

CHAPTER II OF TEN YEAR SOLID WASTE MANAGEMENT PLAN

POPULATION, ZONING, AND LAND USE

A. INTRODUCTION

Baltimore County attained county status in 1659. The County was named for the Lords of Baltimore, proprietary governors of the Maryland colony. At first, Baltimore County included all that territory which is now Cecil and Harford Counties, as well as a large portion of what is now Kent County and the eastern half of Carroll County.

The town of Baltimore (Baltimore City) gained municipal status in 1797 when it received a municipal charter. In 1816 the first annexation of surrounding territory took place. By this annexation, Baltimore City acquired a population of 16,000 to 17,000. The City deeds and County deeds for rural places were all kept in the same book series until a vote in 1851 led to the separation of Baltimore City and Baltimore County. County court functions stayed in the city until the original Towsontown courthouse opened in January 1857.

A general map outlining Baltimore County and referencing neighboring jurisdictions is included as Map II-1.

It is important for Baltimore County to keep track of growth patterns such as population, employment, and household units since each affects the management of solid waste in terms of waste generation, solid waste disposal capacity, collection and disposal, operating costs, landfill life expectancy, etc.

B. DEMOGRAPHICS

Baltimore County is located in the geographic center of the State in a metropolitan area with a population exceeding 2.5 million. During the last two decades, the basic demography of the County has changed from predominantly rural to an urban and rural mix. Within its 612 square miles (plus an additional 28 square miles of water) are situated at least 25 identifiable unincorporated communities. According to the Maryland Department of Planning, the County's estimated population grew 9.8 percent from 723,213 in 1995 to 793,846 in 2005. In 2006, the County had the third highest population (799,182 residents) and the third largest land area of any political subdivision in the State of Maryland.

New population growth in Baltimore County is being directed toward the targeted growth areas – White Marsh to the east, and Owings Mills to the west. Designated as growth areas in 1979, each town center is adjacent to major transportation networks with

regional shopping centers. White Marsh has a projected population of 78,000 and the Owings Mills community has a projected population of 65,000.

According to the Baltimore County Office of Planning, the rate of population growth in Baltimore County is expected to slow substantially through the year 2030. See Table II-1.

C. MUNICIPALITIES AND FEDERAL FACILITIES

Baltimore County surrounds the City of Baltimore, but the two entities are entirely separate political units. Baltimore County performs all local governmental functions within its jurisdiction, as **there are no incorporated towns, villages, municipalities or other political subdivisions with separate taxing authority.** Under home rule charter since 1957, an elected County Executive and a seven-member County Council govern the County with each serving separate executive and legislative functions.

Of the two federal facilities noted in Baltimore County's previous ten-year solid waste management plan, only one remains. In June 2000, the Veterans Administration Medical Center at Fort Howard closed its doors. The Social Security Administration facility is still located in Woodlawn (see Map II-2). This facility uses a private hauler to collect and dispose of trash. The Social Security Administration has also established a recycling program, which provides recyclables to private recycling facilities in and around the Baltimore area. Depending on market conditions, the recyclables are either sold, donated, or a fee is paid.

D. ZONING REQUIREMENTS

Zoning is an important part of Baltimore County's land use regulations. The Zoning Ordinance affects solid waste management activities within the County by restricting the placement of facilities related to the disposition of solid wastes. Construction of new facilities within Baltimore County is controlled by a document entitled Baltimore County Zoning Regulations. Facilities owned and operated by the County are exempt from these regulations. Land use and development regulations and standards are contained or authorized in the Baltimore County Code. Both the County's Zoning Regulations and Code may be accessed at www.baltimorecountymd.gov.

The Baltimore County Zoning Regulations specify what land uses can be developed on a piece of property based on the property's designated zoning classification. The zoning regulations also contain area and setback requirements and other regulations related to site design. Section 105 of the Baltimore County Zoning Regulations prohibits several land uses in Chesapeake Bay Critical Areas, including solid or hazardous waste collection or disposal facilities and sanitary landfills.

There are several types of solid waste acceptance facilities that are explicitly denoted in the zoning regulations:

- Rubble Landfill;
- Sanitary Landfill;
- Sewage Sludge Composting;
- Sludge Co-Landfilling;
- Sludge Handling in General;
- Sludge Incineration;
- Sludge Land Spreading; and
- Sludge Surface Impoundment.

