

Chapter 4

Growth Assumptions and Scenarios

Background

Kent Island's 2000 population of 16,812 represented a 31 percent increase from the 1990 population of 12,829, a lesser proportional gain than the 55.7 percent recorded between 1980 and 1990, but still reflective of steady growth. Between 1980 and 1990, a total of 1,941 new residential subdivision lots were created in Queen Anne's County, and 36 percent (703) of those were created on Kent Island. However, since then, subdivision activity has significantly slowed on the Island, and although residential building permit trends continue to show strong demand, the Queen Anne's County 2002 Comprehensive Plan is focused on limiting development on the Island to a slower pace, and directing new residential development toward incorporated municipalities in accordance with statewide growth management standards.

In its 1993 Comprehensive Plan, Queen Anne's County established a policy to limit population growth on Kent Island to one-third of the County total over the next 20 years. In the Plan's designation of "growth sub-areas" (Centreville, Queenstown, Grasonville, Stevensville, Chester, and Kent Narrows), Kent Island received approximately 44 percent of the total acreage located within all "growth sub-areas" established.

As the County's 2002 Plan was being developed, the County determined that these "growth sub-areas" were not sized sufficiently to insure that the 1993 policy objective to limit population growth on Kent Island could be met, and the 1993 Plan did not include any other policies, strategies, zoning or ordinance recommendations that would implement or achieve the policy of reducing the percentage of new growth on Kent Island. In the 2002 County Comprehensive Plan, with the adoption of six new Community Planning Areas, the size of the Kent Island Community Planning Area relative to the total size of all six Community Planning Areas was reduced from 44 percent of the total in 1993 to 38 percent of the total in 2002 (see Table 4-1).

In the County's 2002 Plan, the amount of land located within the six designated Community Planning Areas is approximately 59 percent larger (5,300 acres) than the growth sub-area boundaries contained in the 1993 Plan. In contrast, the amount of land the Chester and Stevensville Community Planning Areas is approximately 37 percent larger (1,414 acres) than the size of the growth sub-area boundaries contained in the County's 1993 Plan. In addition, as a result of the zoning decisions associated with the adoption of the 2002 Plan, the total maximum residential development potential of the Chester and Stevensville Community Planning Area is approximately 32 percent of the overall potential of all six Community Planning Areas. Thus, with the adoption of the 2002 Comprehensive Plan, the County has taken action to support the 1993 Plan objective that new growth on Kent Island be reduced to one-third of the total anticipated growth in the County (see Volume 2, pg. 17, 2002 Queen Anne's County Comprehensive Plan, Section entitled "An Analysis of the 1993 vs. 2002 Growth Area Boundaries").

Table 4-1: Change in Queen Anne’s County Growth Area Boundaries 1993-2002 (in acres)						
	1993		2002		Change**	% Change in Size
	Acres	% of Total	Acres	% of Total		
Centreville	1,552	17%	3,909	27%	2,357	151.9%
Queenstown	1,350	15%	2,840	20%	1,490	110.4%
Grasonville	1,901	21%	1,939	14%	38	2.0%
Stevensville	1,719	19%	3,278	23%	1,559	90.7%
Chester	2,053	23%	1,908	13%	-145	-7.1%
Kent Narrows	415	5%	415	3%	0	0.0%
Totals	8,990	100%	14,289	100%	5,299	58.9%
Kent Island*	3,979	44%	5,393	38%		

* Kent Island totals include Chester total, Stevensville total, and one-half of Kent Narrows total.
** The 2002 Comprehensive Plan includes the growth area boundaries as defined in the Community Plans that were adopted from 1992 to 1998. Thus the changes shown between 1993 and 2002 are based on the changes adopted when the Community Plans were adopted and not because of any changes this 2002 Plan included or proposed

Source: Queen Anne’s County Comprehensive Plan, 2002

Recent trends as reflected in County Building Permit records for the period 1989 through 2003 (a 15 year period) indicate that permits for new residential construction on Kent Island resulted in 2,619 new residential units on Kent Island over the 15 year period: an average of 174 new home annually through the period. This represented 44% of the total 5,878 new residential building permits issued County-wide over the same 15 year period; that equates to a countywide average of 392 new residential units annually.

Population and Housing Unit Projections

Population and housing unit projections for Chester and Stevensville were determined using calculations based on the County’s analyses and projections of buildout potential for each of the County’s six Community Planning Areas (see Attachment 5D of Volume 1, 2002 Queen Anne’s County Comprehensive Plan, and Appendix: Alternatives Analysis, Projections, Volume 2, 2002 Queen Anne’s County Comprehensive Plan). Of the total housing units projected for Queen Anne’s County, one-third of these are anticipated to be located within the Chester and Stevensville Community Planning Areas.

