

Managing Maryland's Growth

Models and Guidelines

Preparing A Comprehensive Plan

- *Outline*
- *Public Participation*
- *Visions for Growth and Protection*
- *Goals, Objectives & Policies*
- *Planning Guidelines*
- *Data Resources*

***This document may not reflect current law
and practice and may be inconsistent
with current regulations.***

The Maryland Economic Growth,
Resource Protection, and Planning Act of 1992

The Maryland Office of Planning
Maryland Dept. of Housing and Community Development

State of Maryland

Parris N. Glendening, *Governor*

Maryland Office of Planning

Ronald M. Kreitner, *Director*

Maryland Department of Housing & Community Development

Patricia J. Payne, *Secretary*

January, 1996



MARYLAND *Office of Planning*



MARYLAND DEPARTMENT OF HOUSING
AND COMMUNITY DEVELOPMENT

This booklet was written and designed by the Local Planning Assistance and Planning Design Units of the Maryland Office of Planning in cooperation with the Department of Housing and Community Development as a service to local governments and planning officials. The principal authors are Larry Duket, Vivian Marsh, and Rupert Friday. Original graphics prepared by Larry Duket. Graphic design and production by Ruth O. Powell and Mark S. Praetorius. Word processing and other valuable support services by Betsy Zentz.

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APPENDIX D: STRATEGIES FOR LINKING TRANSPORTATION AND LAND USE

Transportation Strategies	Land Use Policies	Linkage Techniques
<p>Transportation Investment Districts:</p> <p>Districts are specific geographic areas targeted for investments in transportation facilities and services.</p>	<p>Concentrate growth and development in areas where housing, employment, shopping, and cultural resources form sustainable communities.</p>	<p>Designate the Comprehensive Plan's growth areas as transportation investment districts.</p> <p>Target other infrastructure investments to growth areas.</p> <p>Facilitate infill and redevelopment activities in growth areas.</p> <p>Eliminate incentives for development outside growth areas.</p>
<p>Transportation Design Criteria:</p> <p>Includes criteria for design improvements and standards for transportation systems.</p>	<p>Promote a land use pattern that results in efficient use of transportation facilities.</p>	<p>Manage and design site access to reduce conflicts between highway traffic and adjacent land uses.</p>
<p>Rural Road Classification System:</p> <p>Preserve rural and scenic character of roads by avoiding capacity expansions and controlling traffic.</p>	<p>Minimize traffic through rural areas by promoting growth areas and rural population centers that, insofar as possible, meet the needs of residents locally.</p> <p>Discourage strip development and residential sprawl.</p>	<p>Very low density or exclusive agricultural zoning.</p> <p>Transferable development rights, cluster development, and design guidelines for rural character.</p> <p>Purchase of development rights and conservation and scenic easements.</p> <p>Restricted road access.</p>

Source: Adapted from Working Paper: Proposed Strategies to Link Transportation and Land Use, Draft WILMAPCO Metropolitan Transportation Program, T. Zegeye (1995)

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- It is important that workshop facilitators explain that the purpose is to try to get a sense of the community's needs, that all ideas may not be possible to implement, and that some issues may be beyond the authority of the local jurisdiction to handle. The facilitator may refer the problem to a higher authority such as municipal, county, state, or federal governments or agencies.

Nominal Group Workshop

The nominal group workshop is a process that brings people together as a group to list their ideas, concerns, and needs.

The process involves a simple listing and recording of input provided by the participants with as little discussion as possible. Next, the participants vote on the composite list of ideas to help set priorities for future action.

The process by which the workshop is normally conducted has strong attributes which allow each participant to fully participate. For example, upon entering the meeting room, participants are assigned random seats, thus breaking up cliques and promoting individual thinking. When the group as a whole reaches consensus on the most important ideas or concerns, each participant has had an equal part in the process and is more likely to support the overall recommendations or priorities.

The process offers:

- A method of allowing each person to fully participate rather than just listening to others.
- An effective method of preventing domination by an individual or small but vocal group during the listing of ideas.
- A democratic method of allowing each participant to have an equal say in the setting of priorities. By voting, everyone has an equal opportunity to voice their opinion.
- Consensus building among the participants. The participants usually come from diverse backgrounds and have differing needs and ideas. Although their ideas and needs are not likely to change during the course of the workshop, it is likely that they will be exposed to different points-of-view and will perceive a high degree of consensus from the group on the issues of greatest concern. The fact they have had an equal part in the process will mean that they are more likely to support the actions agreed upon.

Cautions:

- It is important for those conducting a workshop to clearly understand that the citizens will remember which problems and concerns were the big winners. They will expect them to be included and acted on.

APPENDIX C: PUBLIC PARTICIPATION AND THE COMPREHENSIVE PLAN

APPENDIX B: PUBLIC PARTICIPATION

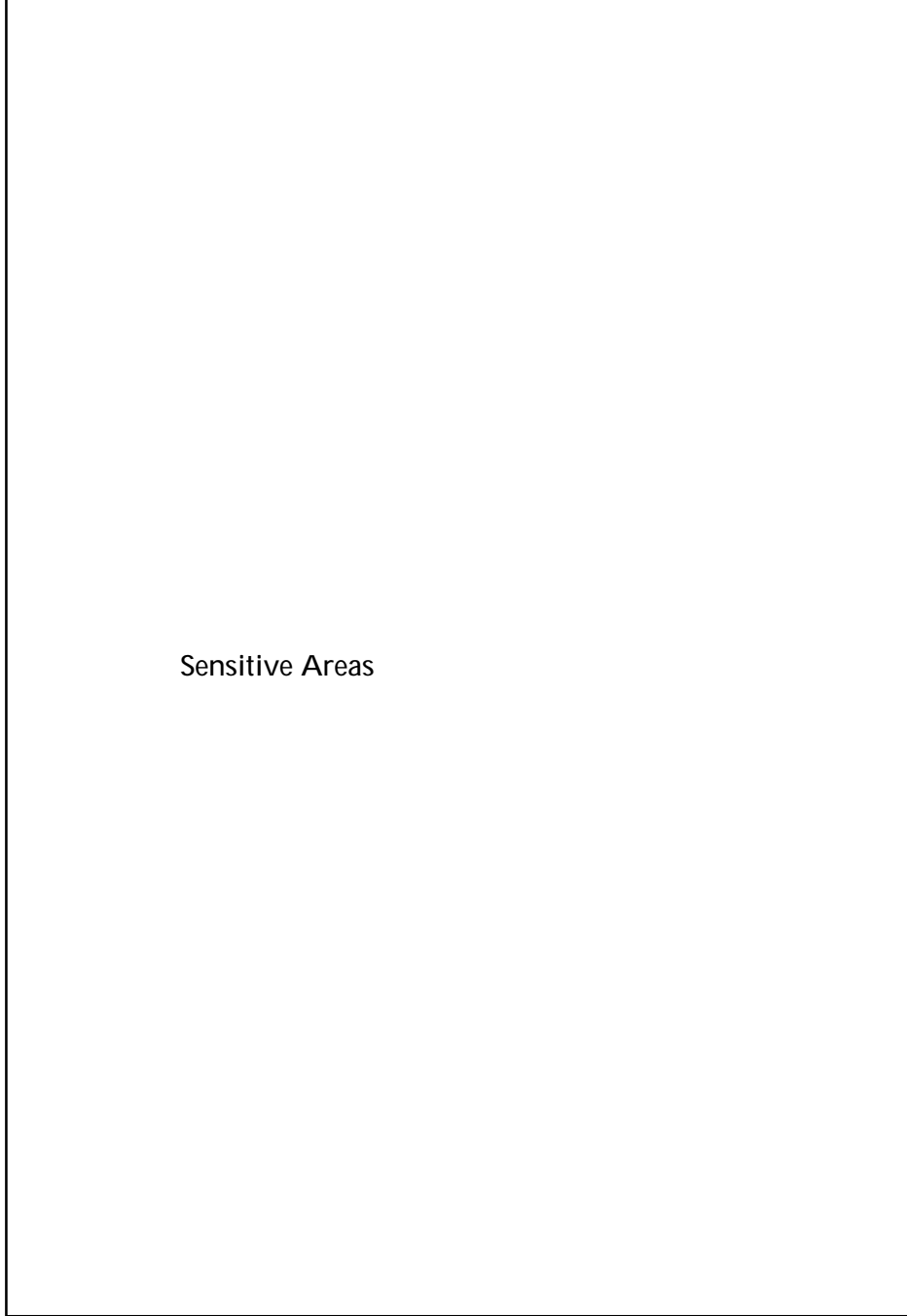
APPENDIX A: DATA RESOURCES FOR COMPREHENSIVE PLANNING

Opportunities

Implementation Objective: To prepare and apply regulations, incentive programs, and coordination mechanisms that will bring the visions, goals, policies, and land use recommendations of the Comprehensive Plan to fruition.

Implementation Policies

- The Town shall revise zoning and other regulations to facilitate Plan implementation.
- Regulatory flexibility and project innovations will be accomplished, in part, by revising prescriptive zoning and other regulations to be more descriptive in nature.
- Permit streamlining will be accomplished by working with State agencies to “certify” consistency of Town projects as part of formal State applications, by adopting the “street tree” option under the Forest Conservation Act, by advance planning for the use of Critical Area Growth Allocation, and by studying the feasibility of “wetlands mitigation” banking and other types of land banking.
- All implementation regulations, programs, and projects shall be consistent with the Comprehensive Plan.
- The Town shall adopt “benchmarks” related to the Town’s physical, economic, social, and environmental condition, as well as annual “goal measures” for each benchmark. This will permit the Plan to be evaluated over time to determine whether it is being successfully implemented.
- The Planning Commission shall prepare an Annual Report which summarizes planning, zoning, subdivision, site plan, project review, and Board of Appeals activities; assesses progress in meeting the visions of the Plan; assesses Town benchmarks; summarizes County and State actions affecting the Town; and makes recommendations to the Mayor and Council for strengthening growth management and resource protection in the Town. This Report shall be sent to the Mayor and Council and to the Maryland Office of Planning.



