby parks and pathways. Park and recreation facilities may also be provided through privately-owned playgrounds, dog parks, plazas, or entertainment areas with access restricted to residents of the development.

As inter-departmental needs for the last remaining developable land in the community become more competitive, undeveloped parkland and open space may sometimes be considered for new public facilities. The struggle to protect existing parks and develop new parks to serve a growing population is likely to escalate as the competition for space grows—especially in eastern portions of the County that are inside the Planned Service Area.



### INF-5 Policy Statement

Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.

### Implementing Actions

1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.
2. Establish countywide goals and priorities in the LPPRP for recreation facilities and programs that are accessible to all residents.
3. Build partnerships within county government and with other organizations across the County to efficiently share resources.
4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.
5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.
6. Explore the development of a commercial athletic facility. The facility could be owned by the County, privately, or in partnership.
7. Consider zoning changes that allow the use of large parcels for indoor and outdoor athletic facilities throughout the County.



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                                | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|--|--|
| <b>INF-4 - Minimize loss of life, loss of property, and injury due to fire or medical emergencies.</b>  |  |  |
| 1. Construct and staff new and replacement fire stations in the Capital Improvement Program. Renovate and rehabilitate existing fire stations as appropriate to ensure the continued provision of efficient service.  | DFRS                                       | Ongoing  |
| 2. Continue to construct underground cisterns to support fire suppression in the Rural West. Determine strategic placement locations for water-holding cisterns that allow for improved water supply access and shortened distance for tanker trucks shuttling water for firefighting operations in the Rural West. | DFRS                                       | Ongoing  |
| 3. Provide funding to replace fire and rescue vehicles when needed.   | DFRS                                       | Ongoing  |
| 4. Complete a strategic plan for the fire department that anticipates future year fire station needs based on the type, location, pattern, and intensity of development envisioned on the Future Land Use Map.  | DFRS<br>Elected Officials                  | Mid-Term   |
| 5. Consider opportunities to provide shared-use facilities in some locations of the County to provide fire stations where they are most needed and thereby create equitable access, similar to the Merriweather District Fire Station.  | DPW<br>DFRS<br>DPZ                         | Ongoing  |
| <b>INF-5 - Maintain and expand Howard County's park and open space system and recreation facilities and programs to keep pace with future growth and ensure safe, convenient, and equitable access to residents.</b>  |  |  |
| 1. Establish land acquisition goals for parks and open space in the Howard County Land Preservation, Parks and Recreation Plan (LPPRP), and prioritize parks and open space acquisition within communities with low park equity.  | DRP  | Mid-Term   |
| 2. Establish countywide goals and priorities in the LPPRP for recreation facilities and programs that are accessible to all residents.  | DRP  | Mid-Term   |
| 3. Build partnerships within county government and with other organizations across the County to efficiently share resources.   | DRP<br>All Agencies<br>Non-profit Partners | Ongoing  |
| 4. Use flexible designs for parks and open space in more urban areas, such as plazas, pocket parks, and amphitheaters.  | DRP  | Ongoing  |
| 5. Partner with other county departments to link parks, open space, and recreation facilities to surrounding communities through transportation improvements.   | DRP<br>OOT<br>DPZ                          | Ongoing  |
| 6. <u>Explore the development of a commercial athletic facility. The facility could be owned by the County, privately, or in partnership.</u>   | DRP<br>Private Property Owners, HCEDA      | Ongoing  |
| 7. <u>Consider zoning changes that allows the use of large parcels for indoor and outdoor athletic facilities throughout the County.</u>  | DPZ<br>DRP                                 |  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                             | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|---|--|
| <b>INF-6 - Continue to invest judiciously to maintain and enhance county facilities and assess county agency space needs against the County's portfolio of spaces.</b>   |   |  |
| 1. Use the Capital Improvement Program to evaluate and prioritize county building renovations.   | DPW                                     | Ongoing  |
| 2. Establish county space standards and evaluate the efficiency of county space usage. <i>Assess future county agency needs for space.</i>   | DPW                                     | Ongoing  |
| 3. Determine whether it is in the County's best interest to continue all or some leases. Consider opportunities to purchase leased space or construct new office and/or mixed-use spaces.  | DPW                                     | Ongoing  |
| 4. Determine whether it is in the County's best interest to continue to own or surplus various properties. Consider finite land supply and potential future costs of acquisition as part of such evaluation.   | DPW                                     | Ongoing  |
| <b>INF-7 - Partner with the Howard County Library System to provide training and resources needed in the community.</b>  |   |  |
| 1. Evaluate the need for additional library capacity in the County to serve planned population and program growth. Provide necessary expansion of resources via additions or new facilities within the Planned Service Area.                               | HCLS                                    | Mid-Term   |
| 2. Enhance the design of existing and any future libraries to both optimize the delivery of service at each library branch and help create a civic focal point. Where feasible, integrate libraries with other complementary public or private facilities. | HCLS<br>DPW<br>Private Partners         | Long-term  |
| <b>INF-8 - Continue to support the Howard Community College's expanding abilities to provide higher education for county residents and workers.</b>  |   |  |
| 1. Continue the County's commitment to fund expansion of the Howard Community College (HCC) to accommodate enrollment and program growth. Support the HCC in obtaining funding from the State of Maryland and others to invest in the campus.              | HCEDA                                   | Ongoing  |
| 2. Continue to work with the Howard County Economic Development Authority, the private sector, and other institutions of higher education to meet workforce development and re-training needs, especially in science and technology-related fields.        | HCC<br>HCEDA<br>OWD<br>Private Partners | Ongoing  |
| 3. Continue to expand non-credit course offerings and cultural programs that promote life-long learning and enhance community life.  | HCC                                     | Ongoing  |



Amendment 99 to Council Bill No. 28 -2023

BY: Liz Walsh

Legislative Day 11

Date: 10/02/2023

Amendment No. 99

*(This Amendment makes the following changes to HoCo By Design Chapter 8 and Chapter 11:*

*Chapter 8: Public School Facilities*

- *Creates a new PS-1 Policy Statement to ensure the integrity of HCPSS and DPZ data and creates associated Implementing Actions to direct third party audits of historic HCPSS and DPZ projections and direct third party audits of HCPSS and DPZ data sets;*
- *Amends the existing PS-1 Policy Statement Implementing Actions to remove the two Implementing Actions and substitute Implementing Actions to direct the APFO Committee to develop recommendations as to how to realign geographic bounds of planning areas, direct the APFO Committee to develop recommendations as whether the APFO school waiting periods should be linked to whether school capacity exists or is projected to exist, coordinate with HCPSS capital planning, budgeting and site acquisition efforts to make timely use of strategic infill development opportunities in character areas, and coordinate with HCPSS so that school capacity exists for expected students residing in activity centers;*

*Chapter 11:  
Implementation*

- *Creates a new PS-1 Policy Statement to ensure the integrity of HCPSS and DPZ data and creates associated Implementing Actions to direct third party audits of historic HCPSS and DPZ projections and direct third party audits of HCPSS and DPZ data sets; and*
- *Amends the existing PS-1 Policy Statement Implementing Actions to remove the two Implementing Actions and substitute Implementing Actions to direct the APFO Committee to develop recommendations as to how to realign geographic bounds of planning areas, direct the APFO Committee to develop recommendations as whether the APFO school waiting periods should be linked to whether school capacity exists or is projected to exist, coordinate with HCPSS capital planning, budgeting and site acquisition efforts to make timely use of strategic infill development opportunities in character areas, and coordinate with HCPSS so that school capacity exists for expected students residing in activity centers.)*

I certify this is a true copy of

Am99 CB28-2023

Leg 1885

passed on

10/11/2023

Faked

*[Signature]*



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 8: Public School Facilities: 14 and 18;
- 4 • Chapter 11: Implementation: 51.

5

6 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
7 amendment.

8

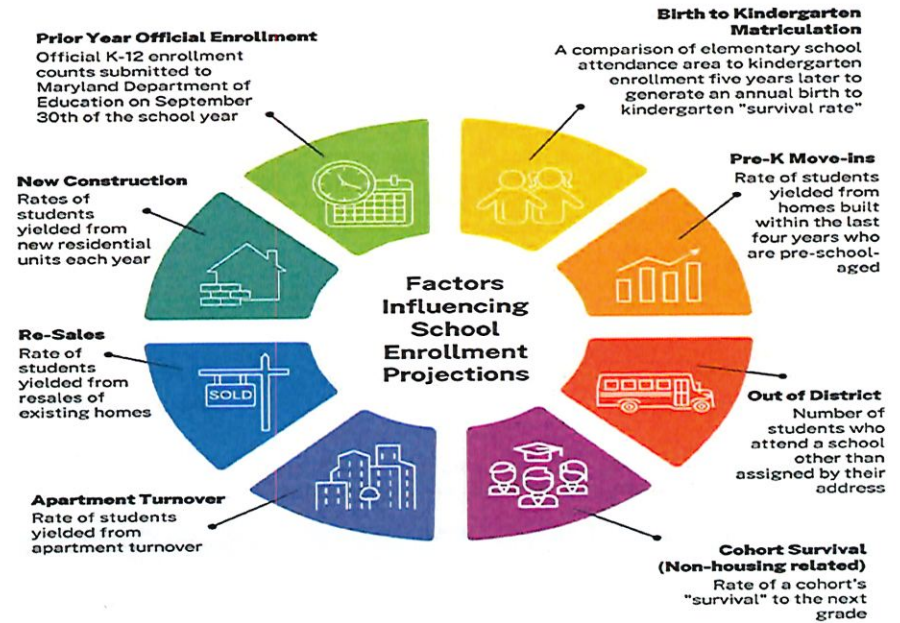
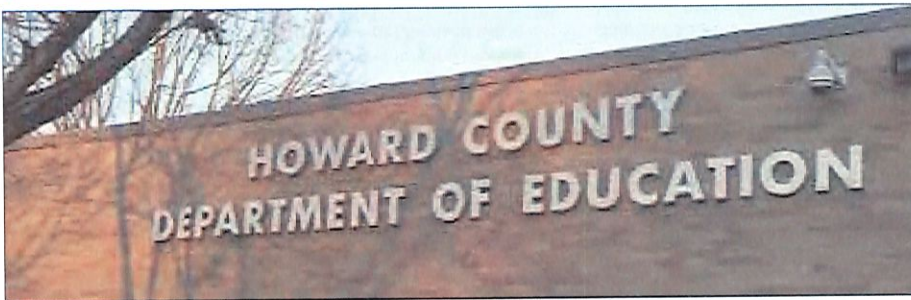


## Factors Influencing School Enrollment Projections

It is important to note that a variety of factors influence the methodology used to project school enrollment. The student counts presented are net counts by level. Many schools add new students and lose existing students each year due to these factors. The timing of permit issuance and sale of new homes can impact the year in which new students are counted.

The points below further detail the assumptions and source data used to estimate enrollment and highlight the complexity of the methodology:

- These are students new to their school, not necessarily new to the school system. They may have transferred from another HCPSS school.
- Resales are from the Maryland Department of Planning sales database, as of November each year. The annual dataset for each year is recorded with a transaction date between October 1 of the prior calendar year and Sept 30 of the current year.
- New construction is based on use and occupancy permit data and is organized in the same annual breakdown as housing sales: 10/1 – 9/30.
- Countywide new construction yield rates can vary widely from year to year due to the type of units built and location of construction. New single-family detached units in some western areas generate several times the students (per unit) as apartments built in some parts of Columbia and the Southeast.
- This data is used to inform an enrollment projection for one point in time—September 30th. Students may withdraw and/or enroll throughout a school year, and those transactions will be part of each annual update to inform the next September 30th projection.



Source: HCPSS Feasibility Study, 2022

### PS-1 Policy Statement

Ensure integrity of HCPSS and DPZ data sets and methodology used to identify and prioritize major school capital projects.

### Implementing Actions

1. Direct third-party audit of historic HCPSS and DPZ projections to determine potential improvements thereto.
2. Direct third-party audit of HCPSS and DPZ data sets, particularly to what extent "new construction" definition applies to new construction, and recommend appropriate changes in collection, categorization and use of such data.



## Implementation of the Blueprint for Maryland's Future

Another future trend to consider is the implementation of the statewide Blueprint for Maryland's Future (Blueprint)—a set of policies and dedicated funding that is intended to transform Maryland's early childhood, elementary, and secondary school system to the level of high-performing school systems around the world. Blueprint is based on the recommendations of the Commission on Innovation and Excellence in Education. The Commission made policy recommendations to the Maryland General Assembly (MGA) and thereafter the MGA passed legislation annually from 2018 through 2021.

The General Assembly established priorities and funding provisions, including dedicated funding to support the Blueprint's implementation. Overall, the State of Maryland will invest an additional \$3.9 billion (45% increase) in Maryland's public schools by FY 2034 to assist local governments with implementing Blueprint. Additionally, local governments will also need to increase their investments to meet Blueprint goals. However, investment levels will vary by jurisdiction depending on historical spending levels.

Blueprint policies are grouped in five pillars: 1) Early Childhood Education; 2) High-Quality and Diverse Teachers and Leaders; 3) College and Career Readiness; 4) More Resources for Students to be Successful; and 5) Governance and Accountability. Policies advancing each pillar are phased in over time, with the goal of strengthening the entire educational system through improved student performance. Additional resources will be directed to students who need them the most to close achievement gaps and expand student opportunities.

Implementation of the Blueprint will occur over 10 years and will have both operating and capital budget impacts. Operationally, it is not intended to create an unfunded state mandate but rather to help local school systems refocus and reprioritize programs. Future cost estimates indicate that funding for Blueprint implementation will not exceed net local costs or typical annual growth rates. According to the State Department of Legislative Services, Howard County is one of nine counties that has consistently funded local schools above the required annual Maintenance of Effort (MOE) levels and is not expected to incur any additional local costs beyond historical trends to meet Blueprint mandates since "projected appropriations under current practices exceed the amount required under the Blueprint legislation."



The State's legislative analysis also indicates that Blueprint implementation, when coupled with the significant increases of nearly \$4 billion in state aid to school systems over the next 10 years, is intended to help local school systems enhance and reprioritize programs to enrich student experiences and accelerate improved student outcomes.

Given the County's historic high levels of spending, which are significantly above the MOE, and given additional state funding available, local fiscal impacts are not expected to exceed annual budgetary growth rates. The FY 24 Spending Affordability Advisory Committee reviewed these assumptions as part of their thorough review of the HoCo By Design fiscal analysis and found that "the final fiscal impact analysis is sound in methodology and presents reasonable conclusions."

Implementation of the prekindergarten requirement under Pillar 1 (Early Childhood Education) will require additional capacity beyond what can be accommodated in existing school buildings. However, the Blueprint allows for private academic institutions that meet prescribed quality standards to receive state funding for prekindergarten programs. This will help defray capital and programming costs and reduce the public share of capacity needed to provide voluntary full-day prekindergarten services. HCPSS is in early planning stages and has been exploring a variety of strategies, including converting half-day classrooms to full-day, construction of regional early childhood centers, additions to existing elementary schools, and/or leasing commercial space. Guidance regarding implementation is still evolving, and further study and planning will be necessary. Alternative strategies could include additions to elementary schools, renting or leasing commercial space, or other space solutions.

The Schools SAG discussions emphasized the need for school facilities, particularly to support regional early childhood programs required by the Blueprint. They acknowledged that the availability of large parcels suitable to school site requirements is extremely limited and recommended a more proactive approach to property identification, evaluation, and acquisition of sites for public use. Strategies they discussed included, a right of first refusal to purchase properties in certain geographies and partnering with the private sector to acquire and amass small parcels into sites large enough for school use.

### PS-1 Policy Statement

The County, Howard County Public School System (HCPSS), and private sector should work collaboratively to identify school sites that meet the needs of the student population and anticipate future growth patterns.

### Implementing Actions

1. Examine alternatives to the Adequate Public Facilities Ordinance waiting periods whereby a development proposal offsets the potential impact to zoned schools through an additional voluntary mitigation payment. Direct the Adequate Public Facilities Ordinance (APFO) Committee to develop recommendations as to how to realign geographic bounds of the County and HCPSS planning areas, whether as thirteen or more high school district attendance areas, six HCPSS planning regions, five County Department of Planning and Zoning planning areas, five County Council Districts, or something else.
2. Ensure coordination of HoCo By Design and the HCPSS capital planning so that school capacity projects are planned in activity center areas identified for transformation on the Future Land Use Map. Direct the Adequate Public Facilities Ordinance (APFO) Committee to develop recommendations as to whether the Adequate Public Facilities Ordinance school waiting periods should be linked to whether school capacity exists or is projected to exist in the same geographic bound recommended per (1) above, by some certain project milestone or other time.
3. Coordinate with HCPSS capital planning, budgeting and site acquisition efforts so that needed school capacity projects in existing character areas can make timely use of strategic infill development opportunities.
4. Coordinate with HCPSS capital planning, budgeting and site acquisition so that school capacity exists or projects are planned to be completed in time to receive new students residing in activity center areas identified for transformation on the Future Land Use Map.



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                | Timeframe<br>(Mid-Term five-year, Long-Term six-year, Ongoing) |
|---|----------------------------|--|
| <b>QBD-8 - Expand documentation, protection, and education regarding the County's diverse historic resources.</b>   |                            |  |
| 1. Research and create a mechanism similar to a historic landmarks program that can be used as a tool for identifying valuable historic resources and efforts to protect them.  | DPZ                        | Long-term  |
| 2. Expand documentation efforts to include "recent past" buildings, such as those of significance in Columbia and other maturing areas.   | DPZ                        | Long-term  |
| 3. Continue to update the Historic Sites Inventory through updated inventory forms for properties added in the 1970s-1990s and for new sites.   | DPZ                        | Ongoing  |
| 4. Create more thorough inventories of the County's historic resources and expand documentation of ethnicity, cultural context, and historic relevance to the County's history.   | DPZ<br>Non-profit Partners | Long-term  |
| <b>PS-1 - Ensure integrity of HCPSS and DPZ data sets and methodology used to identify and prioritize major school capital projects.</b>  |                            |  |
| 1. <u>Direct third-party audit of historic HCPSS and DPZ projections to determine potential improvements thereto.</u>   | DPZ<br>HCPSS               | Mid-Term   |
| 2. <u>Direct third-party audit of HCPSS and DPZ data sets, particularly to what extent "new construction" definition applies to new construction and recommend appropriate changes in collection, categorization and use of such data.</u>  | DPZ<br>HCPSS               | Mid-Term   |
| <b>PS-1 - The County, Howard County Public School System (HCPSS), and private sector should work collaboratively to identify school sites that meet the needs of the student population and anticipate future growth patterns.</b>  |                            |  |
| 1. <u>Examine alternatives to the Adequate Public Facilities Ordinance waiting periods whereby a development proposal offsets the potential impact to zoned schools through an additional voluntary mitigation payment. Direct the Adequate Public Facilities Ordinance (APFO) Committee to develop recommendations as to how to realign geographic bounds of the County and HCPSS planning areas, whether as thirteen or more high school district attendance areas, six HCPSS planning regions, five County Department of Planning and Zoning planning areas, five County Council Districts, or something else.</u> | DPZ                        | Mid-Term   |
| 2. <u>Ensure coordination of HoCo By-Design and the HCPSS capital planning so that school capacity projects are planned in activity center areas identified for transformation on the Future Land Use Map. Direct the Adequate Public Facilities Ordinance (APFO) Committee to develop recommendations as to whether the Adequate Public Facilities Ordinance school waiting periods should be linked to whether school capacity exists or is projected to exist in the same geographic bound recommended per (1) above, by some certain project milestone or other time.</u>   | DPZ<br>HCPSS               | Ongoing<br>Mid-Term  |
| 3. <u>Coordinate with HCPSS capital planning, budgeting and site acquisition efforts so that needed school capacity projects in existing character areas can make timely use of strategic infill development opportunities.</u>   | DPZ<br>HCPSS               | Mid-Term   |
| 4. <u>Coordinate with HCPSS capital planning, budgeting and site acquisition so that school capacity exists or projects are planned to be completed in time to receive new students residing in activity center areas identified for transformation on the Future Land Use Map.</u>   | DPZ                        | Mid-Term   |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                      | Timeframe<br>(Mid-Term five-year, Long-Term six-year, Ongoing) |
|---|----------------------------------|--|
| <b>PS-2 - The County and Howard County Public School System should partner to leverage additional public and private resources to meet school facility needs and timing.</b>  |                                  |  |
| 1. Examine the costs and benefits of public-private partnership models to address near-term school facility acquisition, construction, and renovation needs, including long-term financial commitments and considerations.  | HCPSS<br>Private Partners        | Mid-Term   |
| 2. Evaluate a trust fund for school site acquisition or partnerships with philanthropic organizations to purchase property and hold it for a short term until school facilities can be built.   | HCPSS<br>Private Property        | Mid-Term   |
| <b>PS-3 - The County and Howard County Public School System (HCPSS) should collaborate on future school siting and develop tools that provide the flexibility needed to allow for alternative school designs, flexible site requirements, and adaptive reuse of underutilized properties.</b> |                                  |  |
| 1. Consider adaptive reuse of commercial real estate for school buildings or HCPSS office space.  | HCPSS                            | Mid-Term   |
| 3. Evaluate integrating public prekindergarten into government and commercial centers that encourage convenience for working parents, increase access to communities, and/or create opportunities to provide wrap-around services to families and students.                                   | HCPSS                            | Mid-Term   |
| 4. Evaluate the efficacy of using smaller existing HCPSS-owned properties for regional programs and/or shared athletic facilities.  | HCPSS                            | Mid-Term   |
| 5. Examine alternative school design models that establish a variety of forms to maximize available land resources. This may include higher capacity buildings, smaller footprints, shared site amenities, modular design, and/or vertical construction.                                      | HCPSS                            | Long-term  |
| 6. Explore opportunities for co-location of school facilities with other public amenities, like libraries, parks, affordable housing, and athletic fields, to make use of limited greenfield space and leverage additional funding opportunities.   | HCPSS<br>All Agencies            | Ongoing  |
| 7. Ensure future redevelopment of Gateway into a Regional Activity Center includes a thorough evaluation of school capacity and that any deficiencies created through its redevelopment are mitigated by providing requisite school facilities.   | DPZ<br>HCPSS<br>Private Partners | Mid-Term   |
| 8. Ensure development of activity centers includes a review of school capacity needs and opportunities to address those needs within the activity center.   | DPZ<br>HCPSS<br>Private Partners | Mid-Term   |