Establishing more specific projections or estimates concerning projected growth within the designated Chester and Stevensville Community Planning areas requires use of a number of assumptions. One such assumption is that projected growth on Kent Island as measured in housing units will not exceed 30 percent of total County growth. A second assumption is that the

majority of growth on Kent Island will be located within the Chester and Stevensville Planning Areas. This assumption is consistent with policies established by the County in the 2002 Comprehensive Plan and with Maryland's Smart Growth initiatives.

Therefore, alternative projections shown in Tables 4.2 and 4.3 assume that 80% of Kent Island's projected growth will be located in the Chester or Stevensville designated Community Planning Areas and the remaining 20% of Island growth will be located outside these designated Community Planning Areas.

These projections further assume that of the 80 percent allocated to the Chester and Stevensville Community Planning Areas, 60 percent will be located in the Stevensville Community Planning Area and the remaining 40 percent will be located in Chester (based on the pro rata share of available undeveloped land in each of the two communities). Using these assumptions as a basis for calculations, two scenarios for growth are projected. Trend Growth (see Table 4-2) projects growth based on the allocation of residential units built by County sub-areas through the period 1990-2000, and assumes 400 new units would be built annually County-wide. Projected Growth (see Table 4-3) assumes an annual increase of 500 residential units County-wide.

Table 4-2: Trend Growth Housing Unit and Population Projections for Chester, Stevensville, Kent Island, and Queen Anne's County, Five-Year Estimates for 2000 - 2020								
	Queen Anne's County		Kent Island		Stevensville		Chester	
Year	Population	Housing Units	Population	Housing Units	Population	Housing Units	Population	Housing Units
2000	40,563	16,674	16,812	6,786	5,880	2,172	3,723	1,737
2005	45,563	18,674	18,312	7,386	6,600	2,460	4,203	1,929
2010	50,563	20,674	19,812	7,986	7,320	2,748	4,683	2,121
2015	55,563	22,674	21,312	8,586	8,040	3,036	5,163	2,313
2020	60,563	24,674	22,812	9,186	8,760	3,324	5,643	2,505
Change 2000-2020	20,000	8,000	6,000	2,400	2,880	1,152	1,920	768
% Change 2000-2020	49%	48%	36%	35%	49%	53%	52%	44%

Figures shown are based on the following assumptions:

1. Total county population growth will equal 400 new housing units or 1,000 persons per year (2.5 persons/unit). Source: 2002 *Queen Anne's County Comprehensive Plan*
2. Only 30% of the new housing units and/or population will be located on Kent Island. Source: 2002 *Queen Anne's County Comprehensive Plan*
3. 80% of the new housing unit and population growth on Kent Island will be located within the Stevensville and Chester Designated Community Planning Areas.
4. 60% of the growth allocated for both growth areas will be located in the Stevensville Community Planning Area with the remaining 40% located in Chester. (Note: this distribution is based on the pro rata share of available undeveloped land in each of the two communities.)

**Table 4-3: Chester/Stevensville Community Plan Projected Growth
Housing Unit and Population Projections for Chester, Stevensville, Kent Island,
and Queen Anne’s County, Five-Year Estimates for 2000 - 2020**

Year	Queen Anne’s County		Kent Island		Stevensville		Chester	
	Population	Housing Units	Population	Housing Units	Population	Housing Units	Population	Housing Units
2000	40,563	16,674	16,812	6,786	5,880	2,172	3,723	1,737
2005	46,813	19,174	18,687	7,536	6,780	2,532	4,323	1,977
2010	53,063	21,674	20,562	8,286	7,680	2,892	4,923	2,217
2015	59,313	24,174	22,437	9,036	8,580	3,252	5,523	2,457
2020	65,563	26,674	24,312	9,786	9,480	3,612	6,123	2,697
Change 2000-2020	25,000	10,000	7,500	3,000	3,600	1,440	2,400	960
% Change 2000-2020	62%	60%	45%	44%	61%	66%	64%	55%

Figures shown are based on the following assumptions:

1. Total county population growth will equal 500 new housing units or 1,250 persons per year (2.5 persons/unit). Source: *2002 Queen Anne’s County Comprehensive Plan*
2. Only 30% of the new housing units and/or population will be located on Kent Island. Source: *2002 Queen Anne’s County Comprehensive Plan*
3. 80% of the new housing unit and population growth on Kent Island will be located within the Stevensville and Chester Designated Community Planning Areas.
4. 60% of the growth allocated for both growth areas will be located in the Stevensville Community Planning Area with the remaining 40% located in Chester. (Note: this distribution is based on the pro rata share of available undeveloped land in each of the two communities.)

