Introduced
Public Hearing —
Council Action ———
Executive Action
Effective Date

## **County Council of Howard County, Maryland**

2023 Legislative Session

Legislative Day No. 13

## Bill No. 41-2023

Introduced by: The Chairperson at the request of the County Executive

AN ACT amending the Adequate Public Facilities Act in order to remove references to specific types of housing unit allocations; removing references to "geographic" targets as a basis for the housing unit allocation chart; and generally relating to the Adequate Public Facilities Act of Howard County.

Introduced and read first time, 2023. Or	dered posted	and hearing scheduled.
	By orderN	Michelle Harrod, Administrator
Having been posted and notice of time & place of hearing & title of second time at a public hearing on		been published according to Charter, the Bill was read for a
	By order N	Michelle Harrod, Administrator
This Bill was read the third time on, 2023 and Passe	ed, Passe	ed with amendments, Failed
		Michelle Harrod, Administrator
Sealed with the County Seal and presented to the County Executive	e for approva	al thisday of, 2023 at a.m./p.m.
	By orderN	Michelle Harrod, Administrator
Approved/Vetoed by the County Executive	, 2023	
	Ō	Calvin Ball, County Executive

NOTE: [[text in brackets]] indicates deletions from existing law; TEXT IN SMALL CAPITALS indicates additions to existing law; Strike-out indicates material deleted by amendment; Underlining indicates material added by amendment

1	WHEREAS, HoCo By Design, when effective, will become the new General Plan for
2	Howard County, supplanting PlanHoward 2030; and
3	
4	WHEREAS, HoCo By Design renders various provisions of the Adequate Public
5	Facilities Act of Howard County that reference elements of PlanHoward 2030 obsolete; and
6	
7	WHEREAS, Section 16.1102(b) of the Howard County Code requires the Department of
8	Planning and Zoning to prepare and update a Housing Unit Allocation Chart that incorporates
9	General Plan projections for the number of housing unit allocations available to be granted in the
10	County each year; and
11	
12	WHEREAS, Sections 16.1102(b)(1) and 16.1110(o) of the Howard County Code each
13	reference the following "geographic areas" or "Designated Place Types," established in
14	PlanHoward 2030, for purposes of distributing housing allocations in the Housing Unit
15	Allocation Chart: Downtown Columbia; Growth and Revitalization; Established Communities;
16	Green Neighborhood; and the Rural West; and
17	
18	WHEREAS, HoCo By Design eliminates the Green Neighborhood allocations and
19	moves away from the "Designated Place Types" outlined in <i>PlanHoward 2030</i> , in favor of
20	"Character Areas."
21	
22	NOW, THEREFORE,
23	
24	Section 1. Be It Enacted by the County Council of Howard County, Maryland, that the Howard
25	County Code is amended as follows:
26	
27	By amending
28	Title 16, Planning, Zoning and Subdivisions and Land Development Regulations.
29	Subsection (b) of Section 16.1102 "Housing unit allocation concept; housing unit
30	allocation chart"

1			
2			Subsection (g) of Section 16.1104. Housing unit allocation process.
3			
4			Subsection (1) and Subsection (0) of Section 16.1110 "Definitions"
5			
6		T	itle 16. Planning, Zoning and Subdivisions and Land Development Regulations.
7			Subtitle 11. Adequate Public Facilities.
8			
9	Sec	tion 1	16.1102. Housing unit allocation concept; housing unit allocation chart.
10	(b)	Нои	using Unit Allocation Chart:
11		(1)	Description. The housing unit allocation chart is a chart indicating the projected
12			number of housing unit allocations available to be granted in the County each year for
13			a ten-year period. The chart is designed to specify housing unit allocations for the
14			scheduled completion year of a project or any phase of a project. [[The chart divides
15			the available housing unit allocations into the following categories based on
16			geographic areas as set forth in the general plan: Growth and revitalization, established
17			communities, the Rural West and Downtown Columbia, and green neighborhood
18			units.]]
19		(2)	Basis. The basis of the housing unit allocation chart is the general PLAN'S [[plan
20			geographic]] targets for residential growth. However, if the general plan monitoring
21			report indicates that general plan policies for agricultural preservation and
22			environmental protection are not being met, the housing unit allocation chart may be
23			adjusted to more effectively achieve these policies.
24		(3)	Preparation and adoption. The Department of Planning and Zoning shall prepare and
25			update the housing unit allocation chart for consideration and adoption by the County
26			Council. Once each year, and more often if the Council determines that amendments
27			are appropriate, the County Council shall adopt the housing unit allocation chart by
28			resolution, after a public hearing. Whenever the housing unit allocation chart is
29			adopted or amended, the school capacity chart shall be adopted or amended
30			concurrently to be consistent.