Amendment 100 to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: October 12, 2023

Amendment No. 100

(This Amendment makes the following changes to HoCo by Design Chapter 6 and Chapter 11:

Chapter 6: Dynamic  
Neighborhoods

- Removes all quotes;
- Amends the Equity in Action subsection of the "What We Heard" section by adding a second sentence to the third bullet as follows: "Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.";
- Amends the Housing Element (HB 1045) and the Housing Opportunities Master Plan section by describing the types of rental housing and homes for sale in Columbia **and adds specified housing demographics information that highlights the need to increase home buying opportunities in Columbia and throughout the County and inserts data from the Housing Opportunities Master Plan.**
- Amends the second paragraph of the Housing Element (HB1045) and the Housing Opportunities Master Plan section by deleting "However, as and substituting "Since";
- Amends the Data and Findings of the Housing Opportunities Master Plan section by specifying the locations in the County with concentrations of low- and moderate-income households that have lower home ownership rates and less access to affordable for sale homes;
- Amends the Why is Missing Middle Housing Important paragraph of the Diversify Housing Typologies Permitted in the County section by deleting the second sentence and adding the following sentence at the end of the paragraph: "Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.";
- Amends the Accessory Dwelling Units section by deleting language relating to Portland, Oregon, data regarding the number of cars for each ADU and where they are parked;
- Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: "and do not preclude their potential on existing lots";
- Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;

I certify this is a true copy of  
 Am 100 CB 28 - 2023  
 Passed on 10/11/2023  
*Messelle Horsey*  
 Council Administrator



- Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;
- Amends the Accessory Dwelling Units section by adding a sentence at the end of the first paragraph describing the inherent nature of accessory dwelling units;
- Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking;
- Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;
- Amends the fourth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section to provide that new residential growth may have a net positive fiscal impact on the County budget, and deletes language that a specified approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County;
- Amends the fifth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section by deleting language relating to the County's inclusionary zoning policies and the development of diverse housing types;
- Amends the first paragraph of the Diverse Housing Opportunities in New Activity Centers section to provide that a significant amount of future housing may, rather than will, be concentrated in new mixed-use activity centers;
- Amends the third paragraph of the Diverse Housing Opportunities in New Activity Centers to add consideration of the unintended impact of activity centers resulting in students who may be added to overcrowded schools;
- Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;
- Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;
- Amends the third paragraph of the Infill Development in Existing Residential Neighborhoods section to note that the current occupancy of detached ADUs is limited to elderly or disabled



- family members and deletes language relating to the historical use of specified structures;*
- *Amends the fourth paragraph of the Infill Development in Existing Residential Neighborhoods section by deleting specified language and adding specified considerations of the impact of new development on neighborhood character and storm water management as well as specified infrastructure;*
  - *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
  - *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
  - *Amends paragraph 3 of the Opportunities to Increase the Supply of Income-Restricted Housing Units section by deleting the fourth and fifth sentences referencing the Housing Opportunities Master Plan;*
  - *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
  - *Amends the third paragraph of the Opportunities for New Multi-Family Communities by deleting language relating to the redevelopment of older mobile home parks;*
  - *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
  - *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

*Chapter 11:  
Implementation*

- *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: "and do not preclude their potential on existing lots";*
- *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*
- *Amends the DN-1 Policy Statement Implementing Action 4 to*



*evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*

- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs ~~so they do not adversely impact older neighborhoods lacking sufficient infrastructure~~, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking;*
- *Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- *Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- *Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
- *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
- *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
- *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
- *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;)*

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 6, Dynamic Neighborhoods: 6, 11, 13, 21, 22, 25, 36, 39, 40, 41, 42, 43, 44, 45,  
4 46, 47, 49, 50, 51, 54, 57, 60, and 65; and
- 5 • Chapter 11: Implementation: 36, 37, 38, 39, and 41.

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



## What We heard

Throughout the engagement process, the character of housing and neighborhoods were prominent themes communicated by participants. Community members cited concerns regarding the impact of new housing on county infrastructure (including schools and roads), yet also acknowledged that there is both a high demand to live in the County and a growing need for more financially attainable quality housing.

Community members also grappled with the lack of developable land in the County and were interested in redevelopment opportunities to offer a variety of housing choices, from high-density housing to moderate-density options like missing middle housing (defined later in this chapter). They also considered strategies that



would allow detached accessory dwelling units on existing residential lots and opportunities for missing middle housing through residential infill development. Many said that if housing were integrated in the redevelopment of activity centers, design should recognize the uniqueness of each community and the scale should fit the context of the existing built environment. This recognition of context included the Rural West, where there was mixed feedback about whether any additional housing should be constructed. Most agreed new housing in the West should respect the rural nature of the area and not infringe upon, but compliment, agricultural uses by offering housing affordable to workers of local agribusinesses and farms.

Some community members expressed concerns about adding housing in the County given the existing school capacity challenges, while others shared concerns with new housing types. Many suggested that missing middle housing and accessory dwelling units should be compatible with existing housing and contribute to a cohesive neighborhood design. Furthermore, many supported developing appropriate guidelines for the design of housing, with an emphasis on ensuring guideline compliance. It was also emphasized that any new housing should be sensitive to the natural environment and sustainable building practices.

There was general agreement that new housing should be attainable for a diversity of income levels. Some mentioned challenges with the existing Moderate Income Housing Unit (MIHU) program and suggested it be reevaluated to ensure it is meeting its intended objectives.

Housing was viewed as a part of a holistic community. Many remarked that the County should be intentional about the location of future development so it is well connected to amenities, planned improvements to public facilities, and employment centers—all assets that make Howard County's neighborhoods so desirable.

### Diversity, Equity, and Inclusion Focus Groups Findings

- Housing in Howard County is not financially attainable for many people—need greater variety of housing types at various price points (for both rental and homeownership).
- Need more housing units that serve persons of all age and ability levels, especially the older adult population
- Housing is connected to concerns regarding school overcrowding and redistricting.
- Need for common/open space to be integrated into all neighborhoods

### Equity in Action

The following are equity best practices. Housing is inextricably linked with equity in Howard County, so many of the policies and associated implementing actions in this chapter have been identified as equity best practices. Each policy or implementing action that directly advances equitable outcomes will be noted with a " " symbol.

- Remove barriers to affordable housing in zoning and subdivision regulations.
- Provide a range of housing types.
- Preserve affordability of existing homes and neighborhoods for rental and homeownership opportunities for low- and moderate-income households. [Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.](#)
- Increase connected multi-modal infrastructure that provides access to jobs and amenities, particularly for low-income and transit-dependent community members.
- Identify housing needs for the entire community, as well as specific populations, including low-income, older adults, disabled, and homeless families and individuals.

### strategic aDvisory group input

Since housing affordability was identified as one of the most critical challenges currently facing the County, a Housing and Neighborhoods Strategic Advisory Group (SAG) was formed to discuss how to diversify housing options throughout the County. The SAG focused on housing typologies referred to as missing middle and discussed several factors: what missing middle housing could look like, where it should be located, and what zoning changes need to occur to make it possible. The group recognized that missing middle housing has the potential to foster racial and socioeconomic diversity, provide more entry-level housing options, help address the downsizing needs of the older adult community, and contribute additional housing for persons with disabilities. There was consensus that to support a diversity of housing types and strong neighborhoods in the County, there must be policies that ensure affordable and attainable units are created, zoning tools that support diverse housing development, and infill development/redevelopment opportunities for missing middle housing that respect the character and integrity of a neighborhood—all while recognizing that limited land is available for new development. The work of the SAG informed many of the policies in the Dynamic Neighborhoods chapter and complemented recommendations found in the Howard County Housing Opportunities Master Plan (HOMP).



## housing element (hb 1045) and the housing opportunities master plan

Maryland House Bill (HB) 1045, adopted in 2019, requires jurisdictions with planning and zoning authority to include a housing element in comprehensive plan updates. A housing element must address the need for affordable housing within jurisdictions, including both workforce and low-income housing. HB 1045 defines workforce housing as follows:

- Workforce housing for home ownership – Housing that is affordable to a household with an aggregate annual income between 60–120% of the area's median income (see AMI definition next page).
- Workforce housing for rental – Housing that is affordable to a household with an aggregate annual income 50–100% of the area's median income (see AMI definition next page).

Columbia was built on the concepts embodied in HB 1045 and offers a variety of for-sale and rental opportunities, including some of the more affordably priced for-purchase and rental housing in the County and contains the highest concentration of low and moderate-income rental housing and lower priced homes for sale in Howard County as well as more affordably priced for-purchase housing in the County. Home ownership rates are also lower in Columbia than in the rest of the County. The focus going forward should be to increase home buying opportunities for those living in Columbia. According to the 2022 Howard County Rental Survey, Howard County has over 25,400 rental units in professionally managed multifamily communities, of which over 46% are located in the Columbia submarket. In addition to Columbia, older and/or more diverse housing inventories with more affordability can also be found in the Columbia, Elkridge, and Southeast submarkets.

According to the Housing Opportunities Master Plan: Market Overview and Background Research, between 2015 and 2018, 44% of home sales in Howard County took place at price points below \$350,000 including 61% of sales in Columbia, 56% in Elkridge, 42% in Southeast, and 26% in Ellicott City. Columbia also has the County's highest number of housing units and the highest percentage of renter-occupied units as compared to owner-occupied units. There are 42,063 total housing units in Columbia with 13,680 (33%) renter-occupied units and 28,383 (67%) owner-occupied. The next highest submarket for renter-occupied units as a percentage of the total units is the Southeast where 29% (5,938) of the total units are renter-occupied and 71% (13,074) are owner-occupied. While home ownership should be fostered throughout the County, these housing demographics highlight the need to increase home buying opportunities in Columbia.

However, as Since various policies and actions in HoCo by Design are based on the Howard County Housing Opportunities Master Plan, workforce housing (also referred to as moderate-income housing) in this document is more broadly defined as housing that is affordable to households that earn 60–120% of the area median income (AMI), while low-income housing is defined as housing affordable to households that earn less than 60% of the AMI. According to the US Department of Housing and Urban Development (HUD), a home is affordable when 30% or less of a household income is spent on housing costs.

In 2019, recognizing that the housing inventory was scarce for people at every income level, which contributed to rising housing prices and rents, the County launched a process to create a housing plan. Completed in 2021, the County's housing plan, known as the Housing Opportunities Master Plan (HOMP), includes an assessment of the current state of housing in the County and strategies for improving its availability, affordability, and accessibility. The HOMP includes various recommendations for land use planning, many of which have been contemplated in the HoCo By Design planning process.

The Dynamic Neighborhoods chapter incorporates various data and recommendations from the HOMP and includes policies and implementing actions that address the requirements of HB 1045.



## Dynamic Neighborhoods Terms

**Affordable Housing:** As defined in the Housing Opportunities Master Plan (HOMP), this term is often used in different contexts and to convey different concepts. Broadly speaking, affordable housing is housing in which its occupants can live and still have enough money left over for other necessities, such as food, health care, and transportation. This relationship is often expressed in terms of the percentage of income that a household spends on its housing payments. For the purpose of the HOMP and HoCo By Design, affordable housing can include both income-restricted housing, as well as attainably priced market-rate housing.

**Attainable Housing:** An attainably priced home is one that does not create cost burdens for the family living there and is generally affordable without a subsidy.

According to the US Department of Housing and Urban Development (HUD), a home is affordable if the occupant is paying no more than 30% of gross income for housing costs, including utilities. Based on this definition, a household that makes \$73,000 per year could probably afford a monthly rent of \$1,825 and a mortgage on a home priced at \$200,000–\$250,000.

**Income-Restricted Housing:** As defined in the HOMP, rental or homeownership units that are restricted to households at a certain income level, and are often calculated as a percentage of Area Median Income (AMI). These units tend to receive some form of public, philanthropic, or policy support. Examples include, but are not limited to, the following:

- Moderate Income Housing Units (MIHUs)—units that developers of new market-rate housing in Howard County must reserve for moderate-income households at reduced rents or purchase prices.
- Low Income Housing Units (LIHUs)—units that must be reserved for low-income households at reduced rents or purchase prices.
- Disability Income Housing Units (DIHUs)—units that must be reserved for households receiving a disability income.

**Area Median Income (AMI):** As defined in the HOMP, the midpoint of the income distribution for a region, with half of the households in that region earning more than this amount and half of the households in that region earning less than this amount. In 2019, according to the US Census, the AMI in Howard County was \$121,160. Using this AMI as the basis, below are estimated low and moderate household income ranges:

- Extremely Low Income: Under 30% of AMI (or \$36,348 or less/year)
- Low Income: 30–60% of AMI (or \$36,349–\$72,696/year)
- Moderate Income: 60–120% of AMI (or \$72,696–\$145,392/year)



## Data and Findings from the Housing Opportunities Master Plan

The Housing Opportunities Master Plan (HOMP) involved extensive research of the local housing market and existing policy landscape, and makes the case for expanding home choices and affordability in the County. The “Market Overview & Background Research” from the HOMP should be used as a resource document to HoCo By Design as it provides an overview the County’s housing inventory, affordability, and demand. However, some of the key findings relevant to the policies and actions presented in HoCo By Design can be found below:

- In 2019, just one-quarter (25.6%) of for-sale housing units in Howard County were affordable to households making less than 120% of Area Median Income (AMI), with most of this housing stock being much older.
- There is not enough housing supply for renters who make less than 60% of AMI (or less than \$73,000 annually).
- Most new housing being built by the market is affordable to households making more than 80% of AMI (rental) and more than 120% of AMI (for-sale).
- Just 9% of housing in Howard County is affordable to households making less than 60% of AMI, and virtually no for-sale homes that have been built in the last two decades are affordable to this group.
- The Rural West lacks housing options for low- and moderate-income households. Based on prices of homes sold between 2015–2018, to include new construction and resales, just 1% of its homes are affordable to households making less than 60% of AMI, largely due to the lack of modestly priced for-sale housing.
- Cost burdens are disproportionately felt by diverse populations, both for rental and for-sale housing.
- While single-family detached homes under 3,000 square feet represent nearly half (48%) of the overall for-sale inventory, they account for just 17% of new product today. In April 2020, the average size of a for-sale, newly constructed, single-family detached home was 4,025 square feet and 2,471 square feet for a townhome, generally larger than neighboring jurisdictions.
- The average share of income spent on housing is especially high (32.2%) for 65 years and older renter households, one-quarter of which pay 50% or more of their incomes.
- The amount of new housing that has been built in Howard County has decreased in recent years. As a result, housing supply has not kept up with housing demand, which has contributed to rising home prices.
- Households that own their own homes and make more than 120% of AMI account for a majority (51%) of all households in Howard County, compared to just 37% in surrounding counties (which include: Anne Arundel, Baltimore, Carroll, Montgomery, and Prince George’s).
- Compared to surrounding counties, Howard County is home to a lower percentage of homeowners who make less than 120% of AMI, as well as most types of renters. The types and price points of housing that exist in the County today are at least partially attributable to these differences.

Overall, the housing affordability challenges are most severe for low- and moderate-income households. These households, concentrated in certain areas of the County mostly in Columbia, along Route 40 and Route 1, have lower homeownership rates and less access to affordable units for sale homes that are affordable.

Map 6-2 on Pages 15-16 shows median household income, by census block group, throughout the County. The block groups with the lowest income households are found along Route 40, in Ellicott City, in parts of Columbia, and along the Route 1 Corridor.





# Diversify housing typologies permitted in the County

## What is Missing Middle Housing?

For the purposes of the General Plan, missing middle housing refers to a range of small- to medium-size home choices that are available at different price points. New missing middle homes are compatible in scale and character with surrounding neighborhoods or integrated into new or existing activity centers throughout the County as a transition between different land uses or building types. Missing middle homes may be represented by a single multi-unit building on a single lot, a multi-unit building on multiple lots, or a cluster of homes oriented around a common green space. Missing middle housing types may include duplexes, triplexes, quadplexes, courtyard apartments, live/work units, multi-use dwellings, cottage courtyards, modest-sized homes (under 2,000 square feet), stacked townhomes, plus others.

## Why is Missing Middle Housing Important?

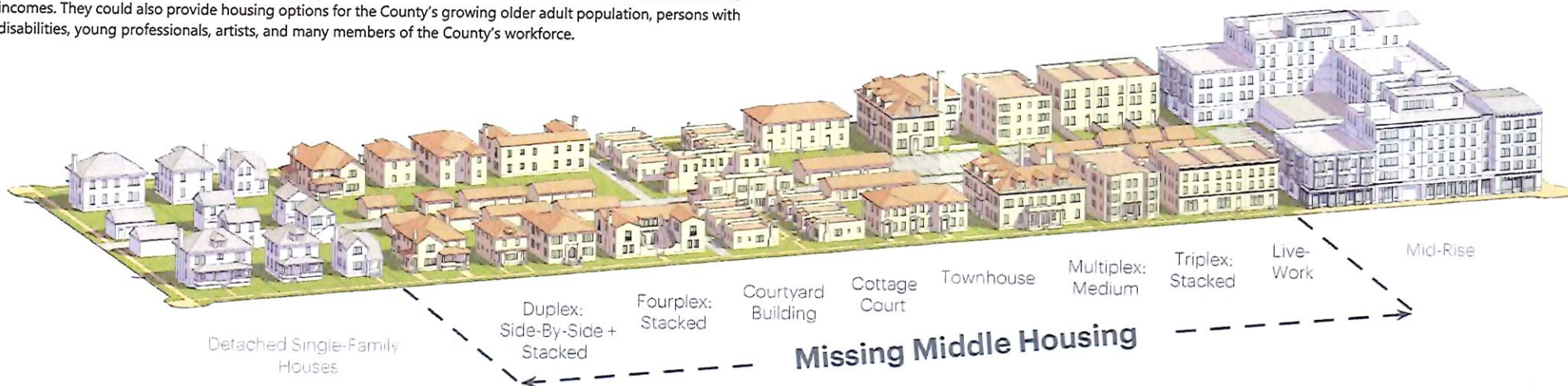
Missing middle housing would increase home choices for both rental and homeownership in Howard County. Having more diverse housing types in a community fosters socioeconomic diversity. ~~These housing types are recommended in this General Plan to help address the significant under-supply of homes.~~ Relative to larger single-family detached homes, these housing types could be more affordable for those with lower or moderate incomes. They could also provide housing options for the County's growing older adult population, persons with disabilities, young professionals, artists, and many members of the County's workforce.

— ☺ —

*To me, this new housing choice is a critical focus area in order for HoCo to remain a relevant and leading place to live for families and young people. Mixed-use, bike/walk/transit friendly, green spaces, more housing choices, YES!*

— ☺ —

*-HoCo By Design process participant*



Source: Opticos Design Inc.



Map 6-3, on Pages 23-24, depicts the locations of existing multi-family buildings (both apartments and condos), single-family attached (SFA) neighborhoods, and single-family detached (SFD) neighborhoods. There is greater racial and ethnic diversity where there is a variety of housing types. While 36% of all census tracts have a nonwhite population that is 50% or greater, those same census tracts contain 60% of all apartment, townhome, and condominium units in the County. Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.



Image 6-1 is an example of a modest-sized home, approximately 1,300 square feet, in the Cottages at Greenwood, a permanently affordable housing development that consists of 10 single-family homes on approximately 3.5 acres. This development provides homeownership opportunities for moderate-income households. In 2011 and 2012, homes in the neighborhood sold for \$252,400. In 2019, a home in the neighborhood sold for \$265,274.

## Zoning Regulations and Missing Middle Housing

The Howard County Zoning Regulations and the Subdivision and Land Development Regulations govern the development and use of land in the County. The County has multiple zoning districts in which different uses are permitted, prohibited, or permitted with conditions. The Zoning Regulations dictate which housing types are permitted by-right, as an accessory use, or by conditional use in specific zoning districts. While the Zoning Regulations overall allow single-family detached, single-family attached, single-family semi-detached (homes that share a wall but have separate lots), and multi-family homes by-right, there are a limited number of zoning districts that allow single-family attached, single-family semi-detached, and multi-family homes by-right.

The series of zoning maps on the following pages depict where certain housing types are allowed by-right in the County. However, Map 6-7 reflects the locations in Columbia's New Town Zone that allow certain housing types because this zoning district is governed by Final Development Plans for small geographic areas that are more specific than the general residential zoning districts.

Map 6-4, on Pages 27-28, depicts where single-family detached homes are permitted by-right under the Zoning Regulations. Map 6-5, on Pages 29-30, shows where single-family attached and single-family semi-detached homes are permitted by-right under the Zoning Regulations. Map 6-6, on Pages 31-32, shows where multi-family and mixed-use residential homes are permitted by-right under the Zoning Regulations.