The Baltimore County Department of Environmental Protection and Resource Management considers rubble landfills (or demolition landfills) as sanitary landfills; likewise, Section 412 of the Baltimore County Zoning Regulations lists both as being the same and subject to the same zoning conditions and approvals. In accordance with the County Code, open dumps are not permitted within the County and, consequently, are not denoted in the regulations.

E. COMPREHENSIVE LAND USE PLAN (County Master Plan)

According to the Baltimore County Office of Planning’s *Master Plan 2010*, “Baltimore County’s Charter requires that the master plan be adopted or updated every ten years. The purpose of the master plan is to guide the development of the county.” *Master Plan 2010*, which was updated and adopted February 22, 2000, examines the policies and strategies that have guided past development of the County, and reassesses them in light of present and projected conditions.

Each successive master plan adopted by Baltimore County has built upon previous work. Central to the way that the County has developed is the concept of delineating two distinct land management areas—the urban area and the rural area. This concept manages growth in a manner that preserves important natural and agricultural resources and maximizes the efficiency of County revenues spent on transportation improvements, utilities, and other capital projects. An urban-rural demarcation line (URDL) was established in 1967. The urban areas of the county were those that had or would receive public water and sewer infrastructure, and therefore would accommodate development, including employment, retail and residential uses. In the rural areas, reliance on private well and septic systems would limit the amount of development that could be accommodated, and thereby help ensure the area’s continued use for agricultural and natural resource protection and low-density rural residential uses.

Again, according to the Baltimore County’s Office of Planning’s *Master Plan 2010*, “[t]he county executive and the county council have recognized the master plan as an important advisory tool for ensuring that the growth of Baltimore County is managed in an orderly and rational manner. Many of the activities of government encourage and have conformance with the master plan, such as the capital improvement program, the water and sewer master plan, the solid waste management plan, and the various zoning map processes. Proposed regulations and standards are reviewed to determine if they

conform to the master plan. While formally adopted regulations must take precedence over the advisory status of the master plan, the master plan has an influential role in providing guidance in a number of regulatory and fiscal decision-making processes.”

Baltimore County’s *Master Plan 2010* includes a section on solid waste. Land development in Baltimore County may pose constraints on the establishment of a solid waste management facility simply by occupying available land or by establishing land uses incompatible with solid waste management facilities.

Following for the remainder of this chapter is the relevant section from the *Master Plan 2010* referring to solid waste. Parenthetical items are additions/clarifications to the verbatim text of the Master Plan.

Master Plan 2000-2010

PUBLIC INFRASTRUCTURE

INTRODUCTION

Public infrastructure is the term used to describe the basic facilities, equipment, services and installations needed for the growth and functioning of a community. Because public infrastructure is so important in determining the timing, location, and intensity of private development, it serves as a valuable tool for master plan implementation.

The principal responsibility for infrastructure in Baltimore County lies with the Department of Public Works. The department's mission is to plan, provide, maintain, and expand public infrastructure systems serving the residents of Baltimore County in the safest, most efficient, and cost effective manner possible. Because the county is aging, infrastructure needs have shifted from construction of new facilities to maintenance of existing facilities. Major areas of responsibility of the Department of Public Works include:

- Developing, maintaining and upgrading the transportation network
- Providing for adequate water supply and sewerage service
- Providing adequate storm drain systems
- Managing solid waste

POLICIES

- Continue to ensure the maintenance of existing facilities when determining budget priorities.
- Give priority to community conservation areas when implementing improvements.
- Provide public facilities in a timely manner to support development in

- the growth areas and employment centers.
- Computerize Department of Public Works processes to accomplish preventive maintenance more efficiently.
 - Promote solid waste reduction, recycling and resource recovery to minimize the need for landfilling and to extend the useful life of the Eastern Sanitary Landfill Solid Waste Management Facility.

ISSUES AND ACTIONS

Issues and actions are discussed below by major infrastructure type.