- (4) Amendments for economic development, grants, etc. From time to time, the County 1 may be presented with opportunities for economic development [o]r availabilities of 2 3 state or federal grant moneys which require increasing the number of housing unit allocations for distribution for a given year. In order to take advantage of these 4 opportunities, the County Council may, at any time, amend the housing unit allocation 5 chart for a certain year or years. If the Council makes such an amendment, it shall use 6 7 the rolling average (see section 16.1110, "definitions") to amend the number and/or 8 distribution of allocations for subsequent years. 9 [[(5) Green neighborhood allocations. To encourage sustainable residential planning and 10 design, to minimize adverse impacts on natural resources, and to promote energy efficiency, beginning in fiscal year 2008: 11 12 (i) The annual housing unit allocation chart may move up to 100 allocations per year 13 from other housing allocation categories to be used solely for housing that meets 14 green neighborhood standards adopted by resolution of the County Council; (ii) A development using green neighborhood allocations shall satisfy the remaining 15 applicable provisions of this subtitle. ]] 16 ([[6]]5) Downtown Columbia Housing allocations. To encourage the revitalization of 17 Downtown Columbia, beginning in fiscal year 2011 the number of housing unit 18
- allocations shall be increased to provide allocations consistent with the phasingprogression in the adopted Downtown Columbia plan as follows:
- (i) For Downtown Columbia revitalization, the housing unit allocation chart adopted
  each year by the County Council shall include the total number of residential units
  allowed in the current phase of the downtown revitalization phasing progression,
  and shall also include the total number of units allowed in the downtown
  revitalization phasing progression for all subsequent phases of downtown
  revitalization.
- (ii) The annual distribution of allocations within each phase shall ensure that
  sufficient allocations are available at the beginning of each phase to take
  advantage of mixed-use market opportunities and ensure timely achievement of
  phasing progression and CEPPA requirements.

1	(iii) The granting of allocations for downtown revitalization is made independent of
2	and without reference to the number of allocations for the planning region of
3	Columbia. The granting of allocations for development under new Town zoning
4	that is not subject to the downtown revitalization phasing progression continues to
5	be based on the allocations for the Columbia Planning Region.
6	[[(iv)Development in Downtown Columbia may not use Green Neighborhood
7	allocations. ]]
8	[[(v)]](V) If the total number of residential units proposed in a final development
9	plan application exceeds the number of available allocations for the scheduled
10	completion year of either the initial phase or any additional phase(s), the
11	developer may request and the Department of Planning and Zoning shall authorize
12	the advancing of allocations from future years needed to complete a
13	comprehensive final development plan provided that:
14	a. The plan complies with phasing progression requirements;
15	b. All necessary CEPPA requirements have been met;
16	c. All adequate public facilities transportation tests have been passed; and
17	d. The adequate public facilities schools tests have been passed.
18	[[(vi)]](v) Redistribution of housing unit allocations within an approved final
19	development plan is permitted within the first four years of the final development
20	plan phasing without being subject to section 16.1104(b) or retesting for housing
21	unit allocations and adequate school facilities provided:
22	a. The total number of housing unit allocations approved by the final
23	development plan is not exceeded;
24	b. Milestones are satisfied for all plan processing;
25	c. The redistribution of units complies with the downtown revitalization
26	phasing progression requirements; and
27	d. All necessary CEPPA requirements have been met.
28	The redistribution of units may be subject to retesting for adequate transportation
29	facilities if the Department of Planning and Zoning, in consultation with the