- The Town will maintain maps of steep slopes, streams and buffers, wellfields, floodplains, habitat areas, and wetlands for reference by landowners and developers.
- Project and permit review and approval for development located away from sensitive areas in the U-RDB will be streamlined.
- When it is not possible for development to avoid sensitive areas, such as road crossings over steep slopes or stream corridors, developers will use development techniques that minimize impacts and shall otherwise mitigate adverse impacts.
- In redevelopment of the riverfront industrial & commercial areas, buffers will be re-established in natural vegetation, except at precise locations where water access is needed for water dependent uses, or where a buffer exemption or exclusion is part of the Town's Chesapeake Bay Critical Area Program.

Interjurisdictional Coordination Objective: To ensure that the County and State governments are aware and supportive of the Town's Comprehensive Plan, particularly with regard to County and State plans, capital projects, funds, permits, and technical assistance.

Coordination Policies

- When the Town Plan is revised in the future, the process shall include meetings with relevant County and State officials.
- The Town shall continue to work with the County to maintain the U-RDB and to accomplish strategic planning with regard to annexation potential.
- The Town shall provide notices to the County of proposed actions within the Town and U-RDB which may be of interest to the County. The Town shall work with the County to arrange reciprocal notification of nearby proposals that may be of interest to the Town.
- The Town Planning Department shall review and comment on proposed land use activities near the Town that have potential to affect the Town.
- The Town shall arrange periodic meetings with County and State officials on matters needing special attention.

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- In Neighborhood Conservation and Historic Preservation Districts, new construction shall be architecturally compatible with existing structures so that the character of these areas can be maintained.

Sensitive Areas Objective: To protect and enhance the Town's air and water quality, important habitats, and other natural features that contribute to the Town's quality of life.

Sensitive Area Policies

- The Comprehensive Plan designates land with any of the following features as "sensitive areas:"
 - Steep slopes (land having more than 15 percent grade within the Chesapeake Bay Critical Area or within 100 feet of streams; all other land having more than 20 percent grade).
 - Perennial streams and the riverfront, including banks and a 100 foot buffer.
 - Intermittent streams and their banks and a 50 foot buffer.
 - The Town's wellfield and a 100 foot buffer around the well.
 - Areas within the 100 year floodplain extending beyond stream buffers.
 - Habitat of threatened and endangered species listed by the State's Natural Heritage Program.
 - Non-tidal wetlands.
- Development will avoid sensitive areas. Development regulations including yard setbacks, lot coverage, and height will be revised to provide flexibility for avoiding development in sensitive areas.
- Flexibility in lot size standards will be used so that developers can protect sensitive areas.
- Review of site plans for proposed development will ensure that all reasonable measures are taken to protect sensitive areas both during and after development.

street traffic and on existing and planned land uses. Transportation projects shall not physically divide or otherwise adversely affect established residential and commercial neighborhoods.

- Strip commercial development shall be avoided.
- Large residential and commercial lots shall be discouraged.
- Yard setbacks, bulk standards, and height restrictions that retain or promote desirable community character shall be established.
- Site designs that retain or create a pedestrian-friendly community shall be encouraged and facilitated.
- Where possible, all redevelopment and new development shall retain the pattern, scale, and character of the surrounding neighborhood.
- Cul-de-sacs will be avoided, except where they are the only feasible means to prevent disturbance of sensitive areas.
- Street trees and trees in public open spaces shall be retained. Landowners shall be encouraged to plant additional trees on their property.
- The scale, character, number, and location of signs shall not be detrimental to the Town's character.
- The review of development proposals will place priority on protection of historic and culturally significant buildings, monuments, and spaces which contribute to the character of the Town.
- The Town shall retain and acquire adequate public open space to enhance the Town's character and quality of life.
- Town boundaries and gateways, as identified on the Plan Map, will be enhanced.
- Connections to the rural landscape will be maintained by encouraging protection of farm and forest land outside the County-Town growth boundary.

Town-County Growth Management Coordination

designated neighborhoods of the Town. Low impact businesses, such as catalogue sales, telecommuting, and other forms of “home-based” businesses shall be encouraged through revised zoning.

Municipal Expansion Objective: The Town shall grow in accordance with the adopted Comprehensive Plan, particularly with regard to plans for municipal annexation and implementation of the U-RDB.

Municipal Expansion Policies

- The Land Use Plan Map and the U-RDB shall guide the timing, location, and general land uses for annexed properties. Lands within the U-RDB but not within the area planned for municipal growth, shall not generally be eligible for annexation to the Town in keeping with the Town-County Growth Management Agreement, and consistent with the Comprehensive Plan.
- Land considered for annexation shall be adjacent to existing developed areas and within the U-RDB .
- Land to be annexed by the Town shall be developed at a density, scale, and character that is compatible with the Town.
- The Town shall encourage the County’s Plan to designate certain lands within the U-RDB as suitable for municipal land uses so as to avoid the need for County “waivers” under the State annexation statute. Alternatively, the Town shall encourage the County to grant “waivers in advance” for those lands within the U-RDB shown in the Town Plan as suitable for annexation.

Community Character Objective: The Town’s physical, natural, and socio-economic characteristics which contribute to the quality of life that residents value shall be protected and enhanced.

Community Character Policies

- The Town shall retain, and shall encourage the County to retain, a clear and well-defined edge where growth and development in and around the Town ends, and rural areas begin. This “edge effect” shall adhere to the U-RDB.
- Transportation projects shall be evaluated for impacts on local

-
- Developer-constructed infrastructure shall meet Town standards and be inspected and approved by the Town.
 - Adequate performance bonds shall be a part of subdivision approvals which require new public infrastructure.
 - Sewer and water, transportation facilities, and community services under municipal jurisdiction shall be properly maintained by the Town.

Housing Objective: The Town will encourage and provide opportunity for development of safe and affordable housing for its residents.

Housing Policies

- At a minimum, the Town will strive to provide its “fair share” of affordable housing opportunities within the region.
- Housing affordability will be promoted by flexible zoning, such as mixed use zoning and planned unit development options; zoning incentives, such as bonus density for providing housing in a certain price range; and by facilitating creation of accessory housing in certain neighborhoods.

Economic Development Objective: The Town will encourage retention of existing businesses, promote location of certain new businesses in Town, provide for traditional neighborhood businesses, and encourage business and commercial revitalization.

Economic Development Policies

- Regulations will be streamlined and flexible to encourage economic growth projects in Town.
- Businesses which support the Town’s resource-dependent economies, such as the sale of agricultural goods, nursery products, and lumber, shall be encouraged to remain in or move to the Town through regulatory flexibility, incentives, and promotional efforts.
- Traditional business activities that support residential areas shall be encouraged as part of the Town’s redevelopment efforts in

county and region-wide transit service programs.

- To promote pedestrian travel and reduce automobile trips, schools and other community facilities shall be incorporated into or adjacent to residential areas. Appropriately scaled neighborhood commercial uses shall also be incorporated into or adjacent to residential areas.

Infrastructure Objective: The location, timing, and pace of new development shall be compatible with the Town's ability to secure and program capital funds to maintain and provide sewer, water, transportation, and community services.

Infrastructure Policies

- The Town will review its Comprehensive Plan Map, relevant portions of the County's Water and Sewerage Plan, and existing Town infrastructure to identify areas where community facilities need upgrading, added capacity, or extension. Priorities will be established according to need and recommendations of the Plan, and provided for as feasible in the Town's Capital Improvements Program.
- Subdivision applications and other development requests will be reviewed for adequacy of sewer and water infrastructure. Approvals may be deferred, phased in, or conditioned upon the availability of adequate infrastructure and treatment capacity.
- Residential development proposed on individual septic systems in areas planned for future public sewer, and proposed at lower-than-zoned density, will be encouraged to use a design which provides subsequent opportunity for increased density (i.e., additional development), such as through infill development and re-subdivision, at such time that public sewer becomes available.
- Subdivision applications and other development approvals will be reviewed for adequacy of streets and roadways. Approvals may be deferred, phased in, or conditioned upon the availability of adequate capacity.
- Vehicular, biking, and hiking linkages to community facilities within the Town and to major activity centers beyond the Town shall be encouraged in the review of development proposals.

Transportation Plan

of the Town so that citizens may easily walk to facilities.

- Through coordination and attendance at public workshops and proceedings, the Town shall participate in land use and transportation planning and decision-making of the County in order to further the policies of the Comprehensive Plan, including adherence to the U-RDB. Participation shall include review of proposed plans and ordinances; development projects which are adjacent to or near Town borders; and proposals beyond the U-RDB that have reasonable potential to adversely or positively affect the environment, rural setting, or character of the Town.

Transportation Objective: The safe and efficient movement of people and goods throughout Town shall be maintained and enhanced, and particular emphasis shall be given to facilitating pedestrian travel and other alternatives to the automobile.

Transportation Policies

- The transportation system plan shall address all applicable modes and shall consider the land use and transportation plans for adjacent areas outside of Town.
- New streets and sidewalks shall be designed to fit in with existing neighborhoods and shall facilitate circulation within the community.
- Where lacking, existing streets shall be improved with walkways to better accommodate pedestrian and bicycle movement.
- Where feasible, new development shall include sidewalks or trails that provide linkages to existing path systems in Town, and conduits to nearby public buildings, commercial neighborhoods, and open space.
- Both public and private development shall incorporate accessibility and safety for pedestrians and the disabled, and shall include, whenever possible, benches and other pedestrian amenities at strategic locations.
- Where feasible, transit services shall be encouraged to minimize dependency on the automobile, and to serve those who cannot drive or do not own automobiles. The Town shall participate in

Development Objective: To maintain cost efficiencies in delivering services to citizens and to minimize the need for future tax increases, new development and growth within the municipal portion of the U-RDB will be directed to areas with existing or funded infrastructure.