Image 6-2

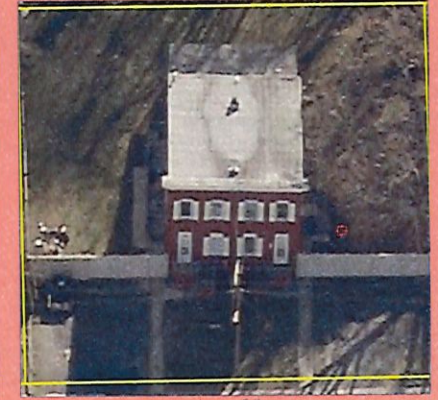


Image 6-3

Images 6-2 and 6-3 show examples of a duplex (semi-detached) and a two-family dwelling, both of which are allowed in limited areas under the Zoning Regulations. Homes in a duplex share a common wall but are divided by property lines (shown in yellow). A two-family dwelling has two separate living units but is on one parcel.



While the County's housing mix presented earlier in the chapter represents the percentage of specific housing types that exist in the County today, zoning districts determine where certain housing types are allowed by-right or as a conditional use. Zoning districts west of the Planned Service Area (PSA) are restricted in development density due to lack of access to public water and sewer, growth tiers limiting the number of units, and significant amounts of land permanently preserved for agricultural uses. Therefore, the amount of land permitting single-family detached homes is much higher than the amount of land permitting other types of housing in the County.

Since missing middle housing types often include two or more units, there are a limited number of locations where they can be built under the Zoning Regulations, as they are either not defined in the regulations or not permitted. New zoning should also consider bulk requirements (a set of controls that determine the size and placement of a building on a lot) that are realistic for these housing types and do not preclude their potential on existing lots. Regulatory barriers, limited precedent, and uncertain returns on investments are noted obstacles to creating this housing type in today's market. While demand exists for smaller, more affordable housing stock, many missing middle types are not a common housing product within the building industry and the ability to finance them remains to be proven in the market. Therefore, jurisdictions may need to facilitate and incentivize demonstration projects to encourage these new housing types or offer a range of multi-unit or clustered housing models or designs that are compatible with single-family homes. This could provide greater predictability for both the community and the developers of these housing types.

### Accessory Dwelling Units

The American Planning Association defines an accessory dwelling unit (ADU) as "a smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e., detached) single-family home." ADUs are self-contained residences that include their own kitchen, bathroom, and sleeping area. ADUs can go by many other names, such as granny flats, tenant homes, accessory apartments, in-law suites, and more. They can also come in a variety of shapes and forms, including basement, attic, garage, attached, and detached. The ADU drawings and descriptions on page 37 help to distinguish between these different types. By their inherent nature, accessory dwelling units are accessory to the primary residential use and should not be eligible for subdivision.



Not only do ADUs increase the supply of diverse, lower cost housing options, they provide opportunities for homeowners to supplement their income. This could help many older adults to age in place. Today, Howard County Zoning Regulations allow some forms of ADUs—accessory apartments and temporary accessory family dwellings—but there are various restrictions on where they are permitted. Between 2015 and 2020, only 99 attached accessory apartments and one temporary accessory family dwelling were permitted in the County.

Throughout the HoCo By Design planning process, some residents have expressed concerns about the impact that ADUs would have on parking, the environment, and neighborhood character. However, regulatory tools can be adopted to minimize these potential impacts.

~~According to the AARP, data from Portland, Oregon suggests that the average ADU in Portland has 0.93 cars, and about half of Portland's ADU-generated cars are parked on the street. Portland's experience suggests that ADUs have a minimal impact on street parking; however, parking requirements should be flexible and location- and site-dependent so that units are neither over- nor under-parked.~~

To ensure that ADUs have minimal impact on the environment and neighborhood character, zoning regulations could provide height and size caps, design controls, minimum lot size or environmental condition restrictions, and limits on the number of bedrooms. These types of standards could provide neighbors with greater predictability of the size and look of this housing type. Additional information on the environmental impact can be found in the "Infill Development in Existing Residential Neighborhoods" section.

## aDUs in hoWard County

### AttacheD Accessory Apartments

Accessory apartments are permitted as an accessory use in most residential zoning districts if located within a single-family detached dwelling, such as a renovated basement, attic, or garage. In addition to meeting various site and building criteria, they must be located in an owner-occupied dwelling, and the owner must occupy either the accessory or the principal dwelling.

### DetacheD Accessory Apartments

Detached accessory apartments are not permitted under the Zoning Regulations, except as a temporary accessory family dwelling. These dwellings are permitted conditionally (as opposed to by-right) and allow for a second dwelling unit on a lot if it is used for an elderly or disabled family member of the resident of the primary residence. There are various site and building criteria that must be met, such as being located on a lot that is two acres or larger, and allowed through a conditional-use process in certain zoning districts. These dwellings must be removed once no longer in use by a family member.



## 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~~ Consider eliminating 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~~ Consider expanding 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~~ Explore a clear, predictable process and location-specific criteria for ADUs ~~so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking.~~
2. ~~Revise~~ Consider revising 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.



## expand Locations and opportunity areas for more DiVerse housing choices throughout the county

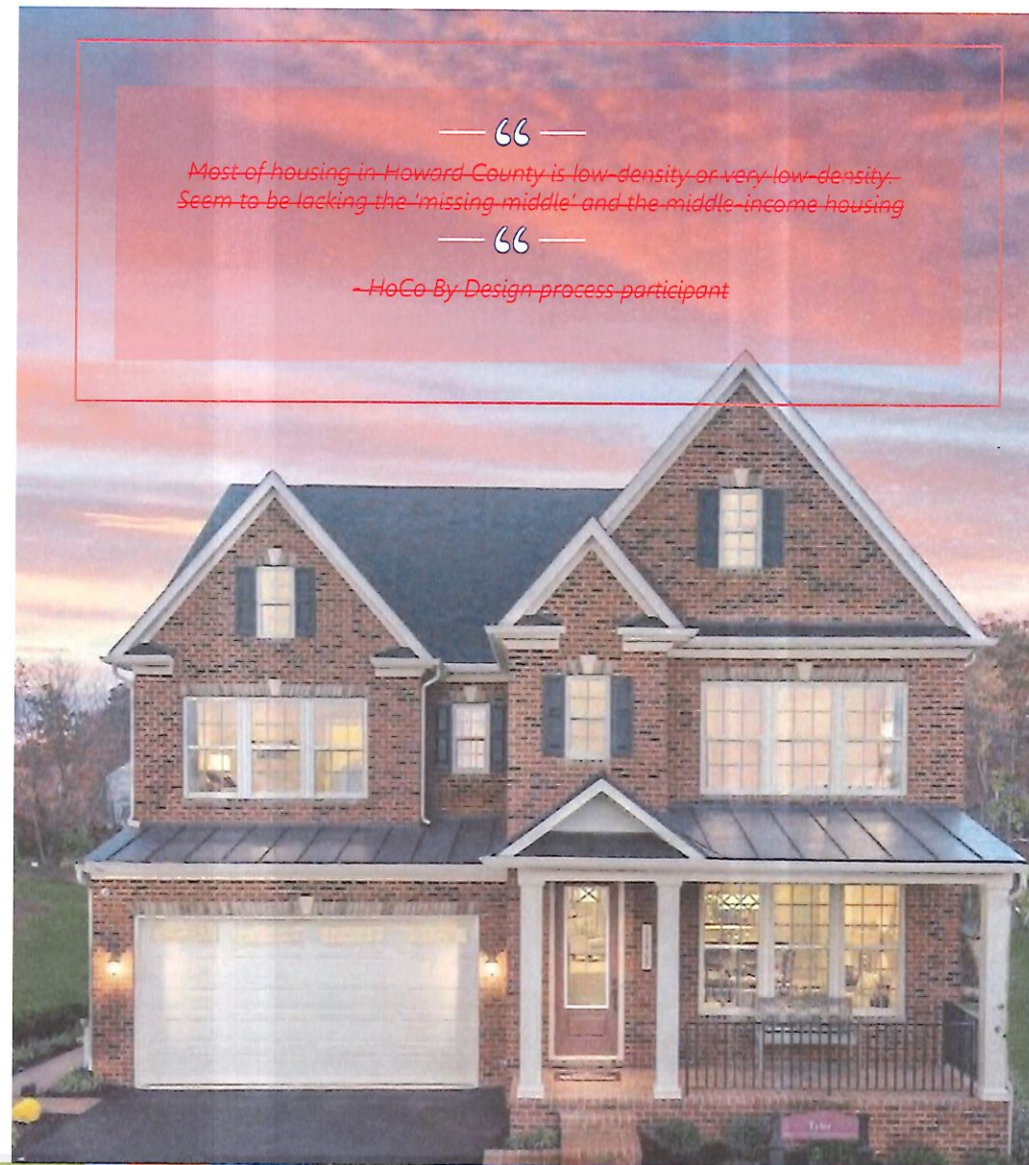
Diverse housing options are necessary for continued economic prosperity, especially to attract talent to fill positions with new companies in employment centers and retain the people who already enjoy the quality of life the County offers. As the County continues to evolve, providing housing choices that appeal to a broad range of people, whether they are young professionals starting their careers or retirees who want to downsize, will be critical. Housing variety can expand the range of price points and help to balance the overall housing market.

Focusing these housing options strategically in areas where infrastructure already exists (such as activity centers) provides multiple economic, transportation, and environmental benefits. As discussed in the Economic Prosperity chapter, job growth fuels the need for nearby homes to create a healthy jobs-housing balance and strong tax base. Balancing jobs and housing within a jurisdiction has the potential to reduce road congestion and the need for public investment in additional roads by keeping trips within the County and reducing trips into the County. It also retains more spending locally, as people who live and work in the same community are more likely to shop in that community, thereby helping to strengthen and diversify the local economy.

Targeted housing opportunities also benefit the environment as sites are redeveloped with new or improved stormwater management. Additional environmental enhancements could include incorporating green site and building design elements, such as energy efficient buildings, solar energy, green space, multi-modal transportation options, reduced water consumption, and other environmentally friendly features.

As discussed in Chapter 2, new residential growth ~~has may have~~ a net positive fiscal impact on the County's budget: the revenues generated ~~can~~ exceed costs to service the new development. Much of this impact is attributed to the ~~unique~~ tax structure in Howard County, whereby property and income tax comprise 90% of the County's operating revenues. Additionally, transfer and road excise taxes and a school surcharge fee are collected and used to help pay for new capital facilities. These one-time revenues make up a significant portion of the net revenues to the County each year and are necessary to sustain the County's supporting infrastructure. Absent a steady revenue stream, additional funding would be needed to maintain current services levels, ~~which would otherwise necessitate tax increases~~ ~~A reasonable and balanced approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County to address infrastructure needs and provide public services.~~

Solutions to increase home choices for all income levels throughout Howard County start, in part, with the type and distribution of uses envisioned in the Future Land Use Map (FLUM), and the guidance and policies included to support those uses. In HoCo By Design, redevelopment in activity centers provides the greatest opportunity for growth in places that are already developed. However, opportunities for modest growth exist elsewhere, including in the Rural West and existing residential neighborhoods, and through multi-family redevelopment and





~~infill development. By seeking opportunities to expand the County's inclusionary zoning policies and encouraging the development of diverse housing types where growth opportunities exist, mixed-income communities will become more prevalent, housing prices will be less constrained, and county tax rates can remain stable. New financially attainable housing opportunities for all, including low- and moderate-income households, will be less concentrated and more available in more communities throughout the County.~~

As noted in the previous section, the Zoning Regulations do not permit many missing middle housing types or detached ADUs, and proposed policies aim to allow them with appropriate criteria. This section focuses on where opportunities exist for all types of new housing in the County. The section also emphasizes how regulations may need to change within different geographies, or opportunity areas, to accommodate diverse housing types.

### Diverse Housing Opportunities in New Activity Centers

Based on the limited amount of land still available for development, a significant amount of future housing will ~~may~~ be concentrated in new mixed-use activity centers identified on the Future Land Use Map (FLUM). The new mixed-use activity centers are envisioned to be compact walkable areas with employment opportunities, commercial uses and open space, community services and amenities, and multi-modal transportation connections. Activity centers, refined from PlanHoward 2030's Growth and Revitalization place type, create a predictable and sustainable pattern of growth. This pattern supports existing neighborhoods with retail, services, and job growth; provides greater opportunity for attainable housing; and supports opportunities to reduce environmental impacts of activity centers through redevelopment, including improved stormwater management infrastructure. Medium to high housing densities will likely be necessary to supporting this vision.



It is anticipated that activity centers will appeal to a wide variety of residents and will support and maintain the County's socioeconomic diversity by offering a multitude of housing options and opportunities to increase the supply of income-restricted affordable housing. Retirees, empty nesters, persons with disabilities, families, and young professionals would likely be attracted to living in more active mixed-use environments. As activity centers are envisioned to be the areas with the greatest potential for growth and are planned to be located along transportation corridors, having an efficient, safe, and well-maintained multi-modal transportation system that connects these places is critical. See the County in Motion chapter for more details about the future of transportation.

Activity centers are envisioned to be varying sizes and scales, which will help inform their infrastructure needs. They will also provide beneficial amenities to adjacent existing neighborhoods. However, they should be sensitive to any unintended impacts they may cause, such as traffic, ~~and noise~~ and students who may add to overcrowded schools. The Supporting Infrastructure chapter discusses the adequate and timely provision of infrastructure. The Public Schools Facilities chapter discusses opportunities for new models for public schools that could be appropriate in certain locations. The Quality by Design chapter recommends that adverse impacts, such as noise, light, and air pollution, be mitigated and new developments should be contextually-appropriate. It also provides guidance on the public realm and walkability within and around these new mixed-use centers.

#### DN-3 Policy Statement

 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.

#### Implementing Actions

1. ~~Establish~~ Consider establishing a new mixed-density and mixed-use zoning district that encourages diverse housing types and creates opportunities for mixed-income neighborhoods and more home ownership opportunities.
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.
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.
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.
5. Consider establishing housing scenarios that support for-sale units to households making 60% or less of AMI that are financially feasible for the developers. Require mixed use and activity centers to reflect home-ownership opportunities.



### 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 and occupancy is currently limited to elderly or disabled family members. These structures historically doubled as a shelter for a horse-drawn carriage and living quarters for workers. These structures historically doubled as a shelter for a horse-drawn carriage and living quarters for workers. Currently, attached ADUs are permitted



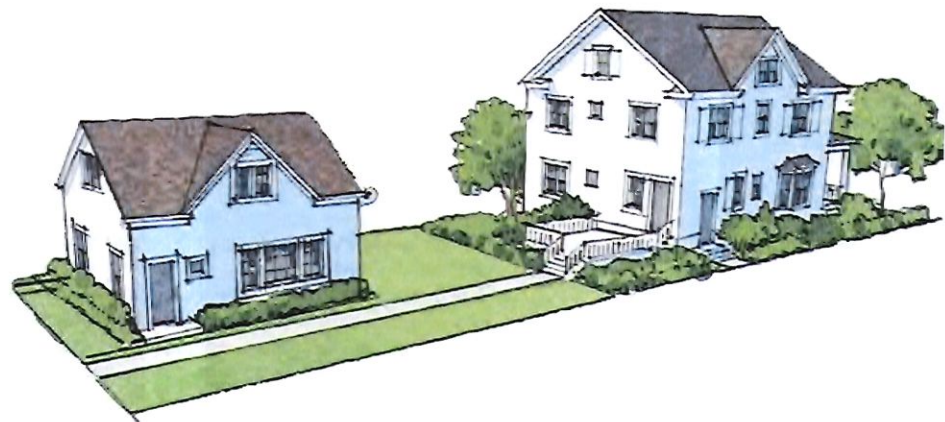
and mostly undetected in a neighborhood. Not only have many of these housing types existed for centuries, they have successfully conformed to the neighborhood character and have not yet turned owner-occupied single-family communities into rental communities. As previously noted, between 2015 and 2020, 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. New development not only has to consider its impact on neighborhood character and storm water management but also infrastructure such as parking, road and school capacity.~~

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 are consistent with the character and integrity of their surroundings and, meet specific site conditions in single-family neighborhoods, and comply with all applicable APFO and parking requirements.

#### 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.
5. Determine parking requirements for small scale missing middle housing and ADUs that accommodate increased occupancy and diffuse neighborhood conflicts.



#### 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.



## affordable housing OverLay District Considerations

According to the Housing Opportunities Master Plan, the overlay district should:

- Identify neighborhoods with few existing housing options for low- and moderate-income households.
- Include incentives to encourage the production of additional affordable and/or accessible units beyond the MIHU baseline rules.
- Allow affordable housing development proposals that meet specified criteria to proceed by-right, or without the need for additional reviews and approvals. To qualify, an affordable housing development should reserve a significant portion of units at 60% of AMI and be subject to a long-term use restriction, provide accessible and visitable units beyond the minimum required by law, and fall within a range of parameters related to form, density, massing, setbacks, parking, etc.
- Expand below-AMI housing opportunities in larger areas of the County to address de-concentration of poverty for redevelopment or preservation projects within the wider context of the County as a whole.
- Consider areas of the County where existing infrastructure is underutilized and therefore could support additional residential density with limited new public investment.
- Encourage greater racial and socioeconomic integration by increasing affordable housing opportunities throughout Howard County, especially in locations that do not have them at this time.

There are circumstances in which land and construction costs make it challenging for developers to produce income-restricted units on-site, primarily in the case of single-family detached and age-restricted housing developments. For these two housing types, Howard County therefore allows developers to pay a fee-in-lieu (FIL) instead of providing the units on-site, which is a practice that other jurisdictions also use to advance affordable housing goals. The FIL generates revenue that allows the County to provide gap funding for housing developments with even greater percentages of income-restricted units or even deeper levels of income targeting than what market-rate developments can achieve. The MIHU and FIL policies are central elements of the affordable housing strategy in Howard County. ~~The Housing Opportunities Master Plan (HOMP) also notes that income-restricted units not only provide housing options for moderate and low income households but can also serve the needs of various other household types, including those with extremely low incomes, persons with disabilities and/or receiving disability income, youth aging out of the foster care system, and persons at risk of or experiencing homelessness, among others. These groups~~

~~face unique circumstances and challenges. However, the common thread is that many households with these characteristics may disproportionately struggle to find housing that is both affordable to them and meets their specific needs.~~

To increase the number of income-restricted units in the County and make more units available to special needs households, the HOMP recommends improvements to the MIHU program, such as additional flexibility to accommodate on-site provisions, incentives to encourage the production of more than the required number of units, greater shares of accessible and visitable units for those with disabilities, and/or deeper levels of income targeting. The HOMP also recommends that the County establish various growth and development targets to demonstrate a clear commitment to increasing the supply of homes affordable to low- and moderate-income households and persons with disabilities and special needs, including the following.

- **Affordability Target:** The greater of at least 15% of all net new housing units should be available to households making less than 60% of AMI each year.
- **Accessibility Target:** At least 10% of new housing units affordable to households making less than 60% of AMI should be physically accessible for persons with disabilities. This target should be supplemented with concerted efforts to facilitate accessibility improvements to the existing ownership and rental stock to better enable integrated aging in place.

In addition to the MIHU program, the County encourages affordability with financial incentives to residents. For example, the County currently offers downpayment assistance to low- or moderate-income residents seeking to purchase a home through the Settlement Downpayment Loan Program.

The County could also encourage greater affordability through the Zoning Regulations by providing density bonuses or other incentives to developers and property owners in exchange for meeting affordable housing goals. The County should create a working group to examine the feasibility of a targeted incentive program, such as a zoning overlay district, to increase the supply of affordable and accessible housing. According to the HOMP, a zoning overlay district could be targeted to areas with limited affordable and accessible housing, and offer incentives to encourage an increase in the supply of affordable housing through tools such as density bonuses, a bonus pool of housing allocations within the Adequate Public Facilities Ordinance Allocation chart (refer to the Managing Growth chapter), and an administrative review processes. Such a program should seek to increase the supply of affordable and accessible housing units at different AMI levels, similar to the multi-spectrum market affordable housing provisions for Downtown Columbia.

— ☺ —  
*I would want to live in Howard County in 10 years if parks, people, and diversity continue to be a priority, but it would be a matter of cost if I could return.*

— ☺ —  
*—HoCo By Design process participant*



### DN-5 Policy Statement



Increase the supply of for-sale and rental housing units in all new developments attainable to low- and moderate-income households and special needs households.

#### Implementing Actions

1. Reevaluate the County's inclusionary zoning policies to ensure they are meeting their intended objectives. Expand Moderate Income Housing Unit (MIHU) requirements in areas with a disproportionately lower share of housing options affordable to low- or moderate-income households.
2. Ensure that any corridor, neighborhood, redevelopment, or area plan includes clear policies for meeting affordable housing goals.
3. Update MIHU rules and fee structures, with the goal of producing more units throughout the County that are integrated within communities. Seek opportunities to amend the Zoning Regulations to enable housing types more conducive to on-site MIHU provision across a broader area.
4. Establish a working group to evaluate the feasibility of a targeted incentive program for affordable and accessible housing, including:
  - a. The creation of a definition of affordable and accessible housing, including physical factors such as unit type, size, or physical accessibility design criteria; and/or income factors through tools such as deed restrictions.
  - b. A zoning overlay targeting locations for affordable and accessible housing where there is limited existing supply of affordable and accessible units.
  - c. Incentives related to development, such as density bonuses or relief to setback or other development standards.
  - d. Incentives related to the development process, such as the creation of a specific housing allocation pool for affordable and/or accessible units or other means of reducing other regulatory barriers.
5. Incentivize affordable for-sale housing opportunities in areas where low-income rental housing has become concentrated.

### DN-6 Policy Statement



Provide various incentives that encourage the development of for-sale and rental housing units affordable to low- and moderate-income households and special needs households.