SOLID WASTE

Baltimore County's Solid Waste Management responsibilities include:

- Providing weekly recycling and refuse collections for 230,000 households, and biweekly yard waste recycling collections from April through December to 70% of these households.
- Managing the county's waste reduction, recycling and composting programs.
- Mechanically sweeping streets, curbs, and gutters. (Note: Sweeping program transferred to Bureau of Highways on January 1, 2001).
- Operating the active Eastern Sanitary Landfill Solid Waste Management Facility, which includes a transfer station, yard waste composting and mulching operation, and a residential drop-off and recycling center, as well as properly maintaining county-owned closed sanitary landfills.
- Overseeing the operation of the two solid waste facilities operated by the Maryland Environmental Service: Western Acceptance Facility (WAF) in Halethorpe and Baltimore County Resource Recovery Facility (BCRRF) in Cockeysville, both of which are transfer stations and include residential drop-off centers. BCRRF also has a materials recovery facility for recyclable paper, bottles and cans, as well as a paper baler. (Note: In 2005 a glass pulverizer was placed in service at BCRRF).
- Coordinating with the Northeast Maryland Waste Disposal Authority in overseeing the operation of the Southwest Resource Recovery Facility, a waste to energy facility located in Baltimore City and operated by Wheelabrator Baltimore. (Note: The facility is often referred to as BRESO).
- Preparing and updating the county's recycling plan and solid waste management plan.
- Coordinating with other jurisdictions to formulate regional solid waste management and recycling plans.

Issue: Improving Refuse and Recycling Collection

The visual appearance and positive image of a community can be adversely affected by litter or refuse in streets and alleys, or by bulk trash left in yards and along roadways. Trash and refuse can also pose safety hazards and cause environmental damage. Effective partnerships with citizens can help to mitigate these conditions.

Actions

1. Work with community groups and volunteers to support communities with programs such as Community Clean Up and Adopt a Road. (Note: Adopt a Road Program transferred to Bureau of Highways in 1998).
2. Improve the street sweeping program by:
 - Maintaining the "night sweeping" program to include parking lot and entrances of county-owned properties.
 - Establishing a permanent location for the sweeping crew that serves the eastern area of the County in order to reduce street sweeper travel distance and to have a dedicated facility for vehicle maintenance. (Note: Sweeping program transferred to Bureau of Highways on January 1, 2001).
3. Conduct grasscycling campaigns and sponsor compost bin sales.
4. Conduct public education campaigns to promote recycling, including distributions of four-year collection schedules.
5. Conduct appropriate public outreach activities that give residents, businesses, and schools a better understanding of solid waste management and encourage recycling and waste prevention to minimize what is being disposed of.
6. Participate in the coordination of regional solid waste and recycling initiatives, organizations and policies.
7. Continue striving to maximize the effectiveness and fiscal soundness of recycling programs.

Issue: Ensuring the Efficient Management of the Eastern Sanitary Landfill Solid Waste Management Facility

Eastern Sanitary Landfill, located north of Bird River, is the only active sanitary landfill in Baltimore County. The Department of Public Works will continue to try and extend the useful life of the landfill by transporting solid waste out-of-state. When the landfill reaches final grade, it may be possible to use the closed areas for other purposes. County Government will continue to be responsible for its maintenance.

Actions

1. Continue to transport waste from all three transfer operations to out of region commercial disposal facilities so long as it is economically feasible. (Note: Trash transferred from WAF goes to the Southwest Resource Recovery Facility operated by Wheelabrator Baltimore);

2. Develop a final use plan, in conjunction with neighboring communities, for those portions of the site that have reached final grade.