Development Policies

- The Town will encourage and facilitate development in existing water and sewer service areas and on vacant and underutilized parcels through regulatory innovation, flexibility, and streamlining.
- Redevelopment and re-use of vacant buildings will be encouraged and facilitated.
- New development and economic growth will be directed to lands served by or programmed for water and sewer service and away from sensitive areas.
- New development shall be compatible with the character of the Town. New development abutting existing neighborhoods shall provide continuity for vehicular and pedestrian movement.
- Development of appropriately-scaled and compatible mixed uses shall be encouraged to reduce dependence on automobile travel and the need for road expansion and new parking lots.
- The Town will encourage the County to protect sensitive areas and rural resources beyond the U-RDB. Of primary importance for protection are farm and forest land along entrance corridors of the Town, the stream floodplain, and adjacent steep hillsides.
- The Town will encourage the County to protect rural character, support agriculture, and minimize forest loss beyond the U-RDB.
- The Town shall not extend public facilities or provide services beyond the confines of the U-RDB.
- The Town shall establish a maximum lot size in certain zoning districts to prevent inefficient use of land and public infrastructure investment, consistent with the Town's physical character.
- New community facilities such as schools, parks, and libraries, will be located within or immediately adjacent to residential areas

activities with the County, particularly with respect to implementing the U-RDB.

- Development shall avoid designated Sensitive Areas and employ best management practices to minimize adverse impacts on water quality. Use of resource lands including agriculture, forestry, and mining shall employ best management practices to minimize adverse impacts to water quality and habitat.
- Approvals of subdivision of land, rezoning, special exceptions, variances, and capital expenditures shall be consistent with the Land Use Plan.
- Water and sewer service, transportation, and other community facilities will support the land use pattern indicated on the Land Use Plan.
- The timing and pace of new development will be managed to be compatible with the Town's ability to provide public services.
- Bayville shall encourage and support County policies that channel appropriate types, scales, and mixtures of growth to the Town and within the U-RDB.
- The Town shall give priority to neighborhood, business, and commercial projects that have a reasonable expectation of being a catalyst for revitalization in designated areas of the Town.
- The Town shall establish agreements with the County regarding the phasing and funding of growth and infrastructure investments in the vicinity of the Town, consistent with the Land Use Plan and the U-RDB.
- The Town shall discourage inefficient use of land planned for development within the U-RDB and shall encourage the County to prevent sprawl residential development and resource-consuming patterns of growth within and beyond the U-RDB.
- The Town shall coordinate with and encourage the County to locate schools, other community facilities, and community services within the U-RDB.



protect rural resources beyond the U-RDB which affect the environment, setting, character, and economies of the Town.

- (4) The Town will promote stewardship of the Chesapeake Bay and the land and will encourage a universal stewardship ethic that guides actions of both the public and private sectors. Stewardship principles will also guide preparation of land use regulations and capital programs, and be promoted through incentives and community volunteerism.
- (5) The Town will conserve its land, water, and other valuable resources through programs and policies that will reduce resource consumption by both the public and private sectors. The Town will promote efficient and pedestrian-oriented patterns of land use, energy-saving measures for residences and businesses, and recycling.
- (6) In order to achieve *Visions* One through Five, above, the Town will encourage economic growth through the policies and recommendations of the Plan, and will practice regulatory innovation, flexibility, and streamlining. Specific economic development and revitalization strategies for designated parts of Town will be developed, consistent with the Plan.
- (7) The Town will address funding mechanisms to achieve the preceding *Visions*. The Town budget, capital improvement program, tax structure, and fees will be reviewed and revised where needed to ensure implementation of the Plan and to promote the community's *Vision* for the future. The Town will pursue appropriate State and federal grants, forge grant partnerships with the County in areas of mutual interest, review Town capital projects to ensure consistency with the Plan, and encourage State and County capital projects that support the Plan.

Planning Objectives and Policies for Bayville

Land Use Objective: Land use in Bayville will be managed to maintain and improve the community character and quality of life for all residents.

Land Use Policies

- The Comprehensive Land Use Plan represents Bayville's official policy for land use, development, and growth; shall be the basis for the Town's Comprehensive Zoning Map and other implementation tools; and shall guide interjurisdictional coordination

The Goals Element for Bayville

Introduction

Maryland's 1992 Planning Act requires that seven *Visions* be included in, and implemented through, Bayville's Comprehensive Plan. Based on an extensive public participation process, we adopt the following basic components for achieving the goals of the Planning Act: 1) An overall *Community Vision for the Future*, and 2) An articulation of seven growth management *Visions*. The philosophy of the Plan is to use these visions as "umbrella" goals, from which more detailed objectives, policies, and land use recommendations are developed.

Bayville's Community Vision for the Future

As a means of crystallizing the Plan's essence and direction, the following overall *Vision* is established for our community:

Bayville will thrive as a sustainable, growing rural community that provides a cherished quality of life for all residents and a model for others to follow.

We will achieve this Vision by protecting and promoting:

- the diversity and well-being of our resource-dependent businesses;
- the inclusiveness of our housing and job opportunities; and
- the small-town character and pedestrian scale of our neighborhoods.

The Seven Visions - Goals for the Town of Bayville

The following seven *Vision* statements are based on the 1992 Planning Act and are incorporated in this Comprehensive Plan as fundamental goals which we will achieve through a variety of objectives, policies, principles, recommendations, and implementation techniques.

- (1) The Town will concentrate development in suitable areas. Further, the Town will coordinate its planning activities with the County to establish a mutually agreed-upon Urban-Rural Demarcation Boundary (U-RDB) that encompasses lands suitable for both municipal and County growth.
- (2) The Town will protect its sensitive areas from the adverse effects of development and the improper management of resource lands. The U-RDB will avoid sensitive areas, or protect them as public open space or with innovative and flexible development regulations.
- (3) The Town will work cooperatively with the County to encourage it to

Therefore, Bayville prepared and adopted this update of the Comprehensive Plan to meet the goals of the Planning Act, in conformance with State law and in consultation with our citizens, landowners, business and environmental leaders, adjoining jurisdictions, and governmental agencies.

Town officials and organizations responsible for preparation of this Comprehensive Plan are: [List, as appropriate: Mayor, Council Members, Planning Commission Members, staff, Planning Task Force Members, Citizens Advisory Group.]

Adoption Resolution

WHEREAS, Article 66B of the Annotated Code of Maryland empowers local governments in Maryland to provide for the orderly growth and development of their respective communities;

WHEREAS, the Economic Growth, Resource Protection, and Planning Act of 1992 requires the Comprehensive Plan to be revised by July 1, 1997 to include and implement seven Vision statements; a Sensitive Areas Element; and an amended Implementation Element that encourages regulatory streamlining, flexibility, and innovation;

WHEREAS, Bayville's Comprehensive Plan was last updated in 1985 and requires revision to account for physical changes which have since occurred in both the built and natural environments;

WHEREAS, the Bayville Planning Commission has prepared and approved, in consultation with the public, interested parties, and government agencies, and after holding duly advertised public hearings, a new Comprehensive Plan for the Town which articulates an overall Vision of the community's future and includes the methods for achieving that Vision;

WHEREAS, the revised Comprehensive Plan will be the foundation for the Town's zoning, subdivision regulations, and other Plan implementation tools;

WHEREAS, the revised Comprehensive Plan is needed in furtherance of the public's health, safety, and welfare and will substantially advance legitimate state interests; and

WHEREAS, the Mayor and Town Council of Bayville held duly advertised public hearings on December 18 and 19, 1995, at which the revised Comprehensive Plan was reviewed;

NOW THEREFORE, BE IT RESOLVED by the Mayor and Council of Bayville that the Town's revised Comprehensive Plan is hereby adopted and made effective this day of , 199 .

[Signatures of Mayor and Council members]

The Comprehensive Development Plan for the Town of Bayville

SECTION FIVE: MODEL GOALS, OBJECTIVES, AND POLICIES FOR THE SEVEN VISIONS

This Section of the booklet is formatted as model language that can be adapted and incorporated into a revised Comprehensive Plan. The Model presented below is based on several assumptions in order to give the goal and policy statements a foundation upon which to rest.

The Model reflects a Comprehensive Plan for a small town with traditional neighborhoods, located in a larger agricultural and rural environs. The Town desires to be the focus of appropriately-scaled development and growth. The Model also assumes that the Town and surrounding County have agreed on an "urban-rural demarcation boundary" that separates growth from non-growth areas. The boundary provides areas for both County and Town growth and thus includes lands that should be annexed and lands that should remain under County jurisdiction. Finally, it is assumed that the boundary has the mutual support of both the Town and the County as a tool for creating a crisp distinction between "urban" and "rural" lands that will actually be manifested on the landscape where feasible.

Preface

The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 requires that the Town of Bayville revise its Comprehensive Plan by July 1, 1997 to incorporate and implement the following seven Visions:

- (1) development is concentrated in suitable areas;
- (2) sensitive areas are protected;
- (3) in rural areas, growth is directed to existing population centers and resource areas are protected;
- (4) stewardship of the Chesapeake Bay and the land is a universal ethic;
- (5) conservation of resources, including a reduction in resource consumption, is practiced;
- (6) to achieve (1) through (5), economic growth is encouraged and regulatory mechanisms are streamlined; and
- (7) funding mechanisms are addressed to achieve these visions.

The Planning Act also requires that Bayville prepare a Sensitive Areas Element for the Comprehensive Plan, and an amended Implementation Element to encourage regulatory streamlining, flexibility, and innovation.