#### Implementing Actions

1. Continue to support the Housing Opportunities Trust Fund to expand the number of income-restricted rental and homeownership units produced. Explore the feasibility of establishing a dedicated funding source for this fund.
2. Evaluate opportunities to co-locate income-restricted housing and community facilities on county-owned land.
3. Establish criteria for flexible use and disposition of county real estate assets that are near amenities and would promote development of affordable missing middle and multi-family housing for low- and moderate-income households where appropriate.
4. Offer additional incentives to encourage the production of more Moderate Income Housing Units than required, and/or deeper levels of income targeting in the form of Low Income Housing Units or Disability Income Housing Units.
5. Continue to provide and increase downpayment assistance funding to income-eligible households through the County's Settlement Downpayment Loan Program.



## Opportunities for New Multi-Family Communities

Rising affordability issues and personal lifestyle preferences, nationally and locally, have driven many households towards rentership. Between 2005 and 2018, the homeownership rate in Howard County fell from 77% to 72%, as households in nearly every age category moved away from homeownership. The number of renter households between the ages of 25 and 74 increased by 6,000 between 2010 and 2018 (a 43% increase). However, the number of renter households under the age of 35 decreased by 9% between 2010 and 2018, likely due to affordability issues. The County lacks a sufficient supply of rental units to meet future demand. The HoCo By Design Market Research and Demand forecast cites projected demand for 11,249 multi-family apartment rental units over 20 years (2020-2040). While there is a much greater demand for rental multi-family developments, there is still a projected demand for 1,884 for-sale condominium units over the next 20 years.

The HOMP found that a large share of the County's existing rental market is affordable to households that make 60-80% of the Area Median Income (AMI). However, since there are limited rental options for higher (over 120% AMI) and lower (under 60% AMI) income households, the supply of moderately priced rental units tends to serve all income levels. The HOMP suggests that future rental housing should be available at all price points, especially housing that serves low- and moderate-income households where housing supply is limited.



To remain socioeconomically diverse and support a healthy economy, the County should consider opportunities for new multi-family communities in the Multi-Family Neighborhood, Mixed-Use Activity Centers, and Mixed-Use Neighborhood character areas identified on the Future Land Use Map (FLUM). These opportunities can be realized through redevelopment of existing, aging, multi-family properties, older suburban shopping centers, ~~and strategic infill development, and redevelopment of older mobile home parks.~~ Increasing the supply of multi-family units, to include market rate rental and units affordable to low- and moderate- income households, will help the County meet various housing supply gaps identified in the HOMP and the Market Research and Demand Forecast completed for HoCo By Design. While multi-family buildings are defined in the County's Zoning Regulations as structures with three or more housing units, multi-family properties can range in size from three to more than 50 units per structure. Various character areas on the FLUM are envisioned to have a range of multi-family housing types; however, Multi-Family Neighborhood, Mixed-Use Activity Centers, and Mixed-Use Neighborhood character areas are envisioned to contain apartment complexes and condominiums with a higher number of units and buildings at a greater scale.

New multi-family communities are encouraged to redevelop using design principles that emphasize an interconnected network of streets, bicycle facilities, and walkways; encourage options to reduce the size and location of surface parking lots; orient buildings toward the street; offer a variety of housing types between larger buildings; and deliver a comprehensive and connected network of open space. For additional details and illustrative concepts about the design and character of new multi-family communities, see Technical Appendix B: Character Areas and Technical Appendix C: Focus Areas.

### DN-7 Policy Statement


Support the new development and redevelopment of multi-family communities to meet the County's current and future rental housing demands and ensure that resident displacement is minimized in redevelopment projects.

### Implementing Actions

- ~~1. Establish new locations and zoning districts as identified on the Future Land Use Map (FLUM) and defined in the character areas appendix for multi-family developments. Prioritize new locations for multi-family housing that are near transit and transit corridors.~~
1. Support multi-family housing projects that serve a range of income levels and integrate traditional market rate housing with affordable housing opportunities.
2. Ensure that redevelopment of age-restricted housing and housing for residents with disabilities preserves affordability of units for existing residents.
3. Strive for a one-for-one replacement of affordable housing units when multi-family communities with affordable units are redeveloped.



### DN-8 Policy Statement

 Create opportunities to increase the diversity of home choices in the Rural West, especially missing middle housing types, that preserve the character of the Rural West.

#### Implementing Actions

1. **Allow Consider** the development of accessory dwelling units that conform to specific design and site criteria.
2. **Locate Explore locating** missing middle housing typologies in the Rural Crossroads, where upper-story residential and small-scale residential infill opportunities exist. Use recommendations found in the Rural Crossroads section of the Focus Areas Technical Appendix for additional guidance.
3. Determine if there are strategic locations in the Rural West where it is feasible to accommodate increased housing development on shared or community well and shared or multi-use sewerage systems while balancing other priorities such as environmental concerns, historical context, and agricultural preservation goals.
4. Evaluate and amend Rural Conservation and Rural Residential Zoning District regulations to allow for duplex and multiplex housing types that fit within the existing neighborhood character.
5. Determine zoning, land development, and other code changes needed for small-scale, context-sensitive, multi-family or mixed-use development in the Rural West.
6. Evaluate and identify barriers to on-site tenant housing for the agricultural workforce.

### DN-9 Policy Statement

Facilitate the use of shared and/or multi-use sewerage system technologies to create more diverse housing options in the Rural West.

#### Implementing Actions

1. Identify best practices for shared and/or multi-use sewerage systems and pursue state and local code changes necessary to facilitate their use.
2. Establish necessary management, operations, and maintenance structures to increase the use of shared and multi-use sewerage systems in the West.
3. Evaluate how accessory dwelling units may be able to safely connect to existing septic systems with capacity.

### DN-10 Policy Statement

Establish policies, programs, and planning and zoning practices aimed at reducing farmer-neighbor conflicts.

#### Implementing Actions

1. Enhance farmer-resident relationships through expansion of educational programs that encourage farm visits and other activities to bridge the farming and non-farm communities and build understanding of allowable farm-related uses.
2. Work with the agricultural and development communities to evaluate, determine, and implement adequate landscape, screening, or other type of buffer requirement on new residential development abutting agricultural uses.
3. Encourage use of the Maryland Agricultural Conflict Resolution Service or other conflict resolution programs to help address farmer-neighbor conflicts.



# 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:

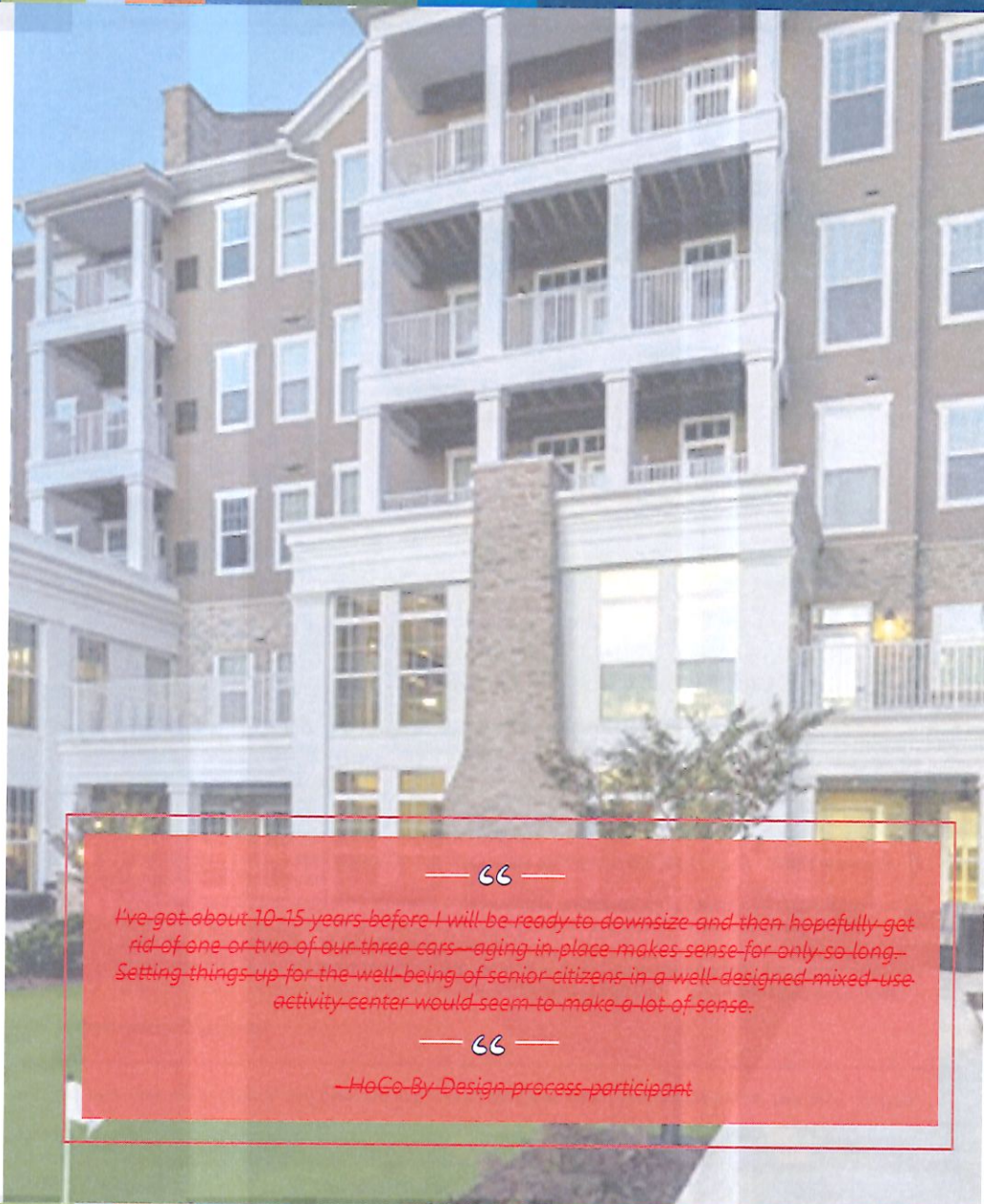
- By 2030, one in five Howard County residents will be 65 or older and 8,000 residents will be 85 years or older—double the number of individuals in that age group today.
- 5.6% of individuals aged 65 or older live below the poverty level.
- Of those living alone, 3.3% are men over the age of 65 and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



— 66 —


*Housing affordability is critical to this conversation. As older communities and Village Centers are revitalized, existing residents should not be priced out and there need to be intentional efforts to make these higher-density areas more affordable. More missing middle housing in these targeted revitalization areas is key.*

66

*—HoCo By Design process participant*




#### DN-13 Policy Statement

 Preserve affordability of existing housing stock and create opportunities for context-sensitive infill development, especially in Preservation-Revitalization Neighborhoods.

#### Implementing Actions

1. Identify neighborhoods and properties for preservation.
2. Continue to support the County's housing preservation programs, which are designed to preserve existing affordable housing and assist low- and moderate-income homeowners and renters to remain in their homes.
3. Explore options and partnerships for acquisition/rehabilitation programs for older single-family homes that would support homeownership opportunities for moderate-income households.
4. Encourage the development of missing middle housing types that conform to existing neighborhood character and contribute to the creation of mixed-income communities.
5. Develop strategies for employing the right of first refusal policy to ensure no loss of affordable units when there are opportunities for redevelopment of multi-family properties.

#### DN-14 Policy Statement

 Support existing neighborhoods and improve community infrastructure and amenities as needed, especially in older or under-served neighborhoods and multi-family communities.

#### Implementing Actions

1. Assess existing community facilities and the neighborhoods that they serve, and upgrade or retrofit as needed to support changing neighborhood needs. Engage communities in the identification of neighborhood needs.
2. Identify older communities in need of a comprehensive revitalization strategy and work with those communities to develop revitalization plans to assist those communities.
3. Work with the multi-family rental community to understand barriers to reporting and resolving issues related to multi-family property maintenance.



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                         | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|-------------------------------------|--|
| <b>EP-12 - Reduce regulatory barriers to diversified agricultural operations in both the Rural West and the East.</b>  |                                     |  |
| 1. Update the Zoning Regulations and other policies to promote agricultural expansion and diversification, especially for on-farm processing and other agribusiness opportunities. | DPZ<br>OCS<br>HCEDA                 | Mid-Term   |
| 2. Work with agricultural and community stakeholders to review and update the Zoning Regulations and other regulations to create more opportunities for agritourism.               | DPZ<br>OCS<br>HCEDA<br>DILP<br>HCHD | Mid-Term   |
| 3. Reduce barriers to the burgeoning demand for on-farm breweries, wineries, cideries, meaderies, and distilleries.  | DPZ<br>OCS<br>HCHD<br>HCEDA         | Mid-Term   |
| <b>EP-13 - Review transportation planning and road development and maintenance standards to reduce transportation barriers to farming.</b>   |                                     |  |
| 1. Improve rural road conditions by increasing overhead tree clearance and addressing passage at narrow bridges.   | DPW<br>OOT                          | Long-term  |
| 2. Reduce conflict between recreational, residential, commercial, and agricultural road uses.  | OOT<br>DPW                          | Long-term  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency         | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|---------------------|--|
| <b>DN-1 - Increase opportunities for missing middle housing through the creation and use of zoning tools and incentives.</b>  |                     |  |
| 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.   | DPZ                 | Mid-Term   |
| 2. <del>Identify and eliminate</del> <b>Consider eliminating</b> 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 <del>and do not preclude their potential on existing lots.</del>  | DPZ                 | Mid-Term   |
| 3. <del>Expand</del> <b>Consider expanding</b> 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.  | DPZ                 | Mid-Term   |
| 4. Evaluate <del>and establish</del> one or more the following zoning tools and incentives as potential opportunities to create missing middle housing: <ul style="list-style-type: none"> <li>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.</li> <li>b. Smaller lot sizes (lot width and lot area).</li> <li>c. Density-based tools such as transfer of development rights or density bonuses.</li> <li>d. Tax incentives for developers and/or land owners.</li> <li>e. Flexible development standards such as maximum building size or lot coverage.</li> </ul> | DPZ                 | Mid-Term   |
| 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.  | DPZ<br>DHCD         | Mid-Term   |
| 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.   | HCHC<br>DHCD<br>DPZ | Mid-Term   |



| Table 10-1: Implementation Matrix  |                                    |  |
|--|------------------------------------|--|
| Policy and Implementing Actions  | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>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 <u>Explore</u> a clear, predictable process and location-specific criteria for ADUs <u>so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking.</u> | 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<br>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<br>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<br>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<br>DPZ<br>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<br>DHCD<br>Non-profit Partners | Ongoing  |

| Table 10-1: Implementation Matrix  |             |  |
|--|-------------|--|
| Policy and Implementing Actions  | Lead Agency | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>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 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<br>DPW  | Mid-Term   |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|------------------------------------|--|
| <b>DN-5 - Increase the supply of for-sale and rental housing units in all new developments attainable to low- and moderate-income households and special needs households.</b>  |                                    |  |
| 1. Reevaluate the County's inclusionary zoning policies to ensure they are meeting their intended objectives. Expand Moderate Income Housing Unit (MIHU) requirements in areas with a disproportionately lower share of housing options affordable to low- or moderate-income households.   | DHCD<br>DPZ                        | Mid-Term   |
| 2. Ensure that any corridor, neighborhood, redevelopment, or area plan includes clear policies for meeting affordable housing goals.  | DPZ<br>DHCD                        | Long-term  |
| 3. Update MIHU rules and fee structures, with the goal of producing more units throughout the County that are integrated within communities. Seek opportunities to amend the Zoning Regulations to enable housing types more conducive to on-site MIHU provision across a broader area.   | DHCD<br>DPZ                        | Long-term  |
| 4. Establish a working group to evaluate the feasibility of a targeted incentive program for affordable and accessible housing, including: <ul style="list-style-type: none"> <li>a. The creation of a definition of affordable and accessible housing, including physical factors such as unit type, size, or physical accessibility design criteria; and/or income factors through tools such as deed restrictions.</li> <li>b. A zoning overlay targeting locations for affordable and accessible housing where there is limited existing supply of affordable and accessible units.</li> <li>c. Incentives related to development, such as density bonuses or relief to setback or other development standards.</li> <li>d. Incentives related to the development process, such as the creation of a specific housing allocation pool for affordable and/or accessible units or other means of reducing other regulatory barriers.</li> </ul> | DPZ<br>DHCD<br>Non-profit Partners | Mid-Term   |
| 5. <u>Incentivize affordable for-sale housing opportunities in areas where low-income rental housing has become concentrated.</u>   | DPZ<br>DHCD                        | Long-term  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|------------------------------------|--|
| <b>DN-6 - Provide various incentives that encourage the development of for-sale and rental housing units affordable to low- and moderate-income households and special needs households.</b>   |                                    |  |
| 1. Continue to support the Housing Opportunities Trust Fund to expand the number of income-restricted rental and homeownership units produced. Explore the feasibility of establishing a dedicated funding source for this fund.                           | DHCD<br>Elected Officials<br>OOB   | Ongoing  |
| 2. Evaluate opportunities to co-locate income-restricted housing and community facilities on county-owned land.  | DPW<br>DPZ<br>DHCD                 | Long-term  |
| 3. Establish criteria for flexible use and disposition of county real estate assets that are near amenities and would promote development of affordable missing middle and multi-family housing for low- and moderate-income households where appropriate. | DHCD<br>HCHC<br>DPW                | Mid-Term   |
| 4. Offer additional incentives to encourage the production of more Moderate Income Housing Units than required, and/or deeper levels of income targeting in the form of Low Income Housing Units or Disability Income Housing Units.                       | DHCD<br>DPZ<br>Non-profit Partners | Ongoing  |
| 5. Continue to provide and increase downpayment assistance funding to income-eligible households through the County's Settlement Downpayment Loan Program.   | DHCD                               | Ongoing  |



| Table 10-1: Implementation Matrix   |   |  |
|---|---|--|
| Policy and Implementing Actions   | Lead Agency   | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>DN-7 - Support the new development and redevelopment of multi-family communities to meet the County's current and future rental housing demands and ensure that resident displacement is minimized in redevelopment projects.</b>  |   |  |
| <del>1. Establish new locations and zoning districts as identified on the Future Land Use Map (FLUM) and defined in the character areas appendix for multi-family developments. Prioritize new locations for multi-family housing that are near transit and transit corridors.</del>  | <b>DPZ</b>  | Mid-Term   |
| 2. <u>1.</u> Support multi-family housing projects that serve a range of income levels and integrate traditional market rate housing with affordable housing opportunities.   | <b>DHCD</b><br><b>DPZ</b>   | Ongoing  |
| 3. <u>2.</u> Ensure that redevelopment of age-restricted housing and housing for residents with disabilities preserves affordability of units for existing residents.   | <b>DHCD</b>   | Ongoing  |
| 4. <u>3.</u> Strive for a one-for-one replacement of affordable housing units when multi-family communities with affordable units are redeveloped.  | <b>HCHC</b><br><b>DHCD</b><br><b>Private Partners</b><br><b>Non-profit Partners</b> | Ongoing  |
| <b>DN-8 - Create opportunities to increase the diversity of home choices in the Rural West, especially missing middle housing types, that preserve the character of the Rural West.</b>   |   |  |
| 1. <u>Allow Consider</u> the development of accessory dwelling units that conform to specific design and site criteria.   | <b>DPZ</b>  | Mid-Term   |
| 2. <u>Locate Explore locating</u> missing middle housing typologies in the Rural Crossroads, where upper-story residential and small-scale residential infill opportunities exist. Use recommendations found in the Rural Crossroads section of the Focus Areas Technical Appendix for additional guidance.                       | <b>DPZ</b>  | Mid-Term   |
| 3. Determine if there are strategic locations in the Rural West where it is feasible to accommodate increased housing development on shared or community well and shared or multi-use sewerage systems, while balancing other priorities such as environmental concerns, historical context, and agricultural preservation goals. | <b>DPZ</b><br><b>DPW</b><br><b>HCHD</b>   | Ongoing  |
| 4. Evaluate and amend Rural Conservation and Rural Residential Zoning District regulations to allow for duplex and multiplex housing types that fit within the existing neighborhood character.   | <b>DPZ</b>  | Mid-Term   |
| 5. Determine zoning, land development, and other code changes needed for small-scale, context-sensitive, multi-family or mixed-use development in the Rural West.   | <b>DPZ</b>  | Mid-Term   |
| 6. Evaluate and identify barriers to on-site tenant housing for the agricultural workforce.   | <b>DPZ</b>  | Long-term  |

| Table 10-1: Implementation Matrix   |   |  |
|---|---|--|
| Policy and Implementing Actions   | Lead Agency                             | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>DN-9 - Facilitate the use of shared and/or multi-use sewerage system technologies to create more diverse housing options in the Rural West.</b>  |   |  |
| 1. Identify best practices for shared and/or multi-use sewerage systems and pursue state and local code changes necessary to facilitate their use.  | <b>DPZ</b><br><b>DPW</b><br><b>HCHD</b> | Long-Term  |
| 2. Establish necessary management, operations, and maintenance structures to increase the use of shared and multi-use sewerage systems in the West.   | <b>DPW</b><br><b>DPZ</b>                | Long-Term  |
| 3. Evaluate how accessory dwelling units may be able to safely connect to existing septic systems with capacity.  | <b>DPZ</b><br><b>HCHD</b>               | Ongoing  |
| <b>DN-10 - Establish policies, programs, and planning and zoning practices aimed at reducing farmer-neighbor conflicts.</b>   |   |  |
| 1. Enhance farmer-resident relationships through expansion of educational programs that encourage farm visits and other activities to bridge the farming and non-farm communities and build understanding of allowable farm-related uses. | <b>HCEDA</b><br><b>OCS</b>              | Ongoing  |
| 2. Work with the agricultural and development community to evaluate, determine, and implement adequate landscape, screening, or other type of buffer requirement on new residential development abutting agricultural uses.               | <b>DPZ</b>                              | Ongoing  |
| 3. Encourage use of the Maryland Agricultural Conflict Resolution Service or other conflict resolution programs to help address farmer-neighbor conflicts.  | <b>HCEDA</b><br><b>OCS</b>              | Ongoing  |



**Amendment 1 to Amendment No. 100 to Council Bill No. 28 -2023**

**BY: Deb Jung**

**Legislative Day 12**

**Date: 10/11/2023**

*(This Amendment to Amendment 100 amends language describing the types of rental housing and homes for sale in Columbia and adds specified housing demographics information.)*

- 1 Substitute pages 1 through 4 of the Amendment with the attachment to this Amendment to
- 2 Amendment.
- 3
- 4 Substitute the page DN-11 attached to Amendment 100 with the page DN-11 attached to this
- 5 Amendment to Amendment.