Given these assumptions, and using the 2002 Plan, “Trend Growth” projections identified in Table 4.2, an estimated 1,152 additional housing units are projected for location within the Stevensville Community Planning Area and some 768 units are projected within the Chester Community Planning Area by the year 2020; a total of approximately 1,920 units within both designated growth areas through the 20 year period (year 2000 to year 2020).

Utilizing the “Alternate Community Plan projected growth” figures, estimated growth within each of the two planning areas would be 20 percent higher and would total approximately 2,400 residential units over the 20-year period. Total projected growth on Kent Island would range between 2400 and 3000 units between the years 2000 and 2020 depending on which of the two scenarios illustrated in tables 4.2 and 4.3 are utilized.

Utilizing either scenario, coupled with the assumption that both growth areas should absorb 80% of total Kent Island growth, suggests that the Chester and Stevensville designated growth areas should be sized or designed to sustain between 1,920 and 2,400 units through the planning period.

Current Trends and Growth Indicators

Current trends provide the baseline for consideration of the implications of various alternative planning policies. One particular trend, of more than passing concern, is the degree to which the location of development on Kent Island in recent years is consistent with County Planning Policy and State Smart Growth initiatives. Both County Policy and State initiatives encourage growth in concentrated form in pre-designated locations (e.g. designated community planning areas). Policies at both levels of government are designed to accommodate growth in serviceable form to use public infrastructure efficiently. The notion here is that if growth is accommodated and properly serviced in the right locations it will be less likely to occur in rural farming areas. The results are fewer land use conflicts between agricultural and residential uses and more efficient use of public dollars to provide infrastructure and services to communities of compact form. Recent land subdivision trends in the County suggest that new lots for residential development created since 1997 are not in locations consistent with County Planning policy or State Smart Growth strategies. Table 4.4 indicates that over the 1997-2004 period, almost one-half of new lots created were located outside designated community planning areas in the County. Recent trends are worse. Over the past three years (2002 through 2004 to date) more than 74% of new lots have been created outside planned community planning areas.

	1997	1998	1999	2000	2001	2002	2003	2004	Total
Residential Lots in Community Planning Areas	83	162	20	183	126	48	21	8	651
Residential Lots outside Community Planning Areas	141	52	51	46	24	54	110	64	542
Percent in Community Planning Area	37%	76%	28%	80%	84%	47%	16%	11%	54.5%
Percent Outside Community Planning Area	63%	24%	72%	20%	16%	53%	84%	89%	45.4%

Source: Queen Anne's County Department of Planning
Figures shown are Countywide

Of greater import on Kent Island, are trends indicating the substantial pressure for development within the Chester and Stevensville designated community planning areas. Pending current development proposals in various stages of conceptual design suggest that currently planned growth far exceeds the housing projections identified in tables 4-2 or 4-3.

Table 4-5 indicates that by the year 2020 the Island would sustain an additional number of housing units in excess of 2,850 in number assuming all current or pending development proposals were approved and developed within the planning period.

Table 4-5 Potential Development for the Chester/Stevensville Community Planning Areas 2005 to 2020 (Based on developments approved since 2000 and pending development proposals)	
Name of Development	Land Use/Quantity
Cate, Austin & Evelyn	7 single-family units
Ellendale	106 single-family units 174 multi-family units
Francis M. & Ladda K. Cole	8 single-family condominium units
Four Seasons	930 single family units 420 multi family (88 bed assisted living)
Gibsonø Grant	280 single-family units
*Howard Brown Property (Chester Haven Beach)	180 single-family units
Hutchinson, Robert	5 single-family units
*McKee Builders/The Cloisters	291 single-family units
*Kent Manor Inn Property	450 units
Sure Built Homes, Inc.	5 single-family units
YEAR 2020 TOTAL	2,856 Units
Source: Queen Anneø County Department of Planning	
* Properties recommended for removal from the Community Planning Area (refer to Chapter 5)	

Although no specific projection or estimate of future residential growth can be modeled with certainty, it is clear that current and pending development proposals would yield nearly twice the number of residential units that are projected in Tables 4-2 or 4-3.

The current number and scale of development proposals would appear to support the concerns expressed by the Citizen Advisory Committee, regarding the rate and pace of development and suggests that re-evaluation of the size and extent of the designated growth areaø in both communities are justified. However, while reductions in the size of the growth area can be supported, the configuration and extent of the growth area should be sized to accommodate a minimum of between 1,900 and 2,400 units through the planning period. If evenly distributed in construction over time this would result in annual increases in housing stock in both communities combined, ranging from 95 to 120 units annually. Given the pending approvals of Four Seasons it is likely that development would be accelerated during the early portion of the planning period. This could result in excess of 200 houses annually in the Chester/Stevensville Planning Area.