- Randall Arendt with Elizabeth A. Brabec, Harry L. Dodson, Christine Reid, and Robert D. Yaro. *Rural by Design*, Chicago, Planners Press, American Planning Association, 1994.
- Edward J. Kaiser, David Godschalk, and Stuart F. Chapin. *Urban Land Use Planning, 4th Edition*. Chicago, University of Illinois Press, 1994.
- Hok Lin Leung. *Land Use Planning Made Plain*. Kingston, Ontario, Ronald P. Fyre and Company, 1989.
- Kevin Lynch and Gary Hack. *Site Planning*, Third Edition. Cambridge, Massachusetts, MIT Press, 1984.
- John W. Hill. *Modeling Future Development on the Design Characteristics of Maryland's Traditional Settlements*. Baltimore, Maryland, Maryland Office of Planning, 1994.
- Thomas L. Daniels and John W. Keller, with Mark B. Lapping. *Smalltown Planning Handbook*. Chicago, Planners Press, American Planning Association, 1979.
- Judith Getzels and Charles Thurow. *Rural and Small Town Planning*. Chicago, Planners Press, American Planning Association, 1979.
- Joseph De Chiara and Lee Koppleman. *Urban Planning and Design Criteria*. New York, Van Nostrand Reinhold Co., 1982.
- American Planning Association, Publications Office, 1313 East 60th Street, Chicago, Illinois 60637. Sampling of Recent "Planning Advisory Service" (PAS) reports:
 - PAS No. 363: *Linking Plans and Regulations*, Edith Netter and John Vranicar
 - PAS No. 440: *Staying Inside the Lines [Growth Boundaries]*, V. Gail Easley
 - PAS No. 447: *Planning, Growth, and Public Facilities*, Eric Damian Kelly
 - PAS No. 448/449: *Transportation/Land Use Connection*, T. Moore and P. Thornes
 - PAS No. 455: *Neighborhood-Based Planning*, Wendelyn A. Martz
- Urban Land Institute, 625 Indiana Avenue, N.W., Washington D.C. 20004-2930

Efficient Land Use Patterns

[Table "E"]

Allocation of planned land uses should include considerations which tend to encourage or result in efficient patterns of development. This efficiency is usually expressed as a function of travel time between home and places where residents work, shop, and enjoy cultural events. Efficient patterns are necessary for producing a functional built environment and are important to local government fiscal capacity and health.

Thus, future land use patterns in the revised Plan should recognize the value of certain planning tools that permit mixtures of interdependent land uses (such as mixed use projects and planned unit developments); tools that concentrate growth around and near suitable transit facilities (such as zoning for transit-oriented development); tools that minimize long-term infrastructure maintenance costs within development projects (such as compact cluster development); and tools that minimize sprawl development (such as maximum lot sizes, and in rural non-growth areas, prohibitions on major subdivision activity and very low density zoning with mandatory clustering).

The Plan can assist in maintaining the local government's fiscal health by connecting development potential with a strategy for the staging or phasing of growth. A few jurisdictions are attempting to address this issue by establishing a "five year zoning map" to implement just a portion of the overall 20 year time frame of the Comprehensive Plan. The Plan may also be used to classify the jurisdiction's growth areas according to "policy or funding priorities." One method is to classify land within growth areas as "stable areas," "revitalization areas," and "new growth areas." This would help governments to allocate resources (such as staff, design assistance, grants, and infrastructure funds) according to particular needs of each classification.

Finally, the jurisdiction may also want to consider the general mixture of land uses to avoid substantial imbalances. The cost of providing services to new housing developments is often higher than the tax revenue generated by new housing. Thus, areas that become bedroom communities for other jurisdictions may find it difficult to provide necessary services for residences without increasing taxes.

Resources for Community Planning Standards and Land Use Planning

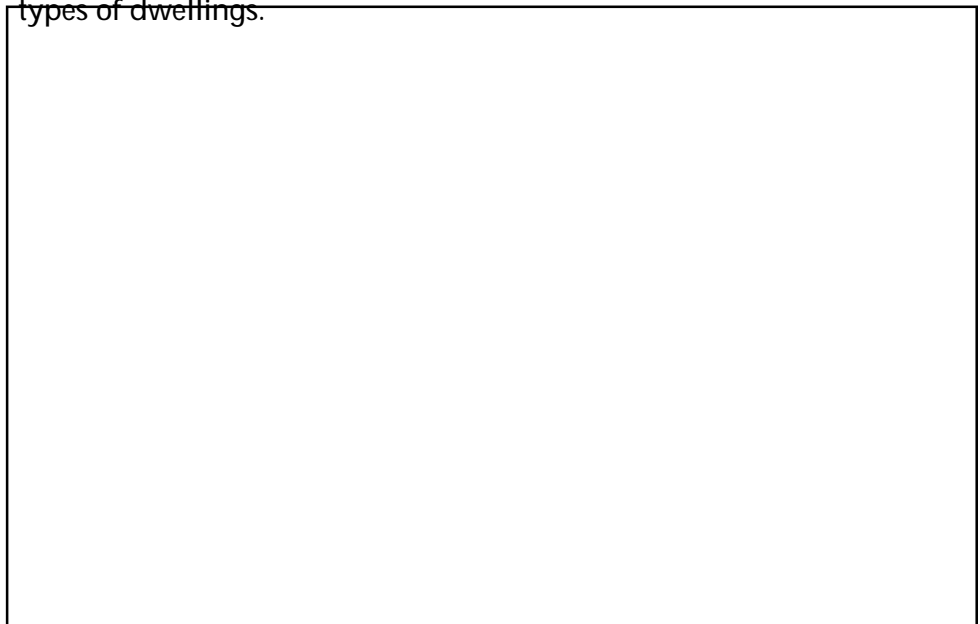
[TABLE "D"]

Residential Land.

Good projections for the amount of vacant land that will be needed for new housing are essential to a jurisdiction's ability to plan for budgets and infrastructure. Considerations include:

- projected population growth;
- average lot size;
- amount of land available for infill development or redevelopment;
- in residential neighborhoods, presence of floodplains, wetlands, steep slopes, stream buffers, important habitat, and other site limitations on development; and
- in residential neighborhoods, land needed for community open space, parks, schools, roads, and other facilities.

It may be helpful to prepare a buildout analysis for vacant land for sections of the community to determine the maximum number of new dwellings that can be accommodated at various densities in various neighborhoods. Table "E" below provides density guidelines for various types of dwellings.



tourist) commercial market.

- Site locations and sizes are tailored to market requirements of each type of commercial facility. For example, neighborhood convenience stores do not require large spaces and are easily integrated into residential communities or employment centers. In contrast, grocery stores and regional department stores are much larger and usually need better highway access than convenience stores, as well as off-street parking. Specialty stores, such as those which market agricultural and lawn equipment, clothing, or health care products, each have very different location and space requirements that should be considered.
- Many shopping areas are designed to be automobile dependent and thus need very large areas for travel corridors and parking lots. It is not uncommon for parking to use three times the amount of space devoted to retail area in shopping centers. Locating retail establishments within residential communities, employment centers, or central business districts enables access by pedestrians and reduces the amount of space necessary to accommodate automobiles.

Table "D" provides general standards for how much retail space is typically supported by a community. The primary market force is the population being served by a given retail establishment. The population may be residents or employees who live and work near a store. Other markets are supported by travelers along busy highways or at tourist destinations. The jurisdiction will need to evaluate how local commercial space will compete for customers in the region. It may also have to decide if there is interest in serving a regional or transient (highway or

type of activity.

[TABLE "C"]

Commercial Land.

Site requirements for location and size vary widely from one commercial business to another. Priority considerations include:

- Locations within or adjacent to residential communities or the employment center being served, and ideally within walking distance for many residents or employees.
- Adequate residential, employment, or transient (highway) population base in the market area to support the commercial business. Many businesses conduct market studies prior to establishing a new location. Prospective businesses can be interviewed to learn what they look for in a market survey. Another approach is to conduct a general market study and determine what commercial businesses the jurisdiction could support.

within development projects are also useful.

Communities with a river or creek valley can use open space planning to protect sensitive wetlands and floodplain areas as a riparian corridor. These corridors also provide excellent opportunities for walking and bicycle trails.

Open space may also be used along “scenic” transportation corridors to create community “gateways,” or to protect the setting of important historic buildings and other cultural features in the community.

Industrial Land.

Site and space requirements for the “ideal” location and size vary widely from industry to industry. Common necessities include:

- Transportation infrastructure that provides easy access to raw materials and production supplies (shipping ports, rail, airports, and highways that provide efficient trucking).
- Proximity to residential communities where employees live. Because industrial facilities provide employment for many people, they need to be planned in coordination with housing and service businesses that spring up around major employment centers.
- Availability of large capacity electric service and other utilities.
- Sites that are large enough, relatively level, and free from constraints such as floodplains, wetlands, wellhead protection areas, aquifer recharge areas, and other sensitive areas. Small industrial sites are in the range of 35 acres.
- Sites that avoid conflicts with surrounding land uses, such as generation of noise, lighting, odors, smoke, and heavy traffic.

The Plan needs to provide space for any planned expansion of existing industries and for new industries that are likely to locate in the area. Land use texts recommend reserving 25% more industrial land than the projected need for the planning horizon. Because industrial land is difficult to locate in many small jurisdictions, some texts recommend that enough industrial land be reserved to accommodate 50 years of growth. Table “C” provides data on the average space needs per employee, by

Land Use Types

Open Space.

Parks and community open space:

- Provide protection from natural hazards;
- Protect sensitive environmental areas;
- Protect natural resource production areas (agriculture, forestry, mineral extraction);
- Protect cultural resources (historic buildings), landscape features, and natural amenities;
- Shape the location and direction of urban development (greenbelts, rural/urban town edges); and,
- Buffer conflicting land uses.

Table "B" below is adapted from the National Recreation and Park Association's standards recommended for developed open space in and near residential communities. Considerations include the following:

- Provide a minimum of 6.25 to 10.5 acres of park land per 1000 people.
- Land to be used for active parks should be relatively level and dry.
- Availability of public water and sewerage is desirable if a park will be developed for intensive use.
- State and regional recreation and open space needs and issues should be considered.