**I certify this is a true copy of**  
Am 1 Am 100 CB28-2023  
**passed on** 10/11/2023  
Michelle Jung  
**Council Administrator**



Amendment \_\_\_\_ to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day 11  
Date: October 2, 2023

Amendment No. \_\_\_\_

*(This Amendment makes the following changes to HoCo by Design Chapter 6 and Chapter 11:*

- Chapter 6: Dynamic Neighborhoods*
- *Removes all quotes;*
  - *Amends the Equity in Action subsection of the “What We Heard” section by adding a second sentence to the third bullet as follows: “Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.”;*
  - *Amends the Housing Element (HB 1045) and the Housing Opportunities Master Plan section by describing the types of rental housing and homes for sale in Columbia **and adds specified housing demographics information that highlights the need to increase home buying opportunities in Columbia.***
  - *Amends the second paragraph of the Housing Element (HB1045) and the Housing Opportunities Master Plan section by deleting “However, as and substituting “Since”;*
  - *Amends the Data and Findings of the Housing Opportunities Master Plan section by specifying the locations in the County with concentrations of low- and moderate-income households that have lower home ownership rates and less access to affordable for sale homes;*
  - *Amends the Why is Missing Middle Housing Important paragraph of the Diversify Housing Typologies Permitted in the County section by deleting the second sentence and adding the following sentence at the end of the paragraph: “Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.”;*
  - *Amends the Accessory Dwelling Units section by deleting language relating to Portland, Oregon, data regarding the number of cars for each ADU and where they are parked;*
  - *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
  - *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*



- *Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*
- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure;*
- *Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- *Amends the fourth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section to provide that new residential growth may have a net positive fiscal impact on the County budget, and deletes language that a specified approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County;*
- *Amends the fifth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section by deleting language relating to the County's inclusionary zoning policies and the development of diverse housing types;*
- *Amends the first paragraph of the Diverse Housing Opportunities in New Activity Centers section to provide that a significant amount of future housing may, rather than will, be concentrated in new mixed-use activity centers;*
- *Amends the third paragraph of the Diverse Housing Opportunities in New Activity Centers to add consideration of the unintended impact of activity centers resulting in students who may be added to overcrowded schools;*
- *Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- *Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- *Amends the third paragraph of the Infill Development in Existing Residential Neighborhoods section to note that the current occupancy of detached ADUs is limited to elderly or disabled family members and deletes language relating to the historical use of specified structures;*
- *Amends the fourth paragraph of the Infill Development in Existing Residential Neighborhoods section by deleting specified language and adding specified considerations of the impact of*



- new development on neighborhood character and storm water management as well as specified infrastructure;*
- *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
  - *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
  - *Amends paragraph 3 of the Opportunities to Increase the Supply of Income-Restricted Housing Units section by deleting the fourth and fifth sentences referencing the Housing Opportunities Master Plan;*
  - *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
  - *Amends the third paragraph of the Opportunities for New Multi-Family Communities by deleting language relating to the redevelopment of older mobile home parks;*
  - *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
  - *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

*Chapter 11:  
Implementation*

- *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: "and do not preclude their potential on existing lots";*
- *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*
- *Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*
- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria*



*for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure;*

- *Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- *Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- *Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
- *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
- *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
- *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
- *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

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 6, Dynamic Neighborhoods: 6, 11, 13, 21, 22, 25, 36, 39, 40, 41, 42, 43, 44, 45,  
4 46, 47, 49, 50, 51, 54, 57, 60, and 65; and
- 5 • Chapter 11: Implementation: 36, 37, 38, 39, and 41.

6

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



# housing eLement (hb 1045) and the housing Opportunities Master pLan



Maryland House Bill (HB) 1045, adopted in 2019, requires jurisdictions with planning and zoning authority to include a housing element in comprehensive plan updates. A housing element must address the need for affordable housing within jurisdictions, including both workforce and low-income housing. HB 1045 defines workforce housing as follows:

- Workforce housing for home ownership – Housing that is affordable to a household with an aggregate annual income between 60–120% of the area’s median income (see AMI definition next page).
- Workforce housing for rental – Housing that is affordable to a household with an aggregate annual income 50–100% of the area’s median income (see AMI definition next page).

Columbia was built on the concepts embodied in HB 1045 and contains the highest concentration of low- and moderate-income rental housing and lower-priced homes for sale in Howard as well as more affordably priced for-purchase housing in the County. Home ownership rates are also lower in Columbia than in the rest of the County. The focus going forward should be to increase home buying opportunities for those living in Columbia. According to the 2022 Howard County Rental Survey, Howard County has over 25,400 rental units in professionally managed multifamily communities, of which over 46% are located in the Columbia submarket. Older and/or more diverse housing inventories with more affordability can be found in the Columbia, ElkrIDGE, and Southeast submarkets. According to the Housing Opportunities Master Plan: Market Overview and Background Research, between 2015 and 2018, 44% of home sales in Howard County took place at price points below \$350,000 including 61% of sales in Columbia, 56% in ElkrIDGE, 42% in Southeast, and 26% in Ellicott City. Columbia also has the County’s highest number of housing units and the highest percentage of renter-occupied units as compared to owner-occupied units. There are 42,063 total housing units in Columbia with 13,680 (33%) renter-occupied units and 28,383 (67%) owner-occupied. The next highest submarket for renter-occupied units as a percentage of the total units is the Southeast where 29% (5,938) of the total units are renter-occupied and 71% (13,074) are owner-occupied. While home ownership should be fostered throughout the County, these housing demographics highlight the need to increase home buying opportunities in Columbia.

However, as Since various policies and actions in HoCo by Design are based on the Howard County Housing Opportunities Master Plan, workforce housing (also referred to as moderate-income housing) in this document is more broadly defined as housing that is affordable to households that earn 60–120% of the area median income (AMI), while low-income housing is defined as housing affordable to households that earn less than 60% of the AMI. According to the US Department of Housing and Urban Development (HUD), a home is affordable when 30% or less of a household income is spent on housing costs.

In 2019, recognizing that the housing inventory was scarce for people at every income level, which contributed to rising housing prices and rents, the County launched a process to create a housing plan. Completed in 2021, the County’s housing plan, known as the Housing Opportunities Master Plan (HOMP), includes an assessment of the current state of housing in the County and strategies for improving its availability, affordability, and accessibility. The HOMP includes various recommendations for land use planning, many of which have been contemplated in the HoCo By Design planning process.

The Dynamic Neighborhoods chapter incorporates various data and recommendations from the HOMP and includes policies and implementing actions that address the requirements of HB 1045.

## Dynamic Neighborhoods terms

**Affordable Housing:** As defined in the Housing Opportunities Master Plan (HOMP), this term is often used in different contexts and to convey different concepts. Broadly speaking, affordable housing is housing in which its occupants can live and still have enough money left over for other necessities, such as food, health care, and transportation. This relationship is often expressed in terms of the percentage of income that a household spends on its housing payments. For the purpose of the HOMP and HoCo By Design, affordable housing can include both income-restricted housing, as well as attainably priced market-rate housing.

**Attainable Housing:** An attainably priced home is one that does not create cost burdens for the family living there and is generally affordable without a subsidy.

According to the US Department of Housing and Urban Development (HUD), a home is affordable if the occupant is paying no more than 30% of gross income for housing costs, including utilities. Based on this definition, a household that makes \$73,000 per year could probably afford a monthly rent of \$1,825 and a mortgage on a home priced at \$200,000–\$250,000.

**Income-Restricted Housing:** As defined in the HOMP, rental or homeownership units that are restricted to households at a certain income level, and are often calculated as a percentage of Area Median Income (AMI). These units tend to receive some form of public, philanthropic, or policy support. Examples include, but are not limited to, the following:

- Moderate Income Housing Units (MIHUs)—units that developers of new market-rate housing in Howard County must reserve for moderate-income households at reduced rents or purchase prices.
- Low Income Housing Units (LIHUs)—units that must be reserved for low-income households at reduced rents or purchase prices.
- Disability Income Housing Units (DIHUs)—units that must be reserved for households receiving a disability income.

**Area Median Income (AMI):** As defined in the HOMP, the midpoint of the income distribution for a region, with half of the households in that region earning more than this amount and half of the households in that region earning less than this amount. In 2019, according to the US Census, the AMI in Howard County was \$121,160. Using this AMI as the basis, below are estimated low and moderate household income ranges:

- Extremely Low Income: Under 30% of AMI (or \$36,348 or less/year)
- Low Income: 30–60% of AMI (or \$36,349–\$72,696/year)
- Moderate Income: 60–120% of AMI (or \$72,696–\$145,392/year)



**Amendment 2 to Amendment No. 100 to Council Bill No. 28 -2023**

**BY: Deb Jung**

**Legislative Day 12**

**Date: 10/11/2023**

*(This Amendment to Amendment 100 adds a sentence at the end of the first paragraph of the Accessory Dwelling Units section describing the inherent nature of accessory dwelling units, amends DN-2 Policy Statement Implementing Action 1 by changing "Establish" to "Explore" and specifying additional criteria for ADUs, and amends DN-2 Policy and Implementing Action 1 by changing "Establish" to "Explore" and specifying additional criteria for ADUs.)*

- 1 Substitute pages 1 through 4 of the Amendment with the attachment to this Amendment to Amendment.
- 2
- 3 Substitute the pages DN-35 and DN-40 attached to Amendment 100 with the pages DN-35 and DN-40 attached to this Amendment to Amendment.
- 5
- 6 Substitute the page IMP-37 attached to Amendment 100 with the page IMP-37 attached to this
- 7 Amendment to Amendment.

I certify this is a true copy of  
Am 2 Am 100 CB28-2023  
passed on 10/11/2023  
*Michelle Perry*  
Council Administrator



Amendment \_\_\_ to Amendment \_\_\_ to Council Bill No. 28 -2023

BY: Deb Jung

Legislative Day \_\_\_

Date: \_\_\_

Amendment No. \_\_\_

*(This Amendment makes the following changes to HoCo by Design Chapter 6 and Chapter 11:*

- Chapter 6: Dynamic Neighborhoods*
- *Removes all quotes;*
  - *Amends the Equity in Action subsection of the “What We Heard” section by adding a second sentence to the third bullet as follows: “Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.”;*
  - *Amends the Housing Element (HB 1045) and the Housing Opportunities Master Plan section by describing the types of rental housing and homes for sale in Columbia.*
  - *Amends the second paragraph of the Housing Element (HB1045) and the Housing Opportunities Master Plan section by deleting “However, as and substituting “Since”;*
  - *Amends the Data and Findings of the Housing Opportunities Master Plan section by specifying the locations in the County with concentrations of low- and moderate-income households that have lower home ownership rates and less access to affordable for sale homes;*
  - *Amends the Why is Missing Middle Housing Important paragraph of the Diversify Housing Typologies Permitted in the County section by deleting the second sentence and adding the following sentence at the end of the paragraph: “Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.”;*
  - *Amends the Accessory Dwelling Units section by deleting language relating to Portland, Oregon, data regarding the number of cars for each ADU and where they are parked;*
  - *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
  - *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*



- Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;
- Amends the Accessory Dwelling Units section by adding a sentence at the end of the first paragraph describing the inherent nature of accessory dwelling units;
- Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs ~~so they do not adversely impact older neighborhoods lacking sufficient infrastructure~~, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking;
- Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;
- Amends the fourth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section to provide that new residential growth may have a net positive fiscal impact on the County budget, and deletes language that a specified approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County;
- Amends the fifth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section by deleting language relating to the County's inclusionary zoning policies and the development of diverse housing types;
- Amends the first paragraph of the Diverse Housing Opportunities in New Activity Centers section to provide that a significant amount of future housing may, rather than will, be concentrated in new mixed-use activity centers;
- Amends the third paragraph of the Diverse Housing Opportunities in New Activity Centers to add consideration of the unintended impact of activity centers resulting in students who may be added to overcrowded schools;
- Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;
- Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;
- Amends the third paragraph of the Infill Development in Existing Residential Neighborhoods section to note that the current occupancy of detached ADUs is limited to elderly or disabled



- family members and deletes language relating to the historical use of specified structures;*
- *Amends the fourth paragraph of the Infill Development in Existing Residential Neighborhoods section by deleting specified language and adding specified considerations of the impact of new development on neighborhood character and storm water management as well as specified infrastructure;*
  - *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
  - *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
  - *Amends paragraph 3 of the Opportunities to Increase the Supply of Income-Restricted Housing Units section by deleting the fourth and fifth sentences referencing the Housing Opportunities Master Plan;*
  - *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
  - *Amends the third paragraph of the Opportunities for New Multi-Family Communities by deleting language relating to the redevelopment of older mobile home parks;*
  - *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
  - *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

*Chapter 11:  
Implementation*

- *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
- *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*
- *Amends the DN-1 Policy Statement Implementing Action 4 to*



*evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*

- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs ~~so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking;~~*
- *Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- *Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- *Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
- *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
- *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
- *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
- *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;)*

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 6, Dynamic Neighborhoods: 6, 11, 13, 21, 22, 25, 36, 39, 40, 41, 42, 43, 44, 45,  
4 46, 47, 49, 50, 51, 54, 57, 60, and 65; and
- 5 • Chapter 11: Implementation: 36, 37, 38, 39, and 41.



6

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

9



While the County's housing mix presented earlier in the chapter represents the percentage of specific housing types that exist in the County today, zoning districts determine where certain housing types are allowed by-right or as a conditional use. Zoning districts west of the Planned Service Area (PSA) are restricted in development density due to lack of access to public water and sewer, growth tiers limiting the number of units, and significant amounts of land permanently preserved for agricultural uses. Therefore, the amount of land permitting single-family detached homes is much higher than the amount of land permitting other types of housing in the County.

Since missing middle housing types often include two or more units, there are a limited number of locations where they can be built under the Zoning Regulations, as they are either not defined in the regulations or not permitted. New zoning should also consider bulk requirements (a set of controls that determine the size and placement of a building on a lot) that are realistic for these housing types and do not preclude their potential on existing lots. Regulatory barriers, limited precedent, and uncertain returns on investments are noted obstacles to creating this housing type in today's market. While demand exists for smaller, more affordable housing stock, many missing middle types are not a common housing product within the building industry and the ability to finance them remains to be proven in the market. Therefore, jurisdictions may need to facilitate and incentivize demonstration projects to encourage these new housing types or offer a range of multi-unit or clustered housing models or designs that are compatible with single-family homes. This could provide greater predictability for both the community and the developers of these housing types.

### Accessory Dwelling Units

The American Planning Association defines an accessory dwelling unit (ADU) as "a smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e., detached) single-family home." ADUs are self-contained residences that include their own kitchen, bathroom, and sleeping area. ADUs can go by many other names, such as granny flats, tenant homes, accessory apartments, in-law suites, and more. They can also come in a variety of shapes and forms, including basement, attic, garage, attached, and detached. The ADU drawings and descriptions on page 37 help to distinguish between these different types. **By their inherent nature, accessory dwelling units are accessory to the primary residential use and should not be eligible for subdivision.**



Not only do ADUs increase the supply of diverse, lower cost housing options, they provide opportunities for homeowners to supplement their income. This could help many older adults to age in place. Today, Howard County Zoning Regulations allow some forms of ADUs—accessory apartments and temporary accessory family dwellings—but there are various restrictions on where they are permitted. Between 2015 and 2020, only 99 attached accessory apartments and one temporary accessory family dwelling were permitted in the County.

Throughout the HoCo By Design planning process, some residents have expressed concerns about the impact that ADUs would have on parking, the environment, and neighborhood character. However, regulatory tools can be adopted to minimize these potential impacts.

According to the AARP, data from Portland, Oregon suggests that the average ADU in Portland has 0.93 cars, and about half of Portland's ADU-generated cars are parked on the street. Portland's experience suggests that ADUs have a minimal impact on street parking; however, parking requirements should be flexible and location- and site-dependent so that units are neither over- nor under-parked.

To ensure that ADUs have minimal impact on the environment and neighborhood character, zoning regulations could provide height and size caps, design controls, minimum lot size or environmental condition restrictions, and limits on the number of bedrooms. These types of standards could provide neighbors with greater predictability of the size and look of this housing type. Additional information on the environmental impact can be found in the "Infill Development in Existing Residential Neighborhoods" section.

## aDUs in hoWard County

### AttacheD Accessory apartments


Accessory apartments are permitted as an accessory use in most residential zoning districts if located within a single-family detached dwelling, such as a renovated basement, attic, or garage. In addition to meeting various site and building criteria, they must be located in an owner-occupied dwelling, and the owner must occupy either the accessory or the principal dwelling.

### DetacheD Accessory apartments

Detached accessory apartments are not permitted under the Zoning Regulations, except as a temporary accessory family dwelling. These dwellings are permitted conditionally (as opposed to by-right) and allow for a second dwelling unit on a lot if it is used for an elderly or disabled family member of the resident of the primary residence. There are various site and building criteria that must be met, such as being located on a lot that is two acres or larger, and allowed through a conditional-use process in certain zoning districts. These dwellings must be removed once no longer in use by a family member.




## 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~~ Consider eliminating 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~~ Consider expanding 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~~ Explore a clear, predictable process and location-specific criteria for ADUs ~~so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking.~~
2. ~~Revise~~ Consider revising 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.



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                        | Timeframe<br>(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 <del>Explore</del> a clear, predictable process and location-specific criteria for ADUs <del>so they do not adversely impact older neighborhoods lacking sufficient infrastructure, including but not limited to consideration of lot coverage, lot size, setbacks, and other bulk regulations, stormwater management, and parking.</del> | 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<br>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<br>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<br>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<br>DPZ<br>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<br>DHCD<br>Non-profit Partners | Ongoing  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency | Timeframe<br>(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 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<br>DPW  | Mid-Term   |



Amendment 3 Amendment No. 100 to Council Bill No. 28 -2023

BY: The Chairperson at the Request  
of the County Executive

Legislative Day 12  
Date: October 11, 2023

Amendment No. 3 to Amendment No. 100

*(This Amendment to Amendment No. 100 adds data from the Housing Opportunities Master plan and describes rental units throughout the County.)*

- 1 Substitute page 1 of Amendment 100 with the attachment to this Amendment to Amendment.
- 2
- 3 In Chapter 6, Dynamic Neighborhoods, substitute page DN11 attached to Amendment No. 100
- 4 with revised page DN11 as attached to this Amendment to Amendment.

I certify this is a true copy of  
Am 3 Am 100 CB28-2023  
passed on 10/11/2023  
Mehmet D. D. D.  
Council Administrator



**Amendment 100 to Council Bill No. 28 -2023**

**BY: Deb Jung**

**Legislative Day 11  
Date: October 2, 2023**

**Amendment No. 100**

*(This Amendment makes the following changes to HoCo by Design Chapter 6 and Chapter 11:*

- Chapter 6: Dynamic Neighborhoods*
- *Removes all quotes;*
  - *Amends the Equity in Action subsection of the “What We Heard” section by adding a second sentence to the third bullet as follows: “Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.”;*
  - *Amends the Housing Element (HB 1045) and the Housing Opportunities Master Plan section by describing the types of rental housing and homes for sale in Columbia and throughout the County and inserts data from the Housing Opportunities Master Plan.*
  - *Amends the second paragraph of the Housing Element (HB1045) and the Housing Opportunities Master Plan section by deleting “However, as and substituting “Since”;*
  - *Amends the Data and Findings of the Housing Opportunities Master Plan section by specifying the locations in the County with concentrations of low- and moderate-income households that have lower home ownership rates and less access to affordable for sale homes;*
  - *Amends the Why is Missing Middle Housing Important paragraph of the Diversify Housing Typologies Permitted in the County section by deleting the second sentence and adding the following sentence at the end of the paragraph: “Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.”;*
  - *Amends the Accessory Dwelling Units section by deleting language relating to Portland, Oregon, data regarding the number of cars for each ADU and where they are parked;*
  - *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
  - *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*



## housing eLement (hb 1045) and the Housing Opportunities Master Plan

Maryland House Bill (HB) 1045, adopted in 2019, requires jurisdictions with planning and zoning authority to include a housing element in comprehensive plan updates. A housing element must address the need for affordable housing within jurisdictions, including both workforce and low-income housing. HB 1045 defines workforce housing as follows:

- Workforce housing for home ownership – Housing that is affordable to a household with an aggregate annual income between 60–120% of the area’s median income (see AMI definition next page).
- Workforce housing for rental – Housing that is affordable to a household with an aggregate annual income 50–100% of the area’s median income (see AMI definition next page).

Columbia was built on the concepts embodied in HB 1045 and contains the highest concentration of low and moderate income rental housing and lower priced homes for sale in Howard County, and offers a variety of for-sale and rental opportunities, including some of the more affordably priced for-purchase and rental housing in the County. According to the 2022 Howard County Rental Survey, Howard County has over 25,400 rental units in professionally managed multifamily communities, of which over 46% are located in the Columbia submarket. In addition to Columbia, older and/or more diverse housing inventories with more affordability can also be found in the ElkrIDGE and Southeast submarkets. Home ownership rates are also lower in Columbia than in the rest of the County. The focus going forward should be to increase home buying opportunities for those living in Columbia.