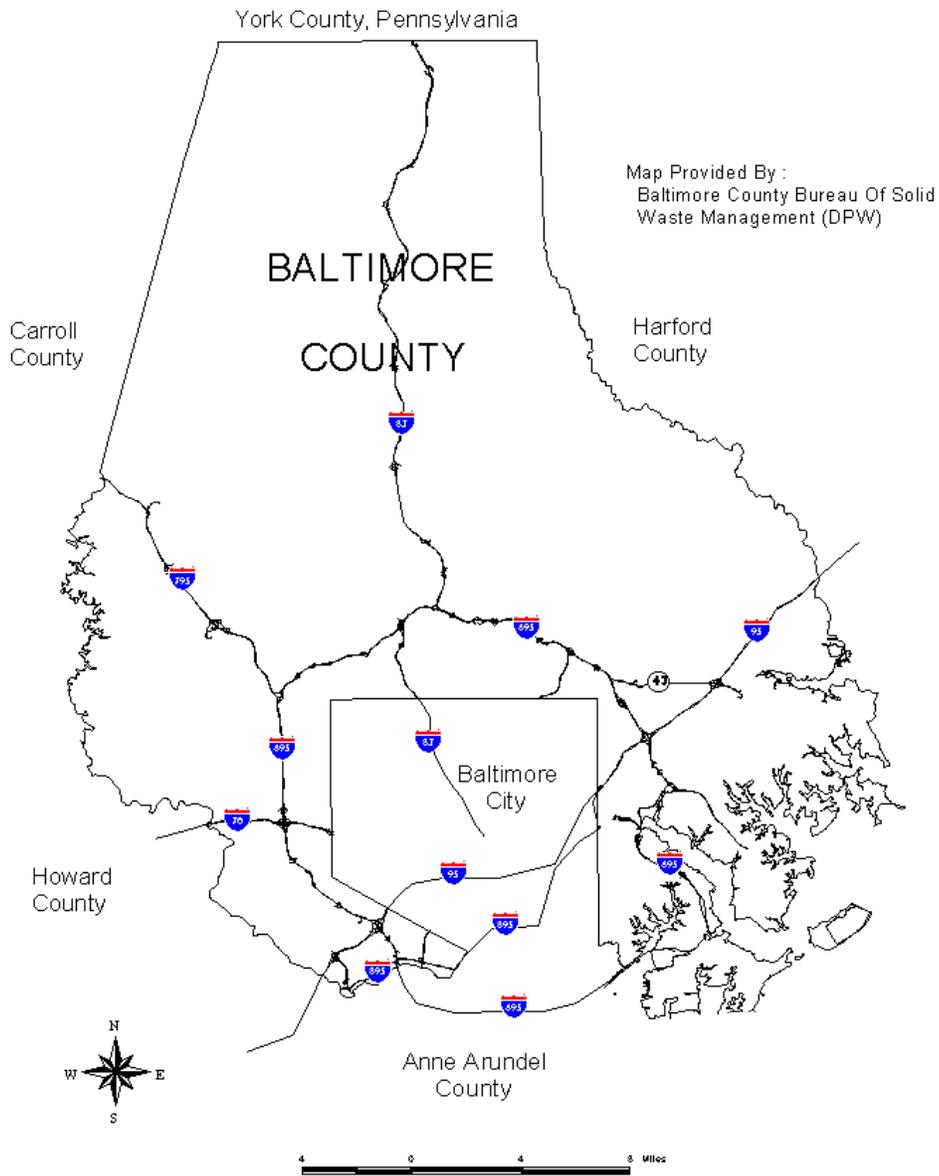
Issue: Closed Landfill Sites

Baltimore County has closed landfill sites, some of which are under the direction of the Department of Recreation & Parks (Southwest Area Park, Batavia) and the Revenue Authority (Longview Golf Course). Two sites, which are essentially open space at this time, are the Hernwood (295 acres) and Parkton (204 acres) sites, both of which are being monitored and in the process of being closed by the Department of Public Works. These sites will be available for future recreational use. The Texas Landfill is presently being used for parking, open-top transfer, and storage. It will be available for public works staging or the possible relocation and enlargement of the existing residents' acceptance facility and recycling drop-off center located on Recycle Way. (A part of the Texas Landfill is now being used as an expanded Residents' Drop-Off Center [RDOC] at the Baltimore County Resource Recovery Facility. Along with a new drop-off area, a new entrance for residents opened in 2004 off of Warren Road. The entrance road to the RDOC is "Drop-Off Drive." The former entrance to the RDOC off of York Road [Recycle Way] is now closed to the public).

This concludes the recitation of the relevant excerpt from the *Master Plan 2010* referring to solid waste.