Land needed for undeveloped and passive open space varies considerably from jurisdiction to jurisdiction based on community goals as well as existing natural and cultural features. For example, a town wishing to maintain certain well-defined edges within its larger rural context can plan for or encourage a surrounding greenbelt of undeveloped open space. Such open space could evolve from State or local acquisition of parkland and the purchase of development rights. Private actions such as donations of conservation easements to non-profit land trusts and designation of commonly-owned protected community open space

- Allowing land that is planned for one use to be used for a different use results in lost opportunities and inefficient development patterns. For example, if a community permits prime industrial or commercial land to be developed for houses, economic growth opportunities may be precluded or directed to locations that are less desirable. The same is true for open space. When planned park land or entrance gateways to a community are developed for strip commercial uses, the opportunity for a park or gateway at the most advantageous location is lost.

[TABLE A]

SECTION FOUR: COMMUNITY PLANNING GUIDELINES

Introduction

The existing land use pattern and land characteristics in a community will suggest the best uses for undeveloped and underdeveloped lands. Local government typically provides land in its Plan for open space, parks, industrial, commercial, office, housing, and mixed uses. These decisions can be guided by unique siting requirements or preferences that make each section of a community more or less suitable for some specific land use. The following discussion and tables will help with evaluating future land use needs of the community and allocating the limited land area in a way that promotes efficient development and a high quality of life for residents. This information provides general guidelines; the end of this Section includes several references that can be consulted.

- Many land uses are inter-related and should be comprehensively planned. For example, local commercial areas are best located near where people live and work and thus, should be considered along with housing opportunities, employment centers, and community facilities. Table "A" below, uses "walking distances" between living areas and other land functions as a guide to creating efficient land use patterns.
- Land uses that are more difficult to accommodate due to their specialized siting requirements and impacts should be designated early in the process. This includes uses requiring large sites, level land, and access to specific infrastructure; uses which are inherently incompatible with other land uses also deserve early consideration.
- Traditionally, open space, community squares, church sites, and other community facilities are given priority consideration in physical planning to establish focal points for commerce and social intercourse, and to establish a framework for the developing neighborhood. Land use professionals have found this design priority advantageous when building new communities modeled after "traditional neighborhoods." Many of Maryland's rural communities and villages adhere to their original visual design. Some have potential to recapture it through revitalization or create it anew as planned projects come on line. One method for creating traditional community character is to use the community's public places to organize the neighborhood's structure. (For more detail, see *Models and Guidelines publication #94-05, Modeling Future Development on the Design Characteristics of Maryland's Traditional Settlements.*)

hood associations, business associations, and non-profit organizations.
[Insert Larry D.'s illustration of the Visioning Process]

process by sponsoring an all-day workshop for citizens. More than 500 citizens attended a special evening session with a nationally known futurist. This was followed by the appointment of a 24 member citizen task force to work with City staff and elected officials. The task force prepared a community profile, a community values statement, a trends summary, scenarios of the City's future, and the final vision. Throughout the process, citizens were involved at every juncture. Public meetings, neighborhood meetings, and community forums were held to discuss the alternative scenarios. In addition, special focus groups were formed to discuss key concepts.

The final vision addressed the economy, environment, downtown development, housing, education, and the arts. "Future Focus 2010," an eight-page, colorfully illustrated vision statement with a clip-and-mail feedback form, was sent to all City residents. Once completed, the City began to integrate this vision into its other planning activities. The Project Director explains: "We didn't prepare a formal action plan. What was most important to us was building consensus, reflecting the community's values, and communicating the vision so that citizens and community leaders would have this picture in their heads to guide their daily activities."

Model In Action - Case Two - Portland.

Portland's visioning process, "Portland Future Focus," relied on targeted representation and advisors. Forty-four "official stakeholders" served as advisors to the project and a policy committee, comprised of 55 leaders from a cross-section of community interests, was formed to steer the project. Committee members were chosen with care to reflect the City's diverse population, thus ensuring that members represented all interests and reflected a community orientation.

City residents were surveyed to help determine community values. Survey results, along with information developed during a comprehensive review of community, regional, state, national, and international trends and issues provided the background for the 55-member policy committee. The committee held a two-day meeting to draft the vision statement. Next, six 20-member working groups were formed to draft strategies and actions to achieve the projects's major goals. In addition to the public survey and committee membership, public involvement was accomplished through eight major public meetings, a monthly newsletter distributed to those interested in the project, and through other brochures, reports, and publications. Action plans are being implemented by community institutions including social service agencies, the Metropolitan Chamber of Commerce, local governments, schools, neighbor-

The Four Step Oregon Model

As communities in Oregon update the Comprehensive Plan, many are envisioning a future and developing plans for how to achieve it. The Oregon visioning process takes government planning and decision making back to the citizens by bringing people together to develop a shared image of what they want their community to become. The four step Oregon Model provides extensive flexibility so that it can be tailored to the unique needs, resources, and capabilities of each community. This discussion outlines the four step framework and gives implementation details for two communities that used the process. The information is adapted from *A Guide to Community Visioning, Oregon Visions Project, Oregon Chapter, American Planning Association*, by Paula Coppel (1993).

The four steps of Oregon's visioning process are:

1. **Profiling the Community:** Gather and illustrate information to answer the question: "Where are we now?" Develop a statement of community values as one part of the profile.
2. **Analyzing trends:** Identify trends and determine where the community is headed if current trends and activities continue. Create an image of what the community will look like in the future based on identified trends. This step answers: "Where are we going?"
3. **Creating the Vision:** Based on community values, develop a preferred future scenario that answers the questions: "Where do we want to be? What does the community want to become? What does the community want to look like?" To be realistic and achievable, the vision must acknowledge identified trends and focus on responses that can achieve the desired future. Sometimes, multiple options are created and then evaluated to select the preferred scenario.
4. **Developing an Action Plan:** Detail the steps that will be taken with responsibilities and time lines for achieving the vision. This step answers "How do we get there?" The action plan may integrate the vision's implementation into existing activities of the government and community organizations, or it can be a separate plan. One essential element of the plan is communication of the vision to community residents so that it is considered in the daily decisions and actions of citizens and government officials.

Model In Action - Case One - Corvallis.

Corvallis, a city of 43,000 people, established a visioning process to update its comprehensive land use plan. The City's objectives were to get maximum public involvement and be creative. The City initiated the

ship” of the Plan and its contents.

At the first meeting, the Planning Commission distributed a fourteen page introduction and background paper on the purpose and content of the existing Comprehensive Plan. Four pages of direct references to Easton were also taken from the Talbot County Comprehensive Plan and reviewed. Relevant portions of Article 66B (the State Planning and Zoning Enabling statute) - including parts related to the 1992 Planning Act - were distributed and discussed. The Planning Commission then explained the visioning process and its relationship to the Comprehensive Plan’s goals and policies. There were also a series of discussions and decisions concerning the logistics of town visioning meetings.

Some “big-picture” issues were distributed in advance to facilitate discussion on transportation, parks, growth, land use, and neighborhoods. Follow-ups expanded the list of issues to include social and political considerations. This series of background organizational meetings culminated in the preparation of a strategic matrix that established strengths, weaknesses, and opportunities which were specific to Easton. These meetings took the form of “chalk talk” sessions, where notes were kept, and summaries mailed out for review and further development at subsequent meetings.

Meetings are held bi-weekly; this gives participants time to digest results and form additional ideas, while maintaining forward momentum. A consensus has been reached that the overall Vision for the Town is to develop a Plan that will “place Easton among the top ten small towns in the nation.” The Town recognizes there is competition for things that contribute to this vision, but chooses to focus on competition as an incentive to capitalize on strengths and opportunities, and to minimize or eliminate weaknesses. Easton’s visioning has generated a list of specific strengths and weaknesses, and these have been grouped to fulfill the following goals: bringing visitors to Town, attracting people to settle in Easton, and retaining the existing population. All the strengths, weaknesses, threats, and opportunities listed in the charts below are inseparable from Easton’s quality of life and will be addressed in the updated Plan.

The Easton Visioning Process

community center, swimming pool, and library were jointly funded and constructed in Chesapeake Beach. North Beach has undertaken a major revitalization effort which is supported by the County.

Rails to Trails.

The Chesapeake Beach rail line which runs from the Bay to Washington D.C. through Calvert, Anne Arundel and Prince George's Counties is being pursued as a major recreational facility for cyclist and hikers.

The Easton Planning and Zoning Commission recognizes that broad representation of citizen views and input is needed to produce an updated Plan that truly reflects the ideas and desires of the community. The Commission selected a relatively new participation model called "Visioning." Visioning is the process by which a community creates a shared image of what it wants for the future. The Vision is usually crafted as an idealistic statement about the overall goal for the future, and it drives the development of Plan policies and recommendations.

Visioning is intended to build consensus on how Easton's growth should be managed and how its land should be used. It requires the involvement of the community at the very beginning of the planning process. Residents are not asked to respond to some pre-conceived set of goals or road map to the future, but rather are asked to become active participants in crafting this road map that is called the Comprehensive Plan.

Visioning offers the opportunity to create a Plan that is better understood and more widely supported. It will also generate an active, cohesive, and interested community that will continue to help shape Easton's future.

The Planning Commission began by distributing a summary of the visioning process with notices about the Plan update to about fifty community leaders and representatives of various groups and organizations active throughout Easton. The notice requested a meeting to introduce and discuss the visioning process and to seek help in carrying it out. Many of the invitees participated at the first "get to know you" ice-breaker, and that group evolved into a steering committee that organized town meetings and visioning sessions. An important aspect of this outreach effort was the expectation that residents will stay active and participate in community decision-making because of the open partnership created between government and the private sector. The visioning method should also help the community develop a feeling of "owner-

September - November, 1995

- Liaisons review sections of Plan
- Liaisons schedule meetings with organizations
- Staff continues to inform citizens on progress of the Plan

December, 1995 - March, 1996

- Distribute newspaper copy of draft to all households
- Review comments with Planning Commission
- Set public forum date

April - July, 1996

- Hold public hearing

Intergovernmental Planning Examples.

Calvert County is closely tied to several neighboring jurisdictions, and is intimately connected to the municipalities that are within its borders. As part of the Plan update process, the County initiated an on-going series of meetings with the planning officials and the planning commissions of the neighboring jurisdictions to discuss issues of mutual concern. Some of the interjurisdictional items being discussed are:

Water Quality.