According to the Housing Opportunities Master Plan: Market Overview and Background Research, between 2015 and 2018, 44% of home sales in Howard County took place at price points below \$350,000 including 61% of sales in Columbia, 56% in ElkrIDGE, 42% in Southeast, and 26% in Ellicott City. Columbia also has the County’s highest number of housing units and the highest percentage of renter-occupied units as compared to owner-occupied units. There are 42,063 total housing units in Columbia with 13,680 (33%) renter-occupied units and 28,383 (67%) owner-occupied. The next highest submarket for renter-occupied units as a percentage of the total units is the Southeast where 29% (5,398) of the total units are renter-occupied and 71% (13,074) are owner-occupied. While home ownership should be fostered throughout the County, these housing demographics highlight the need to increase home buying opportunities in Columbia.

However, as Since various policies and actions in HoCo by Design are based on the Howard County Housing Opportunities Master Plan, workforce housing (also referred to as moderate-income housing) in this document is more broadly defined as housing that is affordable to households that earn 60–120% of the area median income (AMI), while low-income housing is defined as housing affordable to households that earn less than 60% of the AMI. According to the US Department of Housing and Urban Development (HUD), a home is affordable when 30% or less of a household income is spent on housing costs.

In 2019, recognizing that the housing inventory was scarce for people at every income level, which contributed to rising housing prices and rents, the County launched a process to create a housing plan. Completed in 2021, the County’s housing plan, known as the Housing Opportunities Master Plan (HOMP), includes an assessment of the current state of housing in the County and strategies for improving its availability, affordability, and accessibility. The HOMP includes various recommendations for land use planning, many of which have been contemplated in the HoCo By Design planning process.

The Dynamic Neighborhoods chapter incorporates various data and recommendations from the HOMP and includes policies and implementing actions that address the requirements of HB 1045.



## Dynamic Neighborhoods terms

**Affordable Housing:** As defined in the Housing Opportunities Master Plan (HOMP), this term is often used in different contexts and to convey different concepts. Broadly speaking, affordable housing is housing in which its occupants can live and still have enough money left over for other necessities, such as food, health care, and transportation. This relationship is often expressed in terms of the percentage of income that a household spends on its housing payments. For the purpose of the HOMP and HoCo By Design, affordable housing can include both income-restricted housing, as well as attainably priced market-rate housing.

**Attainable Housing:** An attainably priced home is one that does not create cost burdens for the family living there and is generally affordable without a subsidy.

According to the US Department of Housing and Urban Development (HUD), a home is affordable if the occupant is paying no more than 30% of gross income for housing costs, including utilities. Based on this definition, a household that makes \$73,000 per year could probably afford a monthly rent of \$1,825 and a mortgage on a home priced at \$200,000–\$250,000.

**Income-Restricted Housing:** As defined in the HOMP, rental or homeownership units that are restricted to households at a certain income level, and are often calculated as a percentage of Area Median Income (AMI). These units tend to receive some form of public, philanthropic, or policy support. Examples include, but are not limited to, the following:

- Moderate Income Housing Units (MIHUs)—units that developers of new market-rate housing in Howard County must reserve for moderate-income households at reduced rents or purchase prices.
- Low Income Housing Units (LIHUs)—units that must be reserved for low-income households at reduced rents or purchase prices.
- Disability Income Housing Units (DIHUs)—units that must be reserved for households receiving a disability income.

**Area Median Income (AMI):** As defined in the HOMP, the midpoint of the income distribution for a region, with half of the households in that region earning more than this amount and half of the households in that region earning less than this amount. In 2019, according to the US Census, the AMI in Howard County was \$121,160. Using this AMI as the basis, below are estimated low and moderate household income ranges:

- Extremely Low Income: Under 30% of AMI (or \$36,348 or less/year)
- Low Income: 30–60% of AMI (or \$36,349–\$72,696/year)
- Moderate Income: 60–120% of AMI (or \$72,696–\$145,392/year)



**Amendment 100 to Council Bill No. 28 -2023**

**BY: Deb Jung**

**Legislative Day 11  
Date: October 2, 2023**

**Amendment No. 100**

*(This Amendment makes the following changes to HoCo by Design Chapter 6 and Chapter 11:*

*Chapter 6: Dynamic  
Neighborhoods*

- *Removes all quotes;*
- *Amends the Equity in Action subsection of the “What We Heard” section by adding a second sentence to the third bullet as follows: “Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.”;*
- *Amends the Housing Element (HB 1045) and the Housing Opportunities Master Plan section by describing the types of rental housing and homes for sale in Columbia.*
- *Amends the second paragraph of the Housing Element (HB1045) and the Housing Opportunities Master Plan section by deleting “However, as and substituting “Since”;*
- *Amends the Data and Findings of the Housing Opportunities Master Plan section by specifying the locations in the County with concentrations of low- and moderate-income households that have lower home ownership rates and less access to affordable for sale homes;*
- *Amends the Why is Missing Middle Housing Important paragraph of the Diversify Housing Typologies Permitted in the County section by deleting the second sentence and adding the following sentence at the end of the paragraph: “Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.”;*
- *Amends the Accessory Dwelling Units section by deleting language relating to Portland, Oregon, data regarding the number of cars for each ADU and where they are parked;*
- *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
- *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*



- *Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*
- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure;*
- *Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- *Amends the fourth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section to provide that new residential growth may have a net positive fiscal impact on the County budget, and deletes language that a specified approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County;*
- *Amends the fifth paragraph of the Expand Locations and Opportunity Areas for More Diverse Housing Choices Throughout the County section by deleting language relating to the County's inclusionary zoning policies and the development of diverse housing types;*
- *Amends the first paragraph of the Diverse Housing Opportunities in New Activity Centers section to provide that a significant amount of future housing may, rather than will, be concentrated in new mixed-use activity centers;*
- *Amends the third paragraph of the Diverse Housing Opportunities in New Activity Centers to add consideration of the unintended impact of activity centers resulting in students who may be added to overcrowded schools;*
- *Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- *Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- *Amends the third paragraph of the Infill Development in Existing Residential Neighborhoods section to note that the current occupancy of detached ADUs is limited to elderly or disabled family members and deletes language relating to the historical use of specified structures;*
- *Amends the fourth paragraph of the Infill Development in Existing Residential Neighborhoods section by deleting specified language and adding specified considerations of the impact of*



- new development on neighborhood character and storm water management as well as specified infrastructure;*
- *Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
  - *Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
  - *Amends paragraph 3 of the Opportunities to Increase the Supply of Income-Restricted Housing Units section by deleting the fourth and fifth sentences referencing the Housing Opportunities Master Plan;*
  - *Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
  - *Amends the third paragraph of the Opportunities for New Multi-Family Communities by deleting language relating to the redevelopment of older mobile home parks;*
  - *Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
  - *Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

#### *Chapter 11: Implementation*

- *Amends the DN-1 Policy Statement Implementing Action 2 to consider eliminating specified barriers to housing stock diversification in the Zoning Regulations and Subdivision and Land Development Regulations and deletes the following language: “and do not preclude their potential on existing lots”;*
- *Amends the DN-1 Policy Statement Implementing Action 3 to consider expanding the types of housing allowed in the Zoning Regulations and Subdivision and Land Development Regulations to include specified missing middle housing types;*
- *Amends the DN-1 Policy Statement Implementing Action 4 to evaluate rather than establish specified zoning tools as potential opportunities to create missing middle housing;*
- *Amends the DN-2 Policy Statement Implementing Action 1 to explore a clear, predictable process and location-specific criteria*



*for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure;*

- Amends the DN-2 Policy Statement Implementing Action 2 to consider revising the Zoning Regulations;*
- Amends the DN-3 Policy Statement Implementing Actions 1 to consider establishing rather than establish a specified zoning district and adds language relating to more home ownership opportunities;*
- Amends the DN-3 Policy Statement Implementing Actions by adding Action 5 to consider establish housing scenarios that support for-sale units to specified income households and to require mixed use and activity centers to reflect home-ownership opportunities;*
- Amends DN-4 Policy Statement to allow the development of missing middle and ADUs that are consistent with the character and integrity of their surroundings and comply with all applicable APFO and parking requirements;*
- Amends DN-4 Policy Statement Implementing Actions by adding Action 5 to determine specified parking requirements for specified small scale missing middle housing and ADUs;*
- Amends the DN-5 Policy Statement Implementing Actions by adding Action 5 to incentivize affordable for-sale housing opportunities in specified areas;*
- Amends the DN-7 Policy Statement by deleting Implementing Action 1;*
- Amends the DN-8 Policy Statement Implementing Action 1 to consider rather than allow the development of ADUs that conform to specific design and site criteria and Implementing Action 2 to explore locating rather than locating missing middle housing typologies in the Rural Crossroads;*

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 6, Dynamic Neighborhoods: 6, 11, 13, 21, 22, 25, 36, 39, 40, 41, 42, 43, 44, 45,  
4 46, 47, 49, 50, 51, 54, 57, 60, and 65; and
- 5 • Chapter 11: Implementation: 36, 37, 38, 39, and 41.

6  
7 Correct all page numbers, numbering, and formatting within this Act to accommodate this  
8 amendment.

9



## What We heard

Throughout the engagement process, the character of housing and neighborhoods were prominent themes communicated by participants. Community members cited concerns regarding the impact of new housing on county infrastructure (including schools and roads), yet also acknowledged that there is both a high demand to live in the County and a growing need for more financially attainable quality housing.

Community members also grappled with the lack of developable land in the County and were interested in redevelopment opportunities to offer a variety of housing choices, from high-density housing to moderate-density options like missing middle housing (defined later in this chapter). They also considered strategies that would allow detached accessory dwelling units on existing residential lots and opportunities for missing middle housing through residential infill development. Many said that if housing were integrated in the redevelopment of activity centers, design should recognize the uniqueness of each community and the scale should fit the context of the existing built environment. This recognition of context included the Rural West, where there was mixed feedback about whether any additional housing should be constructed. Most agreed new housing in the West should respect the rural nature of the area and not infringe upon, but compliment, agricultural uses by offering housing affordable to workers of local agribusinesses and farms.

Some community members expressed concerns about adding housing in the County given the existing school capacity challenges, while others shared concerns with new housing types. Many suggested that missing middle housing and accessory dwelling units should be compatible with existing housing and contribute to a cohesive neighborhood design. Furthermore, many supported developing appropriate guidelines for the design of housing, with an emphasis on ensuring guideline compliance. It was also emphasized that any new housing should be sensitive to the natural environment and sustainable building practices.

There was general agreement that new housing should be attainable for a diversity of income levels. Some mentioned challenges with the existing Moderate Income Housing Unit (MIHU) program and suggested it be reevaluated to ensure it is meeting its intended objectives.

Housing was viewed as a part of a holistic community. Many remarked that the County should be intentional about the location of future development so it is well connected to amenities, planned improvements to public facilities, and employment centers—all assets that make Howard County's neighborhoods so desirable.



### Diversity, Equity, and Inclusion Focus Groups Findings

- Housing in Howard County is not financially attainable for many people—need greater variety of housing types at various price points (for both rental and homeownership).
- Need more housing units that serve persons of all age and ability levels, especially the older adult population
- Housing is connected to concerns regarding school overcrowding and redistricting.
- Need for common/open space to be integrated into all neighborhoods

### Equity in Action

The following are equity best practices. Housing is inextricably linked with equity in Howard County, so many of the policies and associated implementing actions in this chapter have been identified as equity best practices. Each policy or implementing action that directly advances equitable outcomes will be noted with a " " symbol.

- Remove barriers to affordable housing in zoning and subdivision regulations.
- Provide a range of housing types.
- Preserve affordability of existing homes and neighborhoods for rental and homeownership opportunities for low- and moderate-income households. Explore programs that will incentivize developers to build housing in mixed-use projects that will be affordable and create new home ownership opportunities.
- Increase connected multi-modal infrastructure that provides access to jobs and amenities, particularly for low-income and transit-dependent community members.
- Identify housing needs for the entire community, as well as specific populations, including low-income, older adults, disabled, and homeless families and individuals.

### strategic aDvisory group input

Since housing affordability was identified as one of the most critical challenges currently facing the County, a Housing and Neighborhoods Strategic Advisory Group (SAG) was formed to discuss how to diversify housing options throughout the County. The SAG focused on housing typologies referred to as missing middle and discussed several factors: what missing middle housing could look like, where it should be located, and what zoning changes need to occur to make it possible. The group recognized that missing middle housing has the potential to foster racial and socioeconomic diversity, provide more entry-level housing options, help address the downsizing needs of the older adult community, and contribute additional housing for persons with disabilities. There was consensus that to support a diversity of housing types and strong neighborhoods in the County, there must be policies that ensure affordable and attainable units are created, zoning tools that support diverse housing development, and infill development/redevelopment opportunities for missing middle housing that respect the character and integrity of a neighborhood—all while recognizing that limited land is available for new development. The work of the SAG informed many of the policies in the Dynamic Neighborhoods chapter and complemented recommendations found in the Howard County Housing Opportunities Master Plan (HOMP).



# housing element (hb 1045) and the housing opportunities master plan

Maryland House Bill (HB) 1045, adopted in 2019, requires jurisdictions with planning and zoning authority to include a housing element in comprehensive plan updates. A housing element must address the need for affordable housing within jurisdictions, including both workforce and low-income housing. HB 1045 defines workforce housing as follows:

- Workforce housing for home ownership – Housing that is affordable to a household with an aggregate annual income between 60–120% of the area’s median income (see AMI definition next page).
- Workforce housing for rental – Housing that is affordable to a household with an aggregate annual income 50–100% of the area’s median income (see AMI definition next page).

Columbia was built on the concepts embodied in HB 1045 and contains the highest concentration of low and moderate-income rental housing and lower priced homes for sale in Howard County. Home ownership rates are also lower in Columbia than in the rest of the County. The focus going forward should be to increase home buying opportunities for those living in Columbia.

However, as Since various policies and actions in HoCo by Design are based on the Howard County Housing Opportunities Master Plan, workforce housing (also referred to as moderate-income housing) in this document is more broadly defined as housing that is affordable to households that earn 60–120% of the area median income (AMI), while low-income housing is defined as housing affordable to households that earn less than 60% of the AMI. According to the US Department of Housing and Urban Development (HUD), a home is affordable when 30% or less of a household income is spent on housing costs.

In 2019, recognizing that the housing inventory was scarce for people at every income level, which contributed to rising housing prices and rents, the County launched a process to create a housing plan. Completed in 2021, the County’s housing plan, known as the Housing Opportunities Master Plan (HOMP), includes an assessment of the current state of housing in the County and strategies for improving its availability, affordability, and accessibility. The HOMP includes various recommendations for land use planning, many of which have been contemplated in the HoCo By Design planning process.

The Dynamic Neighborhoods chapter incorporates various data and recommendations from the HOMP and includes policies and implementing actions that address the requirements of HB 1045.



## Dynamic Neighborhoods terms

**Affordable Housing:** As defined in the Housing Opportunities Master Plan (HOMP), this term is often used in different contexts and to convey different concepts. Broadly speaking, affordable housing is housing in which its occupants can live and still have enough money left over for other necessities, such as food, health care, and transportation. This relationship is often expressed in terms of the percentage of income that a household spends on its housing payments. For the purpose of the HOMP and HoCo By Design, affordable housing can include both income-restricted housing, as well as attainably priced market-rate housing.

**Attainable Housing:** An attainably priced home is one that does not create cost burdens for the family living there and is generally affordable without a subsidy.

According to the US Department of Housing and Urban Development (HUD), a home is affordable if the occupant is paying no more than 30% of gross income for housing costs, including utilities. Based on this definition, a household that makes \$73,000 per year could probably afford a monthly rent of \$1,825 and a mortgage on a home priced at \$200,000–\$250,000.

**Income-Restricted Housing:** As defined in the HOMP, rental or homeownership units that are restricted to households at a certain income level, and are often calculated as a percentage of Area Median Income (AMI). These units tend to receive some form of public, philanthropic, or policy support. Examples include, but are not limited to, the following:

- Moderate Income Housing Units (MIHUs)—units that developers of new market-rate housing in Howard County must reserve for moderate-income households at reduced rents or purchase prices.
- Low Income Housing Units (LIHUs)—units that must be reserved for low-income households at reduced rents or purchase prices.
- Disability Income Housing Units (DIHUs)—units that must be reserved for households receiving a disability income.

**Area Median Income (AMI):** As defined in the HOMP, the midpoint of the income distribution for a region, with half of the households in that region earning more than this amount and half of the households in that region earning less than this amount. In 2019, according to the US Census, the AMI in Howard County was \$121,160. Using this AMI as the basis, below are estimated low and moderate household income ranges:

- Extremely Low Income: Under 30% of AMI (or \$36,348 or less/year)
- Low Income: 30–60% of AMI (or \$36,349–\$72,696/year)
- Moderate Income: 60–120% of AMI (or \$72,696–\$145,392/year)



## Data and Findings from the Housing Opportunities Master Plan

The Housing Opportunities Master Plan (HOMP) involved extensive research of the local housing market and existing policy landscape, and makes the case for expanding home choices and affordability in the County. The "Market Overview & Background Research" from the HOMP should be used as a resource document to HoCo By Design as it provides an overview the County's housing inventory, affordability, and demand. However, some of the key findings relevant to the policies and actions presented in HoCo By Design can be found below:

- In 2019, just one-quarter (25.6%) of for-sale housing units in Howard County were affordable to households making less than 120% of Area Median Income (AMI), with most of this housing stock being much older.
- There is not enough housing supply for renters who make less than 60% of AMI (or less than \$73,000 annually).
- Most new housing being built by the market is affordable to households making more than 80% of AMI (rental) and more than 120% of AMI (for-sale).
- Just 9% of housing in Howard County is affordable to households making less than 60% of AMI, and virtually no for-sale homes that have been built in the last two decades are affordable to this group.
- The Rural West lacks housing options for low- and moderate-income households. Based on prices of homes sold between 2015–2018, to include new construction and resales, just 1% of its homes are affordable to households making less than 60% of AMI, largely due to the lack of modestly priced for-sale housing.
- Cost burdens are disproportionately felt by diverse populations, both for rental and for-sale housing.
- While single-family detached homes under 3,000 square feet represent nearly half (48%) of the overall for-sale inventory, they account for just 17% of new product today. In April 2020, the average size of a for-sale, newly constructed, single-family detached home was 4,025 square feet and 2,471 square feet for a townhome, generally larger than neighboring jurisdictions.
- The average share of income spent on housing is especially high (32.2%) for 65 years and older renter households, one-quarter of which pay 50% or more of their incomes.
- The amount of new housing that has been built in Howard County has decreased in recent years. As a result, housing supply has not kept up with housing demand, which has contributed to rising home prices.
- Households that own their own homes and make more than 120% of AMI account for a majority (51%) of all households in Howard County, compared to just 37% in surrounding counties (which include: Anne Arundel, Baltimore, Carroll, Montgomery, and Prince George's).
- Compared to surrounding counties, Howard County is home to a lower percentage of homeowners who make less than 120% of AMI, as well as most types of renters. The types and price points of housing that exist in the County today are at least partially attributable to these differences.

Overall, the housing affordability challenges are most severe for low- and moderate-income households. These households, concentrated in certain areas of the County mostly in Columbia, along Route 40 and Route 1, have lower homeownership rates and less access to affordable units for sale homes that are affordable.

Map 6-2 on Pages 15-16 shows median household income, by census block group, throughout the County. The block groups with the lowest income households are found along Route 40, in Ellicott City, in parts of Columbia, and along the Route 1 Corridor.





# Diversify housing typologies permitted in the County

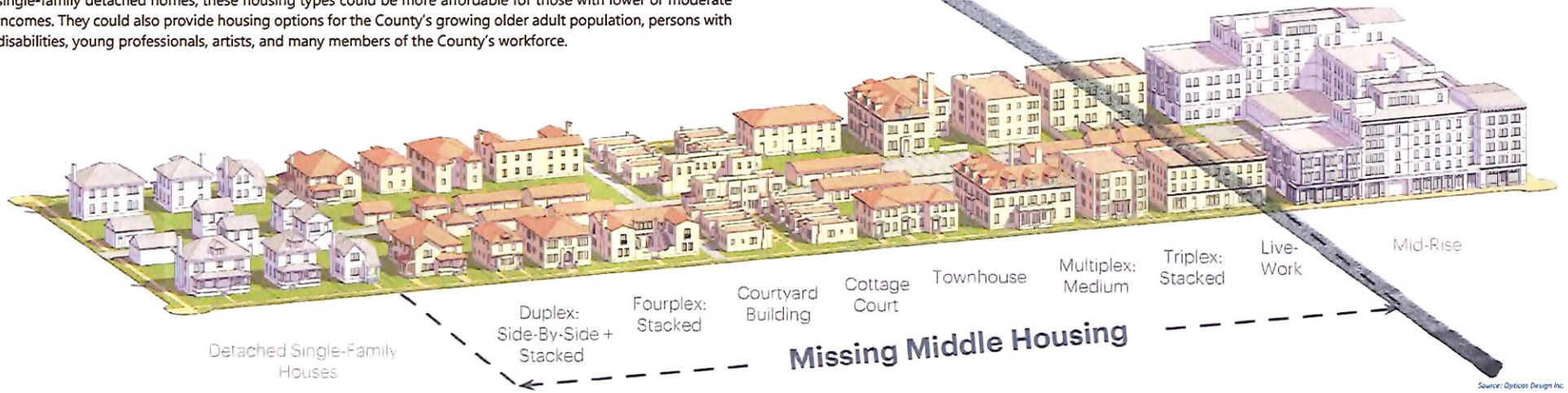
## What is Missing Middle Housing?