1	Department of Public Works, finds it appropriate to retest based on the number of
2	units being redistributed and existing critical lane volume.
3	After the first four years of the final development plan phasing, any redistribution
4	of housing unit allocations will require rephasing under section 16.1104.(b).
5	[[(vii)]](VI) Allocations will become permanent upon the recordation of the approved
6	final development plan, and will remain valid provided the developer continues to
7	meet all required milestones.
8	
9	Section 16.1104. Housing unit allocation process.
10	[[(g) Order of Granting Allocations. If a project is eligible for allocations from more than one
11	category, an allocation granted under this subtitle shall generally be granted from the appropriate
12	geographic area, prior to granting green neighborhood allocations. The Department may grant
13	allocations to a project in a different sequence if the grant more equitably distributes allocations
14	among all projects waiting for allocations.]]
15	
16	Section 16.1110. Definitions.
17	(a) Affordable housing unit means a moderate or middle income housing unit as defined in the
18	Howard County Zoning Regulations.
19	(a-1)Available housing unit allocations are the number of housing unit allocations that the
20	Department of Planning and Zoning may grant in any year, based on the housing unit
21	allocation chart adopted by the County Council less housing unit allocations already granted
22	for that year.
23	(b) Background traffic growth is the traffic, other than traffic existing at the time of application,
24	which will be generated by:
25	(1) Regional pass-through users; and
26	(2) Projects which are not subject to the test for adequate road facilities.
27	(c) Bulk parcel—Residential means a residential parcel recorded for the purpose of
28	development of apartments, single-family attached, single-family detached or mobile home
29	units on a single lot where tentative housing unit allocations have been granted.

- (d) *Capacity* means when used in relation to road facilities, capacity means the total number of
   vehicles that can be accommodated by a road facility during a specified time period under
   prevailing roadway operating conditions.
- 5 prevaining toadway operating conditions.
- 4 (d-1) *Capacity utilization* means the ratio of a facility's enrollment to its program capacity.
- 5 (e) *Comprehensive project* means a project in the following zoning districts:
- $6 \qquad (1) \quad \text{New Town (NT)}$
- 7 (2) Planned Golf Course Community (PGCC)
- 8 (3) Mixed Use (MXD)
- 9 (4) Residential: Apartments (R-A-15)
- 10 (f) *Constrained road facility* means in the planned service area for water and sewerage, a
- 11 constrained road facility means the intersection of a major collector or higher classified road
- 12 with a major collector or higher classified road which has historic or environmental value
- 13 which would be adversely affected by certain road improvements.
- 14 In the no-planned service area for water and sewerage, a constrained road facility means the
- 15 intersection of a minor collector or higher classified road with a minor collector or higher
- 16 classified road which has historic or environmental value which would be adversely affected by
- 17 certain road improvements.
- 18 The County Council, by resolution, declares a road facility constrained and identifies the
- 19 feature(s) which form the basis for its decision to declare the road facility constrained.
- 20 (g) Conventional project means a project other than a comprehensive project.
- 21 (h) Downtown Columbia means the geographic area defined as Downtown Columbia in section
- 22 103 of the Howard County Zoning Regulations.
- 23 (i) *Exempt governmental facility* means:
- (1) A facility to be owned or operated by the Federal Government, State Government,
   Howard County Public Schools, or any agency thereof;
- (2) A facility owned by Howard County or any agency thereof where essential County
   Government services are provided, limited to police services, fire prevention and
   suppression services, emergency medical services, highway maintenance, detention
   facilities, water treatment and supply, sewage disposal and treatment and solid waste
   disposal.

- 1 (j) Final development plan proposing Downtown Columbia Revitalization means a drawing or 2 series of drawings, at an appropriate scale, and related text covering all or a portion of 3 Downtown Columbia that proposes development pursuant to section 125.E of the zoning regulations. 4 5 (k) *Floor area ratio* means the ratio of the floor area of a structure to the lot area, where: (1) The floor area is calculated by measuring the exterior faces of the walls of the structure 6 7 minus any area within the structure devoted to parking, driveways, atria, enclosed 8 malls and similar areas; and 9 (2) The lot area is calculated including any adjoining lots used for required parking for the 10 structure. 11 (1)General plan target; general plan residential growth target means for the purposes of this 12 subtitle, the general plan target and general plan residential growth target mean the housing 13 unit projections established in the general plan [[for each planning area including the senior 14 east set aside, and in addition 250 housing units per year for Route 1 revitalization]]. 15 (m) Governmental action means the action or inaction of a governmental agency in relation to a 16 timely filed action by a developer. For the purposes of this subtitle, governmental agency 17 means an agency of the Federal, State, or local government, including, but not limited to, 18 the U.S. Corps of Engineers, the Maryland Department of the Environment, the Zoning 19 Board, and the Board of Appeals. 20 (n) *Housing unit allocation* or *allocation* means an approval to build a housing unit. (1) *Tentative housing unit allocation* or *tentative allocation* means the temporary approval, 21 granted during the subdivision plan process, to build a housing unit in a project which 22 23 requires housing unit allocations as a condition of project approval. 24 (2) Permanent housing unit allocation or permanent allocation means a permanent 25 approval, granted at recordation of a subdivision or at site development plan approval, to build a housing unit in a project which requires housing unit allocations as a 26 27 condition of project approval. 28 (o) Housing unit allocation chart means a chart indicating the projected number of housing unit 29 allocations available to be granted in the County each year for a ten-year period. [[The chart
- 30 divides the available housing unit allocations into geographic areas and may provide for