Protection of the Patuxent River and improvements to its water quality are a common concern among the seven counties that share the River.

U.S. Navy Expansion in St. Mary's County.

The expansion of Patuxent River Naval Warfare Center in St. Mary's County is having a major impact on residential development in the southern portion of Calvert County and could impact on the ability of the County to pay for associated services.

Tourism and Heritage.

The Heritage of Southern Maryland is being evaluated by the three Southern Maryland Counties to identify critical elements that need to be preserved and to structure a tourism development program that utilizes the region's resources.

Municipal Coordination.

Calvert County and the Twin Beaches (Municipalities of North Beach and Chesapeake Beach) are cooperating with Anne Arundel County by jointly upgrading a sewerage treatment facility in Chesapeake Beach, allowing sewerage to be transmitted through North Beach to the plant, and sewerage failing septic areas in the Rose Haven area of southern Anne Arundel. North Beach and Chesapeake Beach are also cooperating with the County on other infrastructure issues. The new northeast

Will the County continue to prosper and be a pleasant place to live when Route 4 traffic volume exceeds its capacity? Will Calvert be perceived as a good place to live if the national crime wave reaches our schools and neighborhoods? Will "rural character" be the same if the Bay and its tributaries become further polluted or our farms and forests become more fragmented? If these things happen, many people will just move on to the next "unspoiled" County. Those that do not will experience a substantially reduced quality of life.

What will it take to sustain or even improve our current quality of life into future generations? How can we meet the needs of the present without compromising the ability of future generations to meet their own needs? The 1996 Comprehensive Plan being prepared sets the direction for the County over the next twenty years.

In the next few letters, I will discuss some of the challenges facing Calvert County. Also, I will be presenting possible solutions on Nov. 29 at 7 p.m. at the Calvert Pines Auditorium in Prince Frederick. Please attend and participate in the discussion. The Planning Commission will be sending a draft copy of the Comprehensive Plan to all households in January.

February - July, 1994

- Presented slide shown to organizations
- Conducted public opinion survey
- Requested that organizations appoint liaisons

July - September, 1994

- Held meetings with County Departments

October - December, 1994

- Liaisons surveyed members to identify problems and concerns

January - May, 1995

- Meetings with liaisons to review problems and concerns
- Began distribution of Comprehensive Plan Fact Sheets
- Began meeting with Planning Commission to review issues
- First draft sections of Plan distributed

May - August, 1995

- Staff continued drafting sections of the Plan
- Fact Sheets were distributed

growth and quality-of-life issues. The slide show was video taped and shown monthly on the local cable network.

Agency Participation.

The Planning Department found, based on experience since the adoption of the 1983 Plan, that it needs to include local and State agencies more directly in the planning process, and from the beginning. Experience indicated that agencies were often not fully aware of the adopted policies, goals, and objectives in the Plan.

By including the various agencies in the beginning of the process, the County made great strides in problem identification and in efforts to resolve conflicts through active agency involvement in preparing the Plan. To date, the Planning Department has held 51 meetings with affected County and State agencies, identifying problems and opportunities which would not have been otherwise known.

Following Up.

Toward the end of 1995, the County Planning Director provided a status report and overall schedule for the Plan update process, along with an encouragement to all County citizens to play a role in developing the Plan. Reproduced below is a letter from the Director which appeared in the local newspapers. The initial draft plan will be circulated to some 28,000 households in the County.

What is Calvert County and what does it represent to its 63,000 residents and workers? First of all, it is home. A public opinion survey conducted last year revealed that many residents feel that they are "home" as soon as they cross the County line. Most of those surveyed also feel safe walking in their neighborhoods at night and feel that their schools are good to excellent. Most importantly, they feel that their overall "quality of life" is good to excellent. What can we do to sustain this quality of life?

Another side to Calvert County is its unique physical location and natural beauty. In a survey conducted in 1989, most people cited the County's "rural atmosphere" as the primary reason they moved here. This rural atmosphere is not indestructible. Underlying the County's pleasant vistas are both a fragile ecosystem and two vital industries - farming and forestry. Both our ecosystem and our farming and forestry industries have deteriorated rapidly as the County population has grown. Will farming and forestry survive into the 21st Century?

The planners and elected officials attributed the success of the 1983 Plan to the involvement of the citizens who participated in the preparation process and who have followed through since its adoption to ensure that the Plan was being implemented as originally envisioned.

Current Update Process.

In 1994, Calvert County initiated the update of its Plan in response to the 1992 Planning Act. The County's deliberative public participation process is designed to keep the citizens involved in every step. Moreover, Calvert County has expanded its efforts to involve as much of the community as possible, hoping to get even more input this time around.

Everyone in the County is encouraged to participate. One major focus is to identify the community leaders (e.g., politicians, active friends of planning, appointed commissions, citizen associations, conservation groups, builders, realtors, and business persons).

A New Opinion Survey.

The Planning Department developed an opinion survey and distributed it to about 1000 people. The County received 400 responses; this forty percent return is a clear signal that the County has captured the attention and interests of its citizens. The respondents evaluated and rated a number of concerns, including public facilities, schools, health care, public transit, and the environment. The top five issues in descending order were the environment, traffic, crime, cost of growth, and loss of community character.

Reaching Out.

Next, a letter was sent to every homeowners' association and community group in the County. The letter invited attendance at a meeting to discuss the County's initiatives to update the Comprehensive Plan, and solicited assistance in undertaking this important task. The planners also held liaison meetings with over 60 organizations and homeowners' associations. As a follow up, a representative was selected from each of over fifty groups to continue to assist with providing input and taking options back to the community for review. The County gave a presentation to the groups focussing on the 1983 Plan, its strengths and weaknesses, what new challenges have developed, and the seven visions of the 1992 Planning Act.

Slide Show and Cable TV.

As part of the process of meeting with the citizen groups, a slide show was prepared which showed current trends of development in terms of

The Calvert County Model for Public and Intergovernmental Participation

In many communities, opinion leaders run a prominent business, are from a well-respected community family, and are active as community volunteers.

Putting the Advisory Group to Work.

Following are three examples of public participation used to promote the type of citizen involvement needed to create a meaningful and widely-accepted Comprehensive Plan. The examples share the common elements of using early and continuous public involvement and identifying key participants. It is important to note that an Advisory Group's purpose is to assist and facilitate the local Planning Commission in preparing an updated Plan; the Group should not replace the role of the Planning Commission.

Following is a description of how one jurisdiction in Maryland created, and continues to refine, an inclusive approach to developing its Comprehensive Plan. The description includes information about the substantive benefits that directly result from the process.

1983 Public Participation Process.

The public participation process used to kick off the 1983 update of the County Plan was an open forum "*Nominal Group Workshop.*" (See Appendix C for a brief description of this type of workshop.) It was attended by over 300 people who spent the day identifying and prioritizing issues, problems, and concerns about the major areas of the Plan.

Midterm Validation Process.

In 1989, the County conducted a public opinion survey in an effort to fine-tune the 1983 Comprehensive Plan and to ensure that the planning efforts were still on track with what the people wanted. The County prepared a detailed questionnaire which was mailed to every household.

Survey forms returned indicated continued strong support for preserving the rural character of the County and interest in defining the type of economic development that should be targeted. Based on the results, the County made some mid-term adjustments by creating employment center zoning for certain lands that adjoin the County's Town Centers. The County also initiated a planning study to address methods for protecting the character and resource base of its rural and agricultural areas. In 1992, the County followed through on this issue by adopting mandatory rural clustering for portions of the jurisdiction.

Designing a Public Participation Program

It is important that the Plan be developed through an open and good faith process; more is required than the mere appearance of participation and openness. Including the public in the process of updating the Plan will create an “ownership mentality” in the Plan and forge community support for implementing its goals and recommendations.

The key is to effectively communicate with as many people as possible and include them in identifying the problems and issues, setting the community’s vision for the future, and developing implementation programs and strategies. There are numerous methods for distributing information to, and receiving information from, the community. It is advantageous to use an advisory group to assist in managing the flow of information and in identifying problems and potential solutions.

The Flow of Information.

The following tools are useful for distributing and receiving information as part of the public participation process. See Appendix B for more information about these tools. Appendix C includes a flow chart that integrates public participation and Plan preparation.

Distributing Information:

- Public Notices/Press Releases
- Flyers/Fact Sheets
- Slide and Audio-Visual Presentations
- Mailings
- Media Publication (Cable TV, Radio, News Articles)

Receiving Information:

- | | |
|----------------------------|----------------------------|
| • Public Meetings/Hearings | • Community Visioning |
| • Field Trips | • Focus Groups |
| • Forums | • Open House/Open Meetings |
| • Surveys/Questionnaires | • Advisory Group |
| • Workshops/Nominal Groups | • Community Associations |

Selecting Members of an Advisory Group.

Planning staff should begin by identifying the interest groups that need to be represented. This step focuses on groups or interests, but not names of individuals. Next, interview key community leaders and officials. Ask them: “Who in the community cares about the community and is well-respected by the citizens? Whose opinion is trusted by citizens?” Keep a list of the responses and look for names repeated often. These are the key opinion leaders in the community. Sometimes they are the local elected officials and conspicuous leaders of community groups.

SECTION THREE: PUBLIC AND INTERGOVERNMENTAL PARTICIPATION

Introduction

Meaningful public participation in updating the Comprehensive Plan is essential for identifying opinions, generating ideas, and building consensus for a “community vision” that will guide the Plan’s preparation. Public participation should include forums for discussing and resolving conflicts about the major policies, goals, objectives, and land use recommendations for the community. The process is most useful when broadly conceived. That is, Plan preparation should include citizens, business persons, environmental interests, land owners, farmers and foresters, community groups, and affected governmental agencies. With respect to the latter, planners should encourage the participation of all local government agencies, representatives from adjoining jurisdictions, and officials from relevant State agencies.