For the purposes of the General Plan, missing middle housing refers to a range of small- to medium-size home choices that are available at different price points. New missing middle homes are compatible in scale and character with surrounding neighborhoods or integrated into new or existing activity centers throughout the County as a transition between different land uses or building types. Missing middle homes may be represented by a single multi-unit building on a single lot, a multi-unit building on multiple lots, or a cluster of homes oriented around a common green space. Missing middle housing types may include duplexes, triplexes, quadplexes, courtyard apartments, live/work units, multi-use dwellings, cottage courtyards, modest-sized homes (under 2,000 square feet), stacked townhomes, plus others.

## Why is Missing Middle Housing Important?

Missing middle housing would increase home choices for both rental and homeownership in Howard County. Having more diverse housing types in a community fosters socioeconomic diversity. ~~These housing types are recommended in this General Plan to help address the significant under-supply of homes.~~ Relative to larger single-family detached homes, these housing types could be more affordable for those with lower or moderate incomes. They could also provide housing options for the County's growing older adult population, persons with disabilities, young professionals, artists, and many members of the County's workforce.

— ☺ —  
*To me, this new housing choice is a critical focus area in order for HoCo to remain a relevant and leading place to live for families and young people. Mixed-use, bike/walk/transit friendly, green spaces, more housing choices, YES!*  
 — ☺ —  
 —HoCo By Design process participant



Source: Opticos Design Inc.



Map 6-3, on Pages 23-24, depicts the locations of existing multi-family buildings (both apartments and condos), single-family attached (SFA) neighborhoods, and single-family detached (SFD) neighborhoods. There is greater racial and ethnic diversity where there is a variety of housing types. While 36% of all census tracts have a nonwhite population that is 50% or greater, those same census tracts contain 60% of all apartment, townhome, and condominium units in the County. Home ownership opportunities should be emphasized in the areas where apartments are now concentrated.



Image 6-1 is an example of a modest-sized home, approximately 1,300 square feet, in the Cottages at Greenwood, a permanently affordable housing development that consists of 10 single-family homes on approximately 3.5 acres. This development provides homeownership opportunities for moderate-income households. In 2011 and 2012, homes in the neighborhood sold for \$252,400. In 2019, a home in the neighborhood sold for \$265,274.

## Zoning Regulations and Missing Middle Housing

The Howard County Zoning Regulations and the Subdivision and Land Development Regulations govern the development and use of land in the County. The County has multiple zoning districts in which different uses are permitted, prohibited, or permitted with conditions. The Zoning Regulations dictate which housing types are permitted by-right, as an accessory use, or by conditional use in specific zoning districts. While the Zoning Regulations overall allow single-family detached, single-family attached, single-family semi-detached (homes that share a wall but have separate lots), and multi-family homes by-right, there are a limited number of zoning districts that allow single-family attached, single-family semi-detached, and multi-family homes by-right.

The series of zoning maps on the following pages depict where certain housing types are allowed by-right in the County. However, Map 6-7 reflects the locations in Columbia's New Town Zone that allow certain housing types because this zoning district is governed by Final Development Plans for small geographic areas that are more specific than the general residential zoning districts.

Map 6-4, on Pages 27-28, depicts where single-family detached homes are permitted by-right under the Zoning Regulations. Map 6-5, on Pages 29-30, shows where single-family attached and single-family semi-detached homes are permitted by-right under the Zoning Regulations. Map 6-6, on Pages 31-32, shows where multi-family and mixed-use residential homes are permitted by-right under the Zoning Regulations.



Image 6-2



Image 6-3

Images 6-2 and 6-3 show examples of a duplex (semi-detached) and a two-family dwelling, both of which are allowed in limited areas under the Zoning Regulations. Homes in a duplex share a common wall but are divided by property lines (shown in yellow). A two-family dwelling has two separate living units but is on one parcel.



While the County's housing mix presented earlier in the chapter represents the percentage of specific housing types that exist in the County today, zoning districts determine where certain housing types are allowed by-right or as a conditional use. Zoning districts west of the Planned Service Area (PSA) are restricted in development density due to lack of access to public water and sewer, growth tiers limiting the number of units, and significant amounts of land permanently preserved for agricultural uses. Therefore, the amount of land permitting single-family detached homes is much higher than the amount of land permitting other types of housing in the County.

Since missing middle housing types often include two or more units, there are a limited number of locations where they can be built under the Zoning Regulations, as they are either not defined in the regulations or not permitted. New zoning should also consider bulk requirements (a set of controls that determine the size and placement of a building on a lot) that are realistic for these housing types and do not preclude their potential on existing lots. Regulatory barriers, limited precedent, and uncertain returns on investments are noted obstacles to creating this housing type in today's market. While demand exists for smaller, more affordable housing stock, many missing middle types are not a common housing product within the building industry and the ability to finance them remains to be proven in the market. Therefore, jurisdictions may need to facilitate and incentivize demonstration projects to encourage these new housing types or offer a range of multi-unit or clustered housing models or designs that are compatible with single-family homes. This could provide greater predictability for both the community and the developers of these housing types.

### Accessory Dwelling Units

The American Planning Association defines an accessory dwelling unit (ADU) as "a smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e., detached) single-family home." ADUs are self-contained residences that include their own kitchen, bathroom, and sleeping area. ADUs can go by many other names, such as granny flats, tenant homes, accessory apartments, in-law suites, and more. They can also come in a variety of shapes and forms, including basement, attic, garage, attached, and detached. The ADU drawings and descriptions on page 37 help to distinguish between these different types.



Not only do ADUs increase the supply of diverse, lower cost housing options, they provide opportunities for homeowners to supplement their income. This could help many older adults to age in place. Today, Howard County Zoning Regulations allow some forms of ADUs—accessory apartments and temporary accessory family dwellings—but there are various restrictions on where they are permitted. Between 2015 and 2020, only 99 attached accessory apartments and one temporary accessory family dwelling were permitted in the County.

Throughout the HoCo By Design planning process, some residents have expressed concerns about the impact that ADUs would have on parking, the environment, and neighborhood character. However, regulatory tools can be adopted to minimize these potential impacts.

*According to the AARP, data from Portland, Oregon suggests that the average ADU in Portland has 0.93 cars, and about half of Portland's ADU-generated cars are parked on the street. Portland's experience suggests that ADUs have a minimal impact on street parking; however, parking requirements should be flexible and location- and site-dependent so that units are neither over- nor under-parked.*

To ensure that ADUs have minimal impact on the environment and neighborhood character, zoning regulations could provide height and size caps, design controls, minimum lot size or environmental condition restrictions, and limits on the number of bedrooms. These types of standards could provide neighbors with greater predictability of the size and look of this housing type. Additional information on the environmental impact can be found in the "Infill Development in Existing Residential Neighborhoods" section.

## aDUs in hoWarD County

### AttacheD accessory apartments


Accessory apartments are permitted as an accessory use in most residential zoning districts if located within a single-family detached dwelling, such as a renovated basement, attic, or garage. In addition to meeting various site and building criteria, they must be located in an owner-occupied dwelling, and the owner must occupy either the accessory or the principal dwelling.

### DetacheD accessory apartments

Detached accessory apartments are not permitted under the Zoning Regulations, except as a temporary accessory family dwelling. These dwellings are permitted conditionally (as opposed to by-right) and allow for a second dwelling unit on a lot if it is used for an elderly or disabled family member of the resident of the primary residence. There are various site and building criteria that must be met, such as being located on a lot that is two acres or larger, and allowed through a conditional-use process in certain zoning districts. These dwellings must be removed once no longer in use by a family member.




## 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~~ Consider eliminating 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~~ Consider expanding 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~~ Explore a clear, predictable process and location-specific criteria for ADUs so they do not adversely impact older neighborhoods lacking sufficient infrastructure.
2. ~~Revise~~ Consider revising 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.



## expand Locations and opportunity areas for more DiVerse housing choices throughout the county

Diverse housing options are necessary for continued economic prosperity, especially to attract talent to fill positions with new companies in employment centers and retain the people who already enjoy the quality of life the County offers. As the County continues to evolve, providing housing choices that appeal to a broad range of people, whether they are young professionals starting their careers or retirees who want to downsize, will be critical. Housing variety can expand the range of price points and help to balance the overall housing market.

Focusing these housing options strategically in areas where infrastructure already exists (such as activity centers) provides multiple economic, transportation, and environmental benefits. As discussed in the Economic Prosperity chapter, job growth fuels the need for nearby homes to create a healthy jobs-housing balance and strong tax base. Balancing jobs and housing within a jurisdiction has the potential to reduce road congestion and the need for public investment in additional roads by keeping trips within the County and reducing trips into the County. It also retains more spending locally, as people who live and work in the same community are more likely to shop in that community, thereby helping to strengthen and diversify the local economy.

Targeted housing opportunities also benefit the environment as sites are redeveloped with new or improved stormwater management. Additional environmental enhancements could include incorporating green site and building design elements, such as energy efficient buildings, solar energy, green space, multi-modal transportation options, reduced water consumption, and other environmentally friendly features.

As discussed in Chapter 2, new residential growth ~~has may have~~ a net positive fiscal impact on the County's budget: the revenues generated ~~can~~ exceed costs to service the new development. Much of this impact is attributed to the ~~unique~~ tax structure in Howard County, whereby property and income tax comprise 90% of the County's operating revenues. Additionally, transfer and road excise taxes and a school surcharge fee are collected and used to help pay for new capital facilities. These one-time revenues make up a significant portion of the net revenues to the County each year and are necessary to sustain the County's supporting infrastructure. Absent a steady revenue stream, additional funding would be needed to maintain current services levels, ~~which would otherwise necessitate tax increases. A reasonable and balanced approach to housing development will reduce constraints on housing prices and continue a net positive tax revenue for the County to address infrastructure needs and provide public services.~~

Solutions to increase home choices for all income levels throughout Howard County start, in part, with the type and distribution of uses envisioned in the Future Land Use Map (FLUM), and the guidance and policies included to support those uses. In HoCo By Design, redevelopment in activity centers provides the greatest opportunity for growth in places that are already developed. However, opportunities for modest growth exist elsewhere, including in the Rural West and existing residential neighborhoods, and through multi-family redevelopment and





infill development, ~~by seeking opportunities to expand the County's inclusionary zoning policies and encouraging the development of diverse housing types where growth opportunities exist, mixed-income communities will become more prevalent, housing prices will be less constrained, and county tax rates can remain stable. New financially attainable housing opportunities for all, including low- and moderate-income households, will be less concentrated and more available in more communities throughout the County.~~

As noted in the previous section, the Zoning Regulations do not permit many missing middle housing types or detached ADUs, and proposed policies aim to allow them with appropriate criteria. This section focuses on where opportunities exist for all types of new housing in the County. The section also emphasizes how regulations may need to change within different geographies, or opportunity areas, to accommodate diverse housing types.

### Diverse Housing Opportunities in New Activity Centers

Based on the limited amount of land still available for development, a significant amount of future housing ~~will~~ may be concentrated in new mixed-use activity centers identified on the Future Land Use Map (FLUM). The new mixed-use activity centers are envisioned to be compact walkable areas with employment opportunities, commercial uses and open space, community services and amenities, and multi-modal transportation connections. Activity centers, refined from PlanHoward 2030's Growth and Revitalization place type, create a predictable and sustainable pattern of growth. This pattern supports existing neighborhoods with retail, services, and job growth; provides greater opportunity for attainable housing; and supports opportunities to reduce environmental impacts of activity centers through redevelopment, including improved stormwater management infrastructure. Medium to high housing densities will likely be necessary to supporting this vision.



It is anticipated that activity centers will appeal to a wide variety of residents and will support and maintain the County's socioeconomic diversity by offering a multitude of housing options and opportunities to increase the supply of income-restricted affordable housing. Retirees, empty nesters, persons with disabilities, families, and young professionals would likely be attracted to living in more active mixed-use environments. As activity centers are envisioned to be the areas with the greatest potential for growth and are planned to be located along transportation corridors, having an efficient, safe, and well-maintained multi-modal transportation system that connects these places is critical. See the County in Motion chapter for more details about the future of transportation.

Activity centers are envisioned to be varying sizes and scales, which will help inform their infrastructure needs. They will also provide beneficial amenities to adjacent existing neighborhoods. However, they should be sensitive to any unintended impacts they may cause, such as traffic, ~~and~~ noise and students who may add to overcrowded schools. The Supporting Infrastructure chapter discusses the adequate and timely provision of infrastructure. The Public Schools Facilities chapter discusses opportunities for new models for public schools that could be appropriate in certain locations. The Quality by Design chapter recommends that adverse impacts, such as noise, light, and air pollution, be mitigated and new developments should be contextually-appropriate. It also provides guidance on the public realm and walkability within and around these new mixed-use centers.

#### DN-3 Policy Statement

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.

#### Implementing Actions

1. Establish ~~Consider establishing~~ a new mixed-density and mixed-use zoning district that encourages diverse housing types and creates opportunities for mixed-income neighborhoods and more home ownership opportunities.
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.
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.
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.
5. Consider establishing housing scenarios that support for-sale units to households making 60% or less of AMI that are financially feasible for the developers. Require mixed use and activity centers to reflect home-ownership opportunities.



### 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 and occupancy is currently limited to elderly or disabled family members. These structures historically doubled as a shelter for a horse-drawn carriage and living quarters for workers. These structures historically doubled as a shelter for a horse-drawn carriage and living quarters for workers. Currently, attached ADUs are permitted



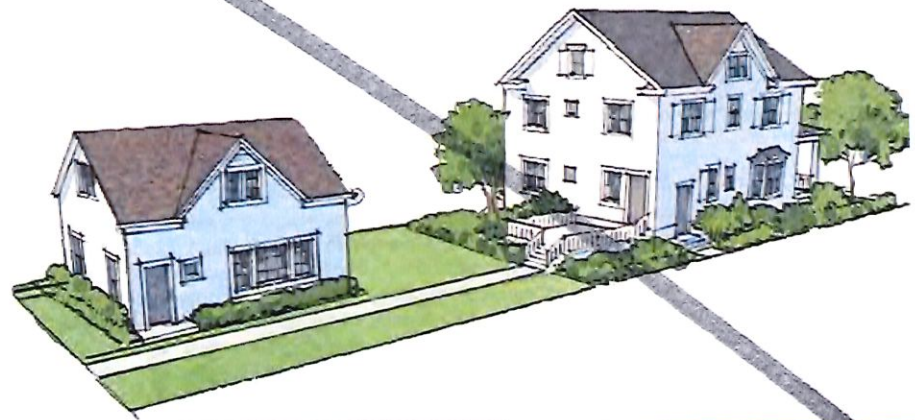
and mostly undetected in a neighborhood. Not only have many of these housing types existed for centuries, they have successfully conformed to the neighborhood character and have not yet turned owner-occupied single-family communities into rental communities. As previously noted, between 2015 and 2020, 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. New development not only has to consider its impact on neighborhood character and storm water management but also infrastructure such as parking, road and school capacity.~~

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 are consistent with the character and integrity of their surroundings and, meet specific site conditions in single-family neighborhoods, and comply with all applicable APFO and parking requirements.

## 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.
5. Determine parking requirements for small scale missing middle housing and ADUs that accommodate increased occupancy and diffuse neighborhood conflicts.



## 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.



## affordABLE housing OverLay District Considerations

According to the Housing Opportunities Master Plan, the overlay district should:

- Identify neighborhoods with few existing housing options for low- and moderate-income households.
- Include incentives to encourage the production of additional affordable and/or accessible units beyond the MIHU baseline rules.
- Allow affordable housing development proposals that meet specified criteria to proceed by-right, or without the need for additional reviews and approvals. To qualify, an affordable housing development should reserve a significant portion of units at 60% of AMI and be subject to a long-term use restriction, provide accessible and visitable units beyond the minimum required by law, and fall within a range of parameters related to form, density, massing, setbacks, parking, etc.
- Expand below-AMI housing opportunities in larger areas of the County to address de-concentration of poverty for redevelopment or preservation projects within the wider context of the County as a whole.
- Consider areas of the County where existing infrastructure is underutilized and therefore could support additional residential density with limited new public investment.
- Encourage greater racial and socioeconomic integration by increasing affordable housing opportunities throughout Howard County, especially in locations that do not have them at this time.

There are circumstances in which land and construction costs make it challenging for developers to produce income-restricted units on-site, primarily in the case of single-family detached and age-restricted housing developments. For these two housing types, Howard County therefore allows developers to pay a fee-in-lieu (FIL) instead of providing the units on-site, which is a practice that other jurisdictions also use to advance affordable housing goals. The FIL generates revenue that allows the County to provide gap funding for housing developments with even greater percentages of income-restricted units or even deeper levels of income targeting than what market-rate developments can achieve. The MIHU and FIL policies are central elements of the affordable housing strategy in Howard County. ~~The Housing Opportunities Master Plan (HOMP) also notes that income-restricted units not only provide housing options for moderate and low-income households but can also serve the needs of various other household types, including those with extremely low incomes, persons with disabilities and/or receiving disability income, youth aging out of the foster care system, and persons at risk of or experiencing homelessness, among others. These groups~~

~~face unique circumstances and challenges. However, the common thread is that many households with these characteristics may disproportionately struggle to find housing that is both affordable to them and meets their specific needs.~~

To increase the number of income-restricted units in the County and make more units available to special needs households, the HOMP recommends improvements to the MIHU program, such as additional flexibility to accommodate on-site provisions, incentives to encourage the production of more than the required number of units, greater shares of accessible and visitable units for those with disabilities, and/or deeper levels of income targeting. The HOMP also recommends that the County establish various growth and development targets to demonstrate a clear commitment to increasing the supply of homes affordable to low- and moderate-income households and persons with disabilities and special needs, including the following.

- **Affordability Target:** The greater of at least 15% of all net new housing units should be available to households making less than 60% of AMI each year.
- **Accessibility Target:** At least 10% of new housing units affordable to households making less than 60% of AMI should be physically accessible for persons with disabilities. This target should be supplemented with concerted efforts to facilitate accessibility improvements to the existing ownership and rental stock to better enable integrated aging in place.

In addition to the MIHU program, the County encourages affordability with financial incentives to residents. For example, the County currently offers downpayment assistance to low- or moderate-income residents seeking to purchase a home through the Settlement Downpayment Loan Program.

The County could also encourage greater affordability through the Zoning Regulations by providing density bonuses or other incentives to developers and property owners in exchange for meeting affordable housing goals. The County should create a working group to examine the feasibility of a targeted incentive program, such as a zoning overlay district, to increase the supply of affordable and accessible housing. According to the HOMP, a zoning overlay district could be targeted to areas with limited affordable and accessible housing, and offer incentives to encourage an increase in the supply of affordable housing through tools such as density bonuses, a bonus pool of housing allocations within the Adequate Public Facilities Ordinance Allocation chart (refer to the Managing Growth chapter), and an administrative review processes. Such a program should seek to increase the supply of affordable and accessible housing units at different AMI levels, similar to the multi-spectrum market affordable housing provisions for Downtown Columbia.

— 33 —


*I would want to live in Howard County in 10 years if parks, people, and diversity continue to be a priority, but it would be a matter of cost if I could return.*

— 33 —

*—HoCo By Design process participant*




## DN-5 Policy Statement

 Increase the supply of for-sale and rental housing units in all new developments attainable to low- and moderate-income households and special needs households.

### Implementing Actions

1. Reevaluate the County's inclusionary zoning policies to ensure they are meeting their intended objectives. Expand Moderate Income Housing Unit (MIHU) requirements in areas with a disproportionately lower share of housing options affordable to low- or moderate-income households.
2. Ensure that any corridor, neighborhood, redevelopment, or area plan includes clear policies for meeting affordable housing goals.
3. Update MIHU rules and fee structures, with the goal of producing more units throughout the County that are integrated within communities. Seek opportunities to amend the Zoning Regulations to enable housing types more conducive to on-site MIHU provision across a broader area.
4. Establish a working group to evaluate the feasibility of a targeted incentive program for affordable and accessible housing, including:
  - a. The creation of a definition of affordable and accessible housing, including physical factors such as unit type, size, or physical accessibility design criteria; and/or income factors through tools such as deed restrictions.
  - b. A zoning overlay targeting locations for affordable and accessible housing where there is limited existing supply of affordable and accessible units.
  - c. Incentives related to development, such as density bonuses or relief to setback or other development standards.
  - d. Incentives related to the development process, such as the creation of a specific housing allocation pool for affordable and/or accessible units or other means of reducing other regulatory barriers.
5. Incentivize affordable for-sale housing opportunities in areas where low-income rental housing has become concentrated.

## DN-6 Policy Statement

 Provide various incentives that encourage the development of for-sale and rental housing units affordable to low- and moderate-income households and special needs households.

### Implementing Actions

1. Continue to support the Housing Opportunities Trust Fund to expand the number of income-restricted rental and homeownership units produced. Explore the feasibility of establishing a dedicated funding source for this fund.
2. Evaluate opportunities to co-locate income-restricted housing and community facilities on county-owned land.
3. Establish criteria for flexible use and disposition of county real estate assets that are near amenities and would promote development of affordable missing middle and multi-family housing for low- and moderate-income households where appropriate.
4. Offer additional incentives to encourage the production of more Moderate Income Housing Units than required, and/or deeper levels of income targeting in the form of Low Income Housing Units or Disability Income Housing Units.
5. Continue to provide and increase downpayment assistance funding to income-eligible households through the County's Settlement Downpayment Loan Program.



## Opportunities for New Multi-Family Communities

Rising affordability issues and personal lifestyle preferences, nationally and locally, have driven many households towards rentership. Between 2005 and 2018, the homeownership rate in Howard County fell from 77% to 72%, as households in nearly every age category moved away from homeownership. The number of renter households between the ages of 25 and 74 increased by 6,000 between 2010 and 2018 (a 43% increase). However, the number of renter households under the age of 35 decreased by 9% between 2010 and 2018, likely due to affordability issues. The County lacks a sufficient supply of rental units to meet future demand. The HoCo By Design Market Research and Demand forecast cites projected demand for 11,249 multi-family apartment rental units over 20 years (2020-2040). While there is a much greater demand for rental multi-family developments, there is still a projected demand for 1,884 for-sale condominium units over the next 20 years.