Map II-1

BALTIMORE COUNTY, MARYLAND



MAP II-2

FEDERAL FACILITIES LOCATED IN BALTIMORE COUNTY

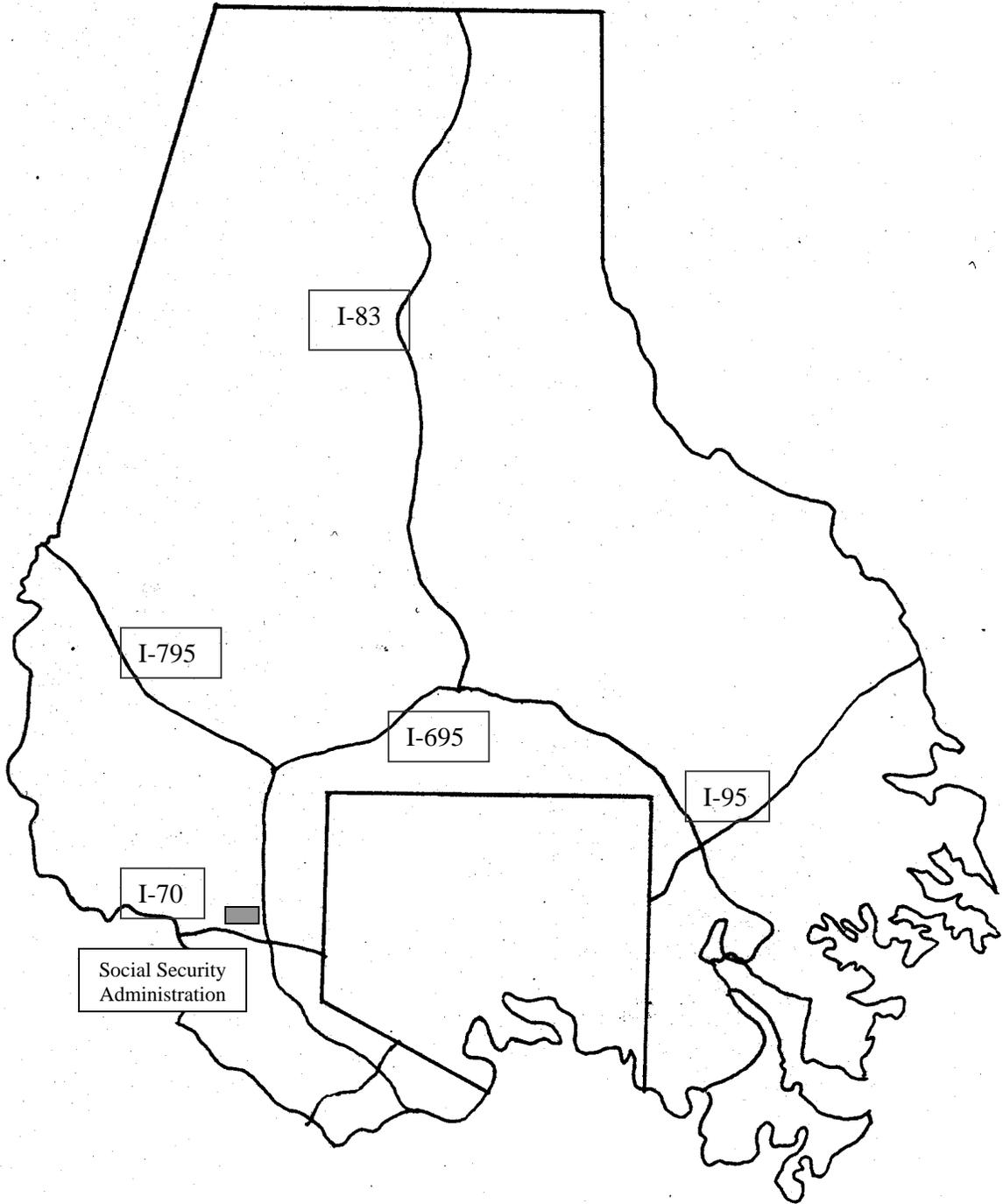


TABLE II-1
POPULATION DATA

YEAR	POPULATION*
1998	741,860
1999	748,076
2000	754,292
2001	762,203
2002	770,114
2003	778,024
2004	785,935
2005	793,846
2006	799,182
2007	804,070
2008	809,181
2009	814,293
2010	819,405
2011	822,033
2012	824,661
2013	827,289
2014	829,917
2015	832,545
2016	833,663
2017	834,781
2018	835,899
2019	837,017
2020	838,135
2021	838,936
2022	839,738
2023	840,539
2024	841,341
2025	842,142
2026	842,670
2027	843,198
2028	843,727
2029	844,255
2030	844,783

* Population figures are based on U.S. Census data (1990 and 2000) and March 2007 Baltimore County Office of Planning estimates/projections at five-year intervals starting with the year 2005. Estimates/projections for years not ending in zero or five are derived by linear interpolation (which means that straight-line increases are assumed between years where U.S. Census data or Office of Planning estimates/projections are available). In general, the rate of population growth in Baltimore County is expected to slow substantially through the year 2030.