The Value of Early and Continuous Participation

Following are some of the values or returns that can be expected from a well-designed and broadly conceived public participation process:

- A better understanding of who and what the community is, and how residents see the community today and in the future.
- An understanding of citizens’ motives, desires, and perceptions of problems and opportunities.
- Education of citizens about the community’s past and its trends, the opinions of other citizens, as well as the problems and constraints the community faces.
- Identification of what citizens value in the community.
- Identification of opportunities and creative ideas.
- A forum for discussing community issues, resolving conflicts, and developing a consensus among citizens for major policies, goals, objectives and land use recommendations.
- Development of a consensus among political leaders and government agencies for implementing the adopted Plan.
- Development or enhancement of communication between officials, agencies, and the public.
- Identification of community leaders that will be critical in helping to implement the Plan.
- Creation of opportunities among neighboring jurisdictions to direct growth pressures and capture regional dynamics that could be an engine for economic development and a basis for resource protection.
- Identification of ways to strengthen linkages between local needs and State assistance, permitting, and funding programs.

growth, innovative and cost-saving site design, and environmental protection; and innovative techniques to promote economic development in designated growth areas.

- Strategies and designations for neighborhood, business, and commercial revitalization.
- Recommendations for Capital Improvement Projects.
- Recommendations for ordinances and programs that relate to development activities: Zoning Ordinance and Map, Subdivision Regulations, Floodplain Ordinance, Sediment Control Ordinance, Sensitive Areas Ordinance, Building Code, Fire Code, Housing Code, Developer Agreements, Forest Conservation Program (with Street Tree Option for Growth Areas), Chesapeake Bay Critical Area Program.
- Reference and incorporation of related Functional Plans: Water and Sewerage Plan, Public School Facilities Program, Land Preservation and Recreation Plan, and Annexation Plan.
- Periodic review and update, guided by the Planning Commission's Annual Report.
- Administration (Zoning Officer, Codes Administrator, Planning and Zoning Commission, and Board of Appeals) (will vary by jurisdiction).

land use - transportation links).

Fiscal Health as a Measure of Growth Management.

New land development increases the demand for certain government services that a jurisdiction must provide to its residents and businesses. In some circumstances, the tax revenue generated by new development does not cover the cost of the additional government services that are required. Thus, it is important for jurisdictions to manage the location, mixture of uses, and rate of development in order to control costs of service demands. An evaluation of the capacity of existing and programmed services to accommodate proposed new development will help shape a fiscally sound Plan.

Goal Measurements - Benchmarks for Success.

Most Plans have good goals and objectives that are broadly supported in a community. Few Plans prescribe poor land use management and sprawl development. Yet the landscape of new development and growth does not always match the vision of Plan. When a jurisdiction begins a periodic update of its Plan, government leaders and residents should look at the results of the adopted Plan to see if these are acceptable. This retrospection is more effective if benchmarks have been included in the Plan, along with standards or criteria for evaluating the strengths and weaknesses of implementation. Benchmarks enable government leaders and citizens to spot desirable and undesirable trends, and help “flag” issues that should be addressed to improve the Plan’s implementation. Examples of benchmarks include: acres of protected and converted rural farmland and forestland; number of jobs and square feet of office and business space gained and lost; number of building permits issued on septic systems and public sewerage; and number of subdivided lots and building permits issued in and beyond designated growth areas.

Implementation Element.

The 1992 Planning Act specifically calls for an amended Implementation Element to promote an improved regulatory climate for economic growth, while maintaining measures to protect the environment. The Implementation Element is also used to express a broad range of recommendations that will shape the substance and form of all the programs that play a role in bringing the Plan to fruition. Following is a list of implementation tools that can be discussed in the Element.

- Recommendations for development regulations, including:
Streamlined review of applications for development, including permit review and subdivision plat review within areas designated for growth; flexible regulations to promote economic

community character.

- For distressed neighborhoods that cross political boundaries, the affected communities and counties should cooperate fully. Once a consensus is reached, the strategy should be supported by each jurisdiction.
- The strategy should assess the condition of the community's infrastructure in the revitalization area and include a set of recommended capital improvements that will accomplish the vision for the community.
- The strategy should be reinforced through the maintenance and placement of government services, utilities, and facilities in a revitalization area.
- The strategy should use traffic planning and parking management techniques to enhance the pedestrian nature of traditional business districts.
- The strategy should specify a public-private investment partnership to implement the revitalization strategy.
- The strategy should set targets for revitalization, monitor progress, and report annually to provide feedback on achieving goals.

Integration of Land Use and Transportation Planning.

In the past, inadequate consideration has been given to the relationship between land use planning and transportation planning. Plans have been developed without full consideration of their impacts on the transportation system. Transportation systems have been planned without considering how they change market dynamics for land development in a community.

Limited resources for constructing new transportation infrastructure, as well as the Planning Act's goal that State infrastructure dollars be spent to support designated growth areas, will require better coordination of land use and transportation planning. Comprehensive Plans should strive for land use patterns that can be efficiently served by alternative transportation modes and that will reduce cross-commuting patterns. Specific Plan implementation techniques (such as mixed use zoning and design options) can promote development that minimizes automobile-dependent travel and generation of additional traffic (see Appendix D for

tion and redevelopment efforts.

Community Revitalization Strategy.

The Comprehensive Plan should be used to establish a framework for revitalization in parts of the jurisdiction found to be in need of physical and economic enhancement. A viable Comprehensive Plan has a revitalization strategy with the following features:

- The strategy should be prepared with the participation and support of residents, particularly low and moderate income persons, business persons, developers, and historical and cultural groups.
- The strategy should be developed in coordination with neighboring jurisdictions and relevant State agencies and should account for the dynamics of the local economy and available and programmed infrastructure.
- The strategy should be based on a “vision” of the neighborhood business district. The vision outlines the image of the future in terms of revitalization goals. These goals will constitute the specific end points for the strategy.
- The strategy should clearly delineate or describe distressed neighborhood business districts that are mixed-use in nature and targeted for revitalization, and should distinguish these areas from strictly residential and industrial areas. The strategy should describe the particular needs of low and moderate income households.
- Revitalization areas and distressed neighborhoods should be delineated in the Plan and reflected in zoning, functional plans, and other implementation tools.
- Boundaries for revitalization areas should have “distinct” lines and purposes in order to provide clear guidance to local and State decision-makers and predictability for the private sector.
- Revitalization areas and distressed neighborhoods should be reasonable in size relative to the local retail economy, and the market conditions of the areas should be fully considered.
- The strategy should incorporate design guidelines and other standards to encourage appropriate redevelopment and preserve

should establish housing policies and land use recommendations for locations and types of housing development. The element should specifically address the following contemporary housing issues:

- Affordability
- Regional "fair share" of affordable housing as a goal
- Mixes of types of housing
- Housing as part of mixed use development
- Flexible and inclusionary zoning
- Reduced minimum land requirements for residential lots, where feasible
- State and federal programs for housing

Economic Development Element.

Promoting economic growth is a key aspect of the 1992 Planning Act, thus the revised Plan should emphasize ways to attract and stimulate such growth. The element should discuss the jurisdiction's plans for promoting job growth and new businesses, for retaining existing businesses and industries, for revitalizing neighborhood businesses, and for promoting cultural and historic resources through tourism. The following list of actions will likely have relevance in the revised Plan:

- Encourage home-based, low impact businesses by relaxing and simplifying zoning regulations.
- Promote tourism based on a heritage theme and integrate it into municipal, county and regional tourism plans.
- Revise regulations to permit maximum flexibility, innovation, and streamlining for revitalization and in-fill projects in planned growth areas.
- Encourage traditional businesses which support local neighborhoods and in rural centers, also encourage rural resource-dependent businesses.
- Designate specific neighborhoods for targeted business revitaliza-

agreement.

Finally, growth areas should be reasonably sized in relation to projected land demands and should include timed phasing to achieve orderly expansion within the growth area..

Sprawl Development.

The issue of sprawl should be specifically addressed in the Plan to place limits on undesirable and inefficient growth patterns, to protect rural character and natural resources, and to support and give preference to rural resource economies such as farming and forestry. In certain areas, for example around rural historic villages, there may be opportunities to create protective greenbelts, while in urban-suburban areas, the focus should be on creating visual coherence by minimizing strip commercial development, using design guidelines, and facilitating in-fill and revitalization.

Sensitive Areas Element.

This element should include goals, objectives, principles, polices, and standards designed to protect, from the adverse effects of development, sensitive areas, including: streams and their buffers, 100-year floodplains, habitats of threatened and endangered species, and steep slopes. Other types of sensitive areas may be designated. The element should contain a summary of recommendations for protective regulations. (For detailed information see *Models and Guidelines publication #93-04, Preparing A Sensitive Areas Element for the Comprehensive Plan.*)

The effectiveness of a jurisdiction's Sensitive Areas Element can be enhanced in several ways. First, the Element can be developed in conjunction with jurisdictions that share the same watersheds, thus promoting the protection of networks of environmental resources and enhancing beneficial impacts on water quality and habitat. Second, local governments should consider protecting additional types of sensitive areas through the revised Plan - such as wellheads, cliff areas, and scenic views. Third, to ensure that environmental protection is mutually compatible with economic development in planned growth areas, the Plan should focus on regulatory innovation and flexibility that will permit growth, but in environmentally sensitive ways. (For detailed information see *M&G publication # 95-06, Achieving Environmentally Sensitive Design in Growth Areas Through Flexible and Innovative Regulations.*)

Housing Element.

This element is not required in the Comprehensive Plan, but is a critical component for sound growth management. The Housing Element

and federal funds may be used for local public works projects. The Planning Act permits these funds to be used only for projects that are consistent with the Plan or for projects involving extraordinary circumstances with no reasonably feasible alternatives.

Community Character.

The character of the community is an important, but often disregarded dimension of community planning. It is the manifestation of how the natural, physical, and social components add up. Character makes an area unique, creates what we call home, and gives people a comforting “sense of place.”