The HOMP found that a large share of the County's existing rental market is affordable to households that make 60-80% of the Area Median Income (AMI). However, since there are limited rental options for higher (over 120% AMI) and lower (under 60% AMI) income households, the supply of moderately priced rental units tends to serve all income levels. The HOMP suggests that future rental housing should be available at all price points, especially housing that serves low- and moderate-income households where housing supply is limited.



To remain socioeconomically diverse and support a healthy economy, the County should consider opportunities for new multi-family communities in the Multi-Family Neighborhood, Mixed-Use Activity Centers, and Mixed-Use Neighborhood character areas identified on the Future Land Use Map (FLUM). These opportunities can be realized through redevelopment of existing, aging, multi-family properties, older suburban shopping centers, ~~and~~ strategic infill development, ~~and redevelopment of older mobile home parks~~. Increasing the supply of multi-family units, to include market rate rental and units affordable to low- and moderate- income households, will help the County meet various housing supply gaps identified in the HOMP and the Market Research and Demand Forecast completed for HoCo By Design. While multi-family buildings are defined in the County's Zoning Regulations as structures with three or more housing units, multi-family properties can range in size from three to more than 50 units per structure. Various character areas on the FLUM are envisioned to have a range of multi-family housing types; however, Multi-Family Neighborhood, Mixed-Use Activity Centers, and Mixed-Use Neighborhood character areas are envisioned to contain apartment complexes and condominiums with a higher number of units and buildings at a greater scale.

New multi-family communities are encouraged to redevelop using design principles that emphasize an interconnected network of streets, bicycle facilities, and walkways; encourage options to reduce the size and location of surface parking lots; orient buildings toward the street; offer a variety of housing types between larger buildings; and deliver a comprehensive and connected network of open space. For additional details and illustrative concepts about the design and character of new multi-family communities, see Technical Appendix B: Character Areas and Technical Appendix C: Focus Areas.

### DN-7 Policy Statement

Support the new development and redevelopment of multi-family communities to meet the County's current and future rental housing demands and ensure that resident displacement is minimized in redevelopment projects.

### Implementing Actions

- ~~1. Establish new locations and zoning districts as identified on the Future Land Use Map (FLUM) and defined in the character areas appendix for multi-family developments. Prioritize new locations for multi-family housing that are near transit and transit corridors.~~
1. Support multi-family housing projects that serve a range of income levels and integrate traditional market rate housing with affordable housing opportunities.
2. Ensure that redevelopment of age-restricted housing and housing for residents with disabilities preserves affordability of units for existing residents.
3. Strive for a one-for-one replacement of affordable housing units when multi-family communities with affordable units are redeveloped.



### DN-8 Policy Statement

Create opportunities to increase the diversity of home choices in the Rural West, especially missing middle housing types, that preserve the character of the Rural West.

#### Implementing Actions

1. **Allow Consider** the development of accessory dwelling units that conform to specific design and site criteria.
2. **Locate Explore locating** missing middle housing typologies in the Rural Crossroads, where upper-story residential and small-scale residential infill opportunities exist. Use recommendations found in the Rural Crossroads section of the Focus Areas Technical Appendix for additional guidance.
3. Determine if there are strategic locations in the Rural West where it is feasible to accommodate increased housing development on shared or community well and shared or multi-use sewerage systems while balancing other priorities such as environmental concerns, historical context, and agricultural preservation goals.
4. Evaluate and amend Rural Conservation and Rural Residential Zoning District regulations to allow for duplex and multiplex housing types that fit within the existing neighborhood character.
5. Determine zoning, land development, and other code changes needed for small-scale, context-sensitive, multi-family or mixed-use development in the Rural West.
6. Evaluate and identify barriers to on-site tenant housing for the agricultural workforce.

### DN-9 Policy Statement

Facilitate the use of shared and/or multi-use sewerage system technologies to create more diverse housing options in the Rural West.

#### Implementing Actions

1. Identify best practices for shared and/or multi-use sewerage systems and pursue state and local code changes necessary to facilitate their use.
2. Establish necessary management, operations, and maintenance structures to increase the use of shared and multi-use sewerage systems in the West.
3. Evaluate how accessory dwelling units may be able to safely connect to existing septic systems with capacity.

### DN-10 Policy Statement

Establish policies, programs, and planning and zoning practices aimed at reducing farmer-neighbor conflicts.

#### Implementing Actions

1. Enhance farmer-resident relationships through expansion of educational programs that encourage farm visits and other activities to bridge the farming and non-farm communities and build understanding of allowable farm-related uses.
2. Work with the agricultural and development communities to evaluate, determine, and implement adequate landscape, screening, or other type of buffer requirement on new residential development abutting agricultural uses.
3. Encourage use of the Maryland Agricultural Conflict Resolution Service or other conflict resolution programs to help address farmer-neighbor conflicts.



# 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:

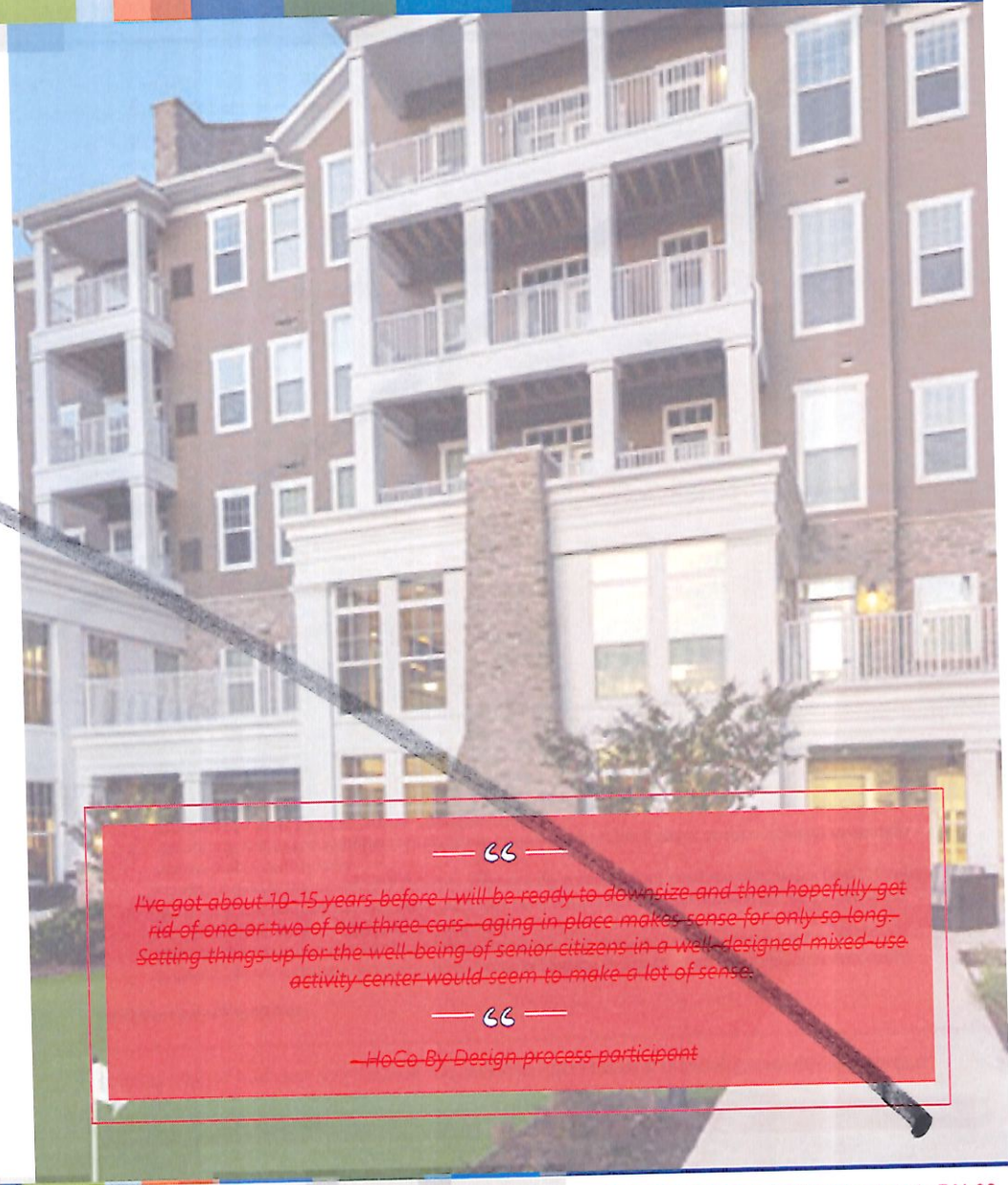
- By 2030, one in five Howard County residents will be 65 or older and 8,000 residents will be 85 years or older—double the number of individuals in that age group today.
- 5.6% of individuals aged 65 or older live below the poverty level.
- Of those living alone, 3.3% are men over the age of 65 and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



“

*Housing affordability is critical to this conversation. As older communities and Village Centers are revitalized, existing residents should not be priced out and there need to be intentional efforts to make these higher density areas more affordable. More missing middle housing in these targeted revitalization areas is key.*

”

*—HoCo By Design process participant*



#### DN-13 Policy Statement



Preserve affordability of existing housing stock and create opportunities for context-sensitive infill development, especially in Preservation-Revitalization Neighborhoods.

#### Implementing Actions

1. Identify neighborhoods and properties for preservation.
2. Continue to support the County's housing preservation programs, which are designed to preserve existing affordable housing and assist low- and moderate-income homeowners and renters to remain in their homes.
3. Explore options and partnerships for acquisition/rehabilitation programs for older single-family homes that would support homeownership opportunities for moderate-income households.
4. Encourage the development of missing middle housing types that conform to existing neighborhood character and contribute to the creation of mixed-income communities.
5. Develop strategies for employing the right of first refusal policy to ensure no loss of affordable units when there are opportunities for redevelopment of multi-family properties.

#### DN-14 Policy Statement



Support existing neighborhoods and improve community infrastructure and amenities as needed, especially in older or under-served neighborhoods and multi-family communities.

#### Implementing Actions

1. Assess existing community facilities and the neighborhoods that they serve, and upgrade or retrofit as needed to support changing neighborhood needs. Engage communities in the identification of neighborhood needs.
2. Identify older communities in need of a comprehensive revitalization strategy and work with those communities to develop revitalization plans to assist those communities.
3. Work with the multi-family rental community to understand barriers to reporting and resolving issues related to multi-family property maintenance.



| Table 10-1: Implementation Matrix  |                                     |  |
|--|-------------------------------------|--|
| Policy and Implementing Actions  | Lead Agency                         | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>EP-12 - Reduce regulatory barriers to diversified agricultural operations in both the Rural West and the East.</b>  |                                     |  |
| 1. Update the Zoning Regulations and other policies to promote agricultural expansion and diversification, especially for on-farm processing and other agribusiness opportunities. | DPZ<br>OCS<br>HCEDA                 | Mid-Term   |
| 2. Work with agricultural and community stakeholders to review and update the Zoning Regulations and other regulations to create more opportunities for agritourism.               | DPZ<br>OCS<br>HCEDA<br>DILP<br>HCHD | Mid-Term   |
| 3. Reduce barriers to the burgeoning demand for on-farm breweries, wineries, cideries, meaderies, and distilleries.  | DPZ<br>OCS<br>HCHD<br>HCEDA         | Mid-Term   |
| <b>EP-13 - Review transportation planning and road development and maintenance standards to reduce transportation barriers to farming.</b>   |                                     |  |
| 1. Improve rural road conditions by increasing overhead tree clearance and addressing passage at narrow bridges.   | DPW<br>OOT                          | Long-term  |
| 2. Reduce conflict between recreational, residential, commercial, and agricultural road uses.  | OOT<br>DPW                          | Long-term  |

| Table 10-1: Implementation Matrix   |                     |  |
|---|---------------------|--|
| Policy and Implementing Actions   | Lead Agency         | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
| <b>DN-1 - Increase opportunities for missing middle housing through the creation and use of zoning tools and incentives.</b>  |                     |  |
| 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.   | DPZ                 | Mid-Term   |
| 2. <del>Identify and eliminate</del> Consider eliminating 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 <del>and do not preclude their potential on existing lots.</del>   | DPZ                 | Mid-Term   |
| 3. <del>Expand</del> Consider expanding 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.   | DPZ                 | Mid-Term   |
| 4. Evaluate <del>and establish</del> one or more the following zoning tools and incentives as potential opportunities to create missing middle housing: <ul style="list-style-type: none"> <li>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.</li> <li>b. Smaller lot sizes (lot width and lot area).</li> <li>c. Density-based tools such as transfer of development rights or density bonuses.</li> <li>d. Tax incentives for developers and/or land owners.</li> <li>e. Flexible development standards such as maximum building size or lot coverage.</li> </ul> | DPZ                 | Mid-Term   |
| 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.  | DPZ<br>DHCD         | Mid-Term   |
| 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.   | HCHC<br>DHCD<br>DPZ | Mid-Term   |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+) |
|--|------------------------------------|--|
| <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. <u>Establish Explore</u> a clear, predictable process and location-specific criteria for ADUs <u>so they do not adversely impact older neighborhoods lacking sufficient infrastructure.</u>   | DPZ                                | Mid-Term   |
| 2. <u>Revise Consider revising</u> 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<br>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<br>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. <u>Establish Consider establishing</u> a new mixed-density and mixed-use zoning district that encourages diverse housing types and creates opportunities for mixed-income neighborhoods <u>and more home ownership opportunities.</u>               | 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<br>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<br>DPZ<br>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<br>DHCD<br>Non-profit Partners | Ongoing  |
| 6. <u>Consider establishing housing scenarios that support for-sale units to households making 60% or less of AMI that are financially feasible for the developers. Require mixed use and activity centers to reflect home-ownership opportunities</u> | DPZ                                | Ongoing  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+) |
|---|-------------|--|
| <b>DN-4 - Allow the development of small-scale missing middle housing and accessory dwelling units (ADUs) that <u>respect-are consistent with the character and integrity of their surroundings and meet specific site conditions in single-family neighborhoods, and comply with all applicable APFO and parking requirements.</u></b> |             |  |
| 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.  | 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<br>DPW  | Mid-Term   |
| 5. <u>Determine parking requirements for small scale missing middle housing and ADUs that accommodate increased occupancy and diffuse neighborhood conflicts.</u>   | DPZ         | Mid-Term   |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|------------------------------------|--|
| <b>DN-5 - Increase the supply of for-sale and rental housing units in all new developments attainable to low- and moderate-income households and special needs households.</b>  |                                    |  |
| 1. Reevaluate the County's inclusionary zoning policies to ensure they are meeting their intended objectives. Expand Moderate Income Housing Unit (MIHU) requirements in areas with a disproportionately lower share of housing options affordable to low- or moderate-income households.   | DHCD<br>DPZ                        | Mid-Term   |
| 2. Ensure that any corridor, neighborhood, redevelopment, or area plan includes clear policies for meeting affordable housing goals.  | DPZ<br>DHCD                        | Long-term  |
| 3. Update MIHU rules and fee structures, with the goal of producing more units throughout the County that are integrated within communities. Seek opportunities to amend the Zoning Regulations to enable housing types more conducive to on-site MIHU provision across a broader area.   | DHCD<br>DPZ                        | Long-term  |
| 4. Establish a working group to evaluate the feasibility of a targeted incentive program for affordable and accessible housing, including: <ul style="list-style-type: none"> <li>a. The creation of a definition of affordable and accessible housing, including physical factors such as unit type, size, or physical accessibility design criteria; and/or income factors through tools such as deed restrictions.</li> <li>b. A zoning overlay targeting locations for affordable and accessible housing where there is limited existing supply of affordable and accessible units.</li> <li>c. Incentives related to development, such as density bonuses or relief to setback or other development standards.</li> <li>d. Incentives related to the development process, such as the creation of a specific housing allocation pool for affordable and/or accessible units or other means of reducing other regulatory barriers.</li> </ul> | DPZ<br>DHCD<br>Non-profit Partners | Mid-Term   |
| 5. <u>Incentivize affordable for-sale housing opportunities in areas where low-income rental housing has become concentrated.</u>   | DPZ<br>DHCD                        | Long-term  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions  | Lead Agency                        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|--|------------------------------------|--|
| <b>DN-6 - Provide various incentives that encourage the development of for-sale and rental housing units affordable to low- and moderate-income households and special needs households.</b>   |                                    |  |
| 1. Continue to support the Housing Opportunities Trust Fund to expand the number of income-restricted rental and homeownership units produced. Explore the feasibility of establishing a dedicated funding source for this fund.                           | DHCD<br>Elected Officials<br>OOB   | Ongoing  |
| 2. Evaluate opportunities to co-locate income-restricted housing and community facilities on county-owned land.  | DPW<br>DPZ<br>DHCD                 | Long-term  |
| 3. Establish criteria for flexible use and disposition of county real estate assets that are near amenities and would promote development of affordable missing middle and multi-family housing for low- and moderate-income households where appropriate. | DHCD<br>HCHC<br>DPW                | Mid-Term   |
| 4. Offer additional incentives to encourage the production of more Moderate Income Housing Units than required, and/or deeper levels of income targeting in the form of Low Income Housing Units or Disability Income Housing Units.                       | DHCD<br>DPZ<br>Non-profit Partners | Ongoing  |
| 5. Continue to provide and increase downpayment assistance funding to income-eligible households through the County's Settlement Downpayment Loan Program.   | DHCD                               | Ongoing  |



**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency   | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|---|--|
| <b>DN-7 - Support the new development and redevelopment of multi-family communities to meet the County's current and future rental housing demands and ensure that resident displacement is minimized in redevelopment projects.</b>  |   |  |
| <del>1. Establish new locations and zoning districts as identified on the Future Land Use Map (FLUM) and defined in the character areas appendix for multi-family developments. Prioritize new locations for multi-family housing that are near transit and transit corridors.</del>  | <del>DPZ</del>  | <del>Mid-Term</del>  |
| 2. <del>1.</del> Support multi-family housing projects that serve a range of income levels and integrate traditional market rate housing with affordable housing opportunities.   | DHCD<br>DPZ   | Ongoing  |
| 3. <del>2.</del> Ensure that redevelopment of age-restricted housing and housing for residents with disabilities preserves affordability of units for existing residents.   | DHCD  | Ongoing  |
| 4. <del>3.</del> Strive for a one-for-one replacement of affordable housing units when multi-family communities with affordable units are redeveloped.  | HCHC<br>DHCD<br>Private Partners<br>Non-profit Partners | Ongoing  |
| <b>DN-8 - Create opportunities to increase the diversity of home choices in the Rural West, especially missing middle housing types, that preserve the character of the Rural West.</b>   |   |  |
| 1. Allow <del>Consider</del> the development of accessory dwelling units that conform to specific design and site criteria.   | DPZ   | Mid-Term   |
| 2. <del>Locate</del> Explore locating missing middle housing typologies in the Rural Crossroads, where upper-story residential and small-scale residential infill opportunities exist. Use recommendations found in the Rural Crossroads section of the Focus Areas Technical Appendix for additional guidance.                   | DPZ   | Mid-Term   |
| 3. Determine if there are strategic locations in the Rural West where it is feasible to accommodate increased housing development on shared or community well and shared or multi-use sewerage systems, while balancing other priorities such as environmental concerns, historical context, and agricultural preservation goals. | DPZ<br>DPW<br>HCHD                                      | Ongoing  |
| 4. Evaluate and amend Rural Conservation and Rural Residential Zoning District regulations to allow for duplex and multiplex housing types that fit within the existing neighborhood character.   | DPZ   | Mid-Term   |
| 5. Determine zoning, land development, and other code changes needed for small-scale, context-sensitive, multi-family or mixed-use development in the Rural West.   | DPZ   | Mid-Term   |
| 6. Evaluate and identify barriers to on-site tenant housing for the agricultural workforce.   | DPZ   | Long-term  |

**Table 10-1: Implementation Matrix**

| Policy and Implementing Actions   | Lead Agency        | Timeframe<br>(Mid-Term five-year,<br>Long-Term six+ years,<br>Ongoing) |
|---|--------------------|--|
| <b>DN-9 - Facilitate the use of shared and/or multi-use sewerage system technologies to create more diverse housing options in the Rural West.</b>  |                    |  |
| 1. Identify best practices for shared and/or multi-use sewerage systems and pursue state and local code changes necessary to facilitate their use.  | DPZ<br>DPW<br>HCHD | Long-Term  |
| 2. Establish necessary management, operations, and maintenance structures to increase the use of shared and multi-use sewerage systems in the West.   | DPW<br>DPZ         | Long-Term  |
| 3. Evaluate how accessory dwelling units may be able to safely connect to existing septic systems with capacity.  | DPZ<br>HCHD        | Ongoing  |
| <b>DN-10 - Establish policies, programs, and planning and zoning practices aimed at reducing farmer-neighbor conflicts.</b>   |                    |  |
| 1. Enhance farmer-resident relationships through expansion of educational programs that encourage farm visits and other activities to bridge the farming and non-farm communities and build understanding of allowable farm-related uses. | HCEDA<br>OCS       | Ongoing  |
| 2. Work with the agricultural and development community to evaluate, determine, and implement adequate landscape, screening, or other type of buffer requirement on new residential development abutting agricultural uses.               | DPZ                | Ongoing  |
| 3. Encourage use of the Maryland Agricultural Conflict Resolution Service or other conflict resolution programs to help address farmer-neighbor conflicts.  | HCEDA<br>OCS       | Ongoing  |