Development Capacity Analysis

In 2004, the State of Maryland and local governments committed to include a development capacity analysis in their comprehensive plan updates in accordance with a Memorandum of Understanding and an Executive Order from Governor Robert L. Ehrlich, Jr. A development capacity analysis is also referred to as a "buildable lot inventory" or "build-out analysis." It is an estimate of the total amount of development that theoretically may occur within a geographic area under certain assumptions. These assumptions would include land use regulations such as zoning, which addresses issues such as permitted uses and density and lot frontage requirements for vacant parcels, as well as environmental constraints, such as wetlands. This new State requirement that must be addressed in local comprehensive plans is important for a jurisdiction to complete in order to assure it is adequately planning for future growth. These estimates can be used to evaluate policy considerations and assist in making long-range land use planning decisions. (Maryland Department of Planning; Lincoln Institute of Land Policy; National Center for Smart Growth Research and Education, University of Maryland. Estimating Residential Development Capacity: A Guidebook for Analysis and Implementation in Maryland. August 2005) (Maryland Department of Planning. Models & Guidelines Summary: Development Capacity Analyses.)

For the purposes of this plan, this analysis is focused on estimating the theoretical capacity for new residential development within the Chester / Stevensville Community Planning Area boundary that will be established by the adoption of this Plan. This is an analysis of the land area for development, including infill and redevelopment, as well as residential components that would be permitted as part of mixed-use projects.

In conducting this analysis, vacant land within the Planning Area was identified through tax assessment records. Vacant land included both large undeveloped tracts as well as existing subdivided lots of record that had not yet been built upon and thus would be considered infill development and could even be further subdivided depending on the zoning.

An analysis of this type could include land that could be redeveloped at a greater intensity through infill development based solely on the size of the parcel. In other words, if the acreage of the lot exceeded the minimum square footage established by the property's zoning, then an assumption could be made that it has subdivision potential. However, the acreage is not the only determining factor for subdivision potential. The County's zoning also establishes lot frontage and lot width requirements that would not permit subdivision for most of these types of lots.

Therefore, even though within subdivisions of neighborhoods there are lots that exceed the minimum lot size required by the zoning, thus as general assumption if these existing lots of record contain a structure they were not counted toward infill development. As a caveat, this assumption is based on the majority of the lots not having sufficient lot frontage or width for subdivision, however, an evaluation of frontage and width was not conducted on each and every lot within existing subdivisions. Hence, within each neighborhood there are several lots of record with an existing residential dwelling that could be further subdivided and may potentially be subdivided at some point in the future.

Additionally, lands impacted by wetlands were also not counted towards development potential in this analysis. And, dedicated open space within a subdivision was also not included as land with potential for development. Tax exempt lands were also not included, such as land owned by the County, or State or Federal agencies, or a church, as well as public rights-of-way for roads.

Within the Chester / Stevensville Planning Area are three pending projects on large tracts for which certain approvals and allocations have been obtained based upon a specific development proposal. Therefore, the residential units proposed in these three projects have been utilized for this development capacity analysis. Otherwise, the permitted residential density of 6 units per acre was used for undeveloped property in the Chester Master Planned Development District (CMPD). Development potential of undeveloped property in the Stevensville Master Planned Development District (SMPD) was based upon a residential density of 3.5 units per acre. And, for the mixed-use category that envisions apartments incorporated as part of a project that could contain both residential and non-residential components, a density of 3.2 units per acre was utilized. This development potential is reflected on Map 4-1, Development Capacity Analysis.

This Development Capacity Analysis presents a theoretical potential of 2,880 new residential units within the Chester / Stevensville Community Planning Area. This total includes the 1,350 units proposed by the development of the age-restricted project known as Four Seasons, as well as development of the Gibson's Grant project with 280 single-family units, and the Ellendale project with 106 single-family unit and 179 multi-family units. These three pending projects combined reflect the development of 1,915 residential units, which is approximately two-thirds of the potential capacity. Of the remaining theoretical 965 residential units, there are 540 residential units in the mixed-use category, and a potential of 139 new dwellings through infill development. Otherwise, undeveloped land could potentially yield 286 new residential units under this theoretical build-out analysis.

This analysis clearly indicates that even though under this Plan there is a reduction in the Chester / Stevensville Community Planning Area there is sufficient land to accommodate reasonable future growth until build-out of both communities.