Character can be lost in an unplanned zeal for expansion and new development; a community loses many of its “sacred places” in this way. Using good design, thinking about the links between land use and transportation, and preserving strategic “green space” and pedestrian corridors can lead to new development that fits in with traditional community character.

The character of a community is also important for creating living, shopping, and working areas that are “attractive” for public and private sector investments. The vision of concentrating development in suitable areas cannot be achieved with the singular strategy of discouraging rural and suburban sprawl through restrictive rural zoning. Protective rural zoning must be complemented by creating functional and sustainable communities that attract and absorb development pressures.

Growth Boundaries.

Growth boundaries should be included in the Plan and should be identifiable and clearly understood in order to provide adequate guidance to local and State decision-makers. The Plan can also be the basis for more detailed sub-area Plans which would then be used to clarify, refine, or reinforce the boundaries of growth areas. Growth boundaries should be adopted legislatively, and reflected in zoning, functional plans, and other implementation tools. Growth boundaries should be reinforced through the placement of government service areas, utilities, and facilities; agreements with private utility companies are also important. Growth boundaries may be defined and used for different purposes, depending on the nature and scale of the community, as well whether the jurisdiction is a county or a municipality.

Growth boundaries around municipal corporations should be drawn in cooperation with the affected county. This usually proves to be a difficult planning issue. Once consensus is reached, the mutual support for the boundary should be formalized in a written and legislatively adopted

Commentary: Achieving Growth Management and Resource Protection Goals

The 1992 Planning Act and contemporary planning concepts should be used to guide the revision of the Comprehensive Plan. The Comprehensive Plan is the fundamental planning tool; it sets the stage for working towards the seven Visions. A good Plan does not guarantee wisely managed growth, but is nonetheless critical as a starting point. Following are brief synopses highlighting the major issues that should be addressed in the Plan to maximize its utility for achieving a sound growth management and resource protection program.

Public Participation.

The Plan should be prepared with broad public input and participation and have the support of citizens and other local constituencies such as business persons, developers, land owners, farmers, and environmental interests. The Plan participation process should be based on a "vision" for the jurisdiction, and on visions for the communities which make up the jurisdiction. The vision should be an image of the future that becomes a formally adopted goal. The vision is usually an idealistic expression, and is used to set the tone and direction for the Plan.

Interjurisdictional Relationships.

In taking stock of the successes and failures of the existing planning program, planners should give particular thought to neighboring local jurisdictions and other levels of government (i.e., State and federal government). The revised Plan will be more viable if important interjurisdictional relationships can be identified. Strategies can be developed to gain the support of adjoining jurisdictions. Plans developed with input from State agencies can create supportive linkages between local land use policy and State programs for technical assistance, funding, and regulatory permits. Coordinated planning can also account for regional growth dynamics and important resource networks, thus possibly enhancing efforts to spur economic growth and protect environmentally sensitive areas. For municipalities, issues of expansion and annexation are particularly important for defining relationships with the surrounding county.

New "Consistency" Requirements.

The "consistency" requirement of the 1992 Planning Act calls for all implementation tools - including zoning and subdivision regulations; capital improvements for sewerage, water supply, parks, schools, and transportation; design guidelines for new development and revitalization; and other implementation tools that might be used - to be consistent with the Comprehensive Plan.

The Comprehensive Plan also plays a role in determining whether State

D. Community Facilities Element*

1. Water and sewerage systems
2. Solid waste services
3. Public safety and emergency services
4. Educational facilities
5. Government facilities
6. Parks, community centers, and cultural facilities

E. Mineral Resources Element* (if information is available)

F. Sensitive Areas Element*

1. Stream and their buffers
2. 100-year floodplain
3. Habitats of threatened and endangered species
4. Steep slopes
5. Historic and archaeological sites
6. Wellheads

G. Interjurisdictional Coordination

H. Plan Implementation Element*

1. Recommended land development regulations
2. Regulatory streamlining, innovation, and flexibility

I. Transportation

1. Interstate and State highways
2. County highways and local streets
3. Pedestrian ways and bicycle paths
4. Railroads
5. Airports
6. Port facilities
7. Transit services (bus, van pool, rail)

J. Community Facilities

1. Water supply system
2. Sewerage system
3. Solid waste service
4. Schools and colleges
5. Public safety and emergency services
6. Governmental facilities
7. Parks, cultural centers

II. Comprehensive Plan

A. Statement of Goals and Policies*

1. The Seven Visions
2. Overall Vision for the jurisdiction
3. Community character
4. Growth
5. Built environment
6. Economic development
7. Natural environment
8. Governance
9. Relevant State programs

B. Land Use Plan Element*

1. Public and private land uses by type, location, timing
2. Potential annexation: locations, uses, timing
3. Transportation implications

C. Transportation Plan Element*

1. Needs and proposed facilities
2. Functional classifications for roads
3. Pedestrian/ bicycle access and paths
4. Public transportation
5. Land use implications

SECTION TWO: COMPREHENSIVE PLAN OUTLINE AND COMMENTARY

This Section provides an outline for the Comprehensive Plan. It also includes commentary on growth management issues in the context of the revised Plan. Items marked with an asterisk are required Plan elements (Section 3.05, Article 66B of the Annotated Code of Maryland).

Outline

I. Background Studies

A. Location (immediate geography and regional perspective)

B. History

C. Natural Features

1. Topography
2. Soils
3. Hydrology
4. Environmentally sensitive areas
5. Mineral resources
6. Prime agricultural and silvacultural lands

E. Demographics, Population Densities and Projections

F. Housing

1. Condition
2. Owner/Rental
3. Value
4. Type, Densities

G. Economic Inventory

1. Condition, value, and type of business and commercial facilities
2. Commercial and business space inventory, vacancy levels, underutilization
3. Levels of unemployment; availability of jobs
4. Community income levels
5. Regulatory obstacles

H. Land Use

1. Existing development (types, locations, patterns)
2. Public land and parks; conservation and agricultural easements
3. Agricultural and forest land
4. Vacant land
5. Comparison of land use patterns in relation to existing Comprehensive Plan

SECTION ONE: AN OVERVIEW

Basic Requirements of the 1992 Planning Act

- Include and implement the Seven *Visions* through the Comprehensive Plan. See Section Five of this booklet for an articulation of the seven *Visions* in the context of the Comprehensive Plan.
- Prepare A Sensitive Areas Element for the Comprehensive Plan. See *Models & Guidelines publication #93-04: Preparing A Sensitive Areas Element*.
- Encourage regulatory streamlining, innovation, and flexibility in the Plan. See *Models & Guidelines publication #94-02: Regulatory Streamlining* and *#95-06, Achieving Environmentally Sensitive Design ... Through Flexible and Innovative Regulations*.
- Comply with the two “consistency” requirements: 1) implementation regulations must be consistent with the Comprehensive Plan; 2) State and federal funds may be used only for projects that are consistent with the Plan (exceptions can be made in extraordinary circumstances). See *Models & Guidelines publication #94-03: Achieving Consistency Under the 1992 Planning Act*.

Encourage Public and Intergovernmental Participation in the Planning Process

- Design and initiate a public and intergovernmental participation process for updating the Plan. See Section Three of this booklet.
- Establish an on-going and long term interjurisdictional coordinating mechanism with adjacent jurisdictions and State government agencies. See Section Three of this booklet and *Models & Guidelines publication #94-04: Interjurisdictional Coordination*.

Initiate Background Studies

- Review and analyze the existing Plan to identify successes and failures that have occurred since the adoption of that Plan. The strengths and the weaknesses of the Plan should be highlighted, as should policies and recommendations that have validity, or that need to be revised, under the 1992 Planning Act.
- Contact agencies for data, maps, and technical assistance. See Appendix A.
- Inventory physical and natural resources; prepare demographic profiles and population trends and projections; document change and integrate new survey data as appropriate, with particular attention to information needed to meet the goals of the Planning Act.

INTRODUCTION

Preparing A Comprehensive Plan is one of a continuing series of *Models & Guidelines* published by the Maryland Office of Planning to assist local governments in achieving the goals of the Economic Growth, Resource Protection, and Planning Act of 1992 (the Planning Act). The major goals of the Planning Act are reflected in the following seven statutory *Visions* for growth, protection, and planning:

The Visions. “ ... the [planning] commission shall implement the following visions through the plan ... (1) development is concentrated in suitable areas; (2) sensitive areas are protected; (3) in rural areas, growth is directed to existing population centers and resource areas are protected; (4) stewardship of the Chesapeake Bay and the land is a universal ethic; (5) conservation of resources, including a reduction in resource consumption, is practiced; (6) to achieve [items] (1) through (5), economic growth is encouraged and regulatory mechanisms are streamlined; and (7) funding mechanisms are addressed to achieve these visions.” (Section 3.06(b), Article 66B, Annotated Code of Maryland).

Preparing A Comprehensive Plan specifically targets planners and local officials in Maryland’s rural counties and towns and suggests ways in which the seven Visions can be incorporated into the Plan. The booklet is not intended for the State’s more complex metropolitan counties, although many of the ideas and concepts are applicable to these areas.

Preparing A Comprehensive Plan works in tandem with a jurisdiction’s existing Comprehensive Plan. Planners will undoubtedly find that much of their existing Plan is still valid. This booklet focuses on information that is most useful in reshaping the existing Plan into one that embraces the goals and requirements of the Planning Act. The booklet will also be of value as jurisdictions review and update their Plans once every six years, as required under the Planning Act.

Previous *Models & Guidelines* have focussed on specific planning techniques - such as cluster development, traditional neighborhood design, interjurisdictional coordination, protection of sensitive areas, regulatory streamlining, overlay zoning, growth boundaries, and transferable development rights. The Maryland Office of Planning offers *Preparing A Comprehensive Plan* as a means of incorporating and synthesizing the ideas and concepts of previous publications into a new Comprehensive Plan, and thereby guide Maryland’s towns and rural counties into the 21st century.

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