1		green neighborhood and Downtown Columbia units. In a given year, no more than 35			
2		perc	percent of the allocations available in the growth and revitalization region may be granted to		
3		projects in a particular planning area, as established by PlanHoward 2030, Map 6-2			
4		"De	signa	tted Place Types".]] The number of housing unit allocations on the chart shall be as	
5		foll	ows:		
6		(1)	In th	ne first year after the effective date of this subtitle the number of housing unit	
7			allo	cations on the chart for that year and each of the next two years shall equal the	
8			gen	eral plan annual target for residential completions for those years.	
9		(2)	In th	ne second year after the effective date of this subtitle, the number of housing unit	
10			allo	cations on the chart for that year and for each of the next two years, based on the	
11			rolli	ing average, shall be the general plan target for residential completions for the year	
12			in q	uestion minus one-third of the difference between:	
13			(i)	The number of housing unit allocations granted during the prior year plus the	
14				number of housing units in projects approved during the prior year which were	
15				exempt from the provisions of this subtitle pursuant to subsections 16.1107(b)(1)	
16				and (5) of this subtitle; and	
17			(ii)	The prior year's general plan target.	
18		(3)	In th	ne third and later years after the effective date of this subtitle, the number of	
19			hou	sing unit allocations on the chart for the current year and for each of the next two	
20			year	rs, based on the rolling average, shall be the general plan target for residential	
21			com	pletions for the year in question minus one-third of the difference between:	
22			(i)	The housing unit allocations granted during the two preceding years plus the	
23				housing units in projects approved during two preceding years which were exempt	
24				from the provisions of this subtitle pursuant to subsections $16.1107(b)(1)$ and (5)	
25				of this subtitle; and	
26			(ii)	The sum of the general plan targets for the two preceding years.	
27	(p)	Hov	vard	County Design Manual means Chapter 4 of Volume III (Roads and Bridges) of the	
28		Hov	vard	County Design Manual which specifies requirements for adequate transportation	
29		faci	lities		
30	(q)	Imp	act a	rea:	

(1) Impact area means the set of intersections to be studied. In accordance with the table below, the projected trip generation of a project shall determine the minimum number of intersections to be included in the impact area.

1

2

3

Net Peak Hour Site Trips	Minimum Number of Intersections in Each Direction
5—99	1
100—399	2
400—799	3
800—1500	4
>1500	5

For projects in the planned service area for public water and sewer, excluding 4 (2)5 Downtown Columbia, the standard impact area is limited to intersections within one and a half road miles in all directions from each entrance to the project. For projects 6 7 outside the planned service area for public water and sewer, the standard impact area is 8 limited to intersections within two road miles in all directions from each entrance to 9 the project. Inside the planned service area for public water and sewer, the minimum 10 number of intersections in each direction refers to intersections of a major collector or 11 higher classified road with a major collector or higher classified road for the standard 12 impact area. Outside the planned service area for public water and sewer, the minimum 13 number of intersections in each direction refers to intersections of a minor collector or higher classified road with a minor collector or higher classified road for the standard 14 impact area. Inside or outside the planned service area for public water and sewer, if an 15 intersection at an entrance to the project is included in the impact area, it shall not 16 17 count toward the minimum number of intersections in each direction.

(3) If a development is projected to generate 100 peak hour trips or more for either the AM
or PM study period, the developer shall request a traffic impact area scoping meeting
prior to submitting the plan for the development. The Department of Planning and
Zoning shall determine whether the scoping meeting will be conducted by email,
phone, in-person, or virtual meeting, and shall, together with the Department of Public
Works, conduct the meeting with the developer to discuss if the distance of the
standard impact area should be extended or if any additional intersections should be

included in the impact area. The Department of Planning and Zoning, in consultation 1 with the Department of Public Works, shall determine the additional intersections to be 2 3 studied, if any, based on intersection location, anticipated trip distribution, existing level of service, or known operational complaints and notify the developer in writing 4 of the intersections to be studied within one week following the scoping meeting. The 5 Department of Planning and Zoning may waive the requirement to study a certain 6 7 intersection if the Department of Public Works has on file a valid traffic study of that intersection which was completed within the last year. If, during the plan review 8 9 process, the peak hour trips generated by the proposed development changes by ten 10 percent or more or by 15 trips or more, whichever is greater, a new scoping meeting will be required and the Department of Planning and Zoning, in consultation with the 11 12 Department of Public Works, may require additional intersections to be studied based 13 on intersection location, anticipated trip distribution, existing level of service, or 14 known operational complaints. For Downtown Columbia the impact area shall be determined in accordance with the 15 16 Howard County Design Manual. 17 *Initial plan stage.* An initial plan stage means either (i) a sketch plan or preliminary (r) 18 equivalent sketch plan under the Subdivision and Land Development Regulations; (ii) a 19 final development plan proposing downtown revitalization under the zoning regulations; or 20 (iii) a site development plan if subdivision is not required. (s) *Major collector* or *major collector highway* means a road classified as a major collector 21 22 highway on the Howard County general plan, except that in determining the impact area for 23 site development plans, major collector also means a road, not classified as a major collector highway on the Howard County general plan, but constructed to the physical 24 25 specifications set forth in the design manual for construction of a road so classified. Major facilities agreement means an agreement between the County, the State, if 26 (t) 27 appropriate, and the developer of a project incorporating the developer's approved 28 mitigation plan and covering the developer's financial obligations for mitigation.

1	(u)	Milestone means the date, unless delayed by governmental action, by which a developer
2		must submit the next plan stage of a subdivision to the Department of Planning and Zoning
3		for approval.

4 (v) *Minimum level of service for Howard County road facilities, excluding Downtown*5 *Columbia* means level of service D. minimum level of service of a State road facility means
6 level of service E. for Downtown Columbia, the intersection standard is established in the

- 7 Howard County Design Manual.
- 8 (w) *Minor collector* or *minor collector highway* means a road classified as a minor collector
  9 highway on the Howard County general plan.

10 (x) *Minor subdivision* means the division of a residential or agricultural parcel that has not been

11 part of a previously recorded subdivision, into four or fewer residential lots (including

buildable preservation parcels but excluding open space and nonbuildable preservation
parcels), either all at one time or lot by lot.

14 (x-1) *Mitigation* means the construction or the funding of improvements to off-site road
 15 facilities by a developer, as approved by the Director of Planning and Zoning, after
 16 consultation with the Director of Public Works.

17 (y) *Open*:

## (1) For a school capacity chart adopted prior to January 1, 2019, open has the following meanings:

- 20 (i) School region—Open means that the projected capacity utilization of a school
   21 region is below 115 percent of the elementary schools within the region.
- (ii) Elementary school—Open means that the projected capacity utilization of the
   elementary school is below 115 percent of the school.
- (iii) Middle school—Open means that the projected capacity utilization of the middle
   school is below 115 percent of the school.
- (2) For a school capacity chart adopted after January 1, 2019, open has the following
   meanings:

1	(i) School region—Open means that the projected enrollment of a school region is
2	below 105 percent of the program capacity of the elementary schools within the
3	region.
4	(ii) Elementary school—Open means that the projected enrollment of the elementary
5	school is below 105 percent of the program capacity of the school.
6	(iii) Middle school—Open means that the projected enrollment of the middle school is
7	below 110 percent of the program capacity of the school.
8	(iv) High school—Open means that the projected enrollment of the high school is
9	below 115 percent of the program capacity of the school.
10	(z) <i>Phased project</i> means a project utilizing phasing.
11	(aa) Phasing means the sequential development of portions of a subdivision pursuant to a sketch
12	plan which includes a schedule for submission of preliminary and final plan applications for
13	the various phases of the project and a schedule for completion of these phases.
14	(ab) Plan stage means one of the three levels of a subdivision plan-sketch plan, preliminary
15	plan, and final plan.
16	(ac) <i>Planning region</i> means a geographic area of the County identified in the general plan that is
17	used for forecasting housing growth.
18	(ad) Program capacity means the capacity, as defined by the Howard County Board of
19	Education policies, for grades kindergarten through grade 12. Program capacity does not
20	include prekindergarten, special education and relocatable capacity.
21	(ae) Road facilities:
22	(1) In planned service area for public water and sewer. In that portion of the County in the
23	planned service area for public water and sewer, road facilities means at grade
24	intersections of major collectors or higher classified roads which are beyond the
25	boundaries of the proposed project.
26	(2) In no planned service area for public water and sewer. In that portion of the County in
27	the no planned service area for public water and sewer, road facilities means at grade
28	intersections of minor collectors or higher classified roads which are beyond the
29	boundaries of the proposed project.

- (3) Road facilities does not include road improvements which a developer is required to 1 provide pursuant to the provisions of section 16.119, "Highways, Streets, and Roads," 2 3 of the subdivision regulations. 4 (af) *Rolling average* means to recalculate the number of available housing unit allocations for a 5 given year in order to manage housing unit allocations under the general plan residential growth targets. 6 7 Beginning on July 1, 2020, all prior available allocations are expired and shall be excluded 8 from the rolling average. Notwithstanding the preceding sentence, beginning on July 1, 2020, no 9 more than ten percent of the available allocations from the immediately preceding year's housing 10 unit allocation chart may be included in the recalculation of the rolling average. This provision 11 shall not apply to Downtown Columbia housing unit allocations. 12 (ag) Scheduled completion year: 13 (1) *Road facilities:* 14 (i) Nonresidential projects means when used in relation to road facilities serving nonresidential projects, "scheduled completion year" means the year as approved 15 on the subdivision or site development plan, for scheduled completion of the 16 project or phases of the project. 17 (ii) Residential projects: 18 When used in relation to road facilities serving unphased residential projects, 19 a. "scheduled completion year" means the third year following the year the 20 application is submitted. 21 22 When used in relation to road facilities serving phased conventional b. 23 residential projects, "scheduled completion year" of the initial phase of the 24 project means the third year following the year the application is submitted. 25 The scheduled completion year of subsequent phases of the project are the years indicated for scheduled completion of the phases of the project as 26 27 approved on the subdivision or site development plan. 28 When used in relation to road facilities serving phased comprehensive c.
  - 13

residential projects, "scheduled completion year" of the phases of the project

1	means the years indicated for scheduled completion of the phases of the
2	project as approved on the subdivision or site development plan.
3	(2) Schools:
4	(i) When used in relation to schools, "scheduled completion year" of an unphased
5	project means the third year following approval of the project for adequate school
6	facilities.
7	(ii) When used in relation to schools, "scheduled completion year" of the initial phase
8	of a phased conventional project means the third year following approval of the
9	project for adequate school facilities.
10	(iii) When used in relation to schools, "scheduled completion year" of a phase of a
11	phased conventional project beyond the initial phase means the year for
12	completion of the phase, as shown in the application for sketch plan approval of
13	the project.
14	(iv) When used in relation to schools, "scheduled completion year" of a phase of a
15	comprehensive project, means the year, at least three years following the year the
16	sketch plan application is submitted, for completion of the phase, as shown in the
17	application for sketch plan approval of the project.
18	(ah) School capacity chart means a chart indicating which elementary school regions and which
19	elementary, middle, and high schools are open to new residential development and which
20	are constrained to new residential development for each of the following ten years.
21	(ai) School capacity test means a test to determine whether the elementary school region and
22	elementary, middle, and high school serving a proposed project are open to new residential
23	development in the scheduled completion year of the project or the phases of the project.
24	(aj) School region means a geographic area, determined by the Howard County Board of
25	Education, containing a group of contiguous elementary school service areas.
26	(ak) Unphased project means a project which does not utilize phasing.
27	
28	Section 2. And Be It Further Enacted by the County Council of Howard County, Maryland that
29	this Act shall become effective 61 days after its enactment.