



# **Comprehensive Plan Town of Leonardtown, MD**

April, 2010





# Acknowledgements

The Town of Leonardtown would like to thank the residents and businesses that have participated in the process of developing this plan and for their ongoing support of Town planning and management initiatives.

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**Adopted April 22, 2010**

**In accordance with Article 66B of the Annotated Code of Maryland**

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## Section 1: Introduction



Leonardtown's 2010 Comprehensive Plan (the Plan) includes revisions to the 2004 Comprehensive Plan as well as additions to meet applicable State laws adopted since 2004. The Comprehensive Plan is the official statement of the Mayor and Council of Leonardtown setting forth policies concerning desirable future growth, which serves as a general guide to both public and private development decisions. Once adopted, it also serves as the basis for the preparation of specific policies, programs and legislation, such as zoning ordinances and subdivision regulations, and other actions which implement the growth policies set forth in the Plan. The Plan is comprised of several major elements that are prepared in such a manner that they form an integrated, unified document for guiding future growth and development.

A comprehensive plan is a community vision of how a town, city or county will grow. In the case of Leonardtown it is based upon principles agreed upon by a Resident Advisory Committee and Town Officials by setting parameters for future development according to projected needs and policies. One of Leonardtown's goals is to preserve its small town, historic character. Leonardtown will inevitably grow, and this growth can be beneficial to the Town if it is done correctly. This growth usually occurs in small increments and a couple of years of seemingly minor decisions can, over time, produce large impacts on the Town. It is important to make planning decisions with this long range outlook in mind. This comprehensive plan should serve as a guide to the orderly growth and development of Leonardtown while balancing those needs with the Town's interests in meeting the needs of existing residents, retaining its small town character, evaluating and adjusting infrastructure capacities and protecting its sensitive environmental resources.

After adoption, the Plan will serve as:

- A unified statement of desirable development policies.
- A framework within which specific development issues can be evaluated and public policy effectuated consistent with the long-range growth and development goals and objectives of the Town.
- An information document for local elected officials, citizens, developers, and organizations, special interest groups concerning critical development issues, as well as Town development policies.
- A decision-making tool when reviewing proposals for development, including expansions, subdivisions and site plans.
- A catalyst and guide to the establishment of, or revisions to, other ordinances or planning tools. These include, among other measures to implement the plan, the zoning ordinance, land subdivision regulations and the capital improvements program.

- A basis for coordination with county and state governments regarding the Town's intent regarding acquisitions, transfers or sales, construction and design of roads and buildings.

State planning and zoning enabling statutes require Comprehensive Plans to include a statement that contains goals, objectives and implementation policies which serve as a guide for orderly development. This Plan should help Town government coordinate its functions and provide a framework for evaluating conflicting demands for limited resources.

## **Scope, Purpose and Definitions**

The purpose of Leonardtown's Comprehensive Plan is to protect and perpetuate the Town's unique atmosphere and small town character while enhancing its role as the historic and governmental center of St. Mary's County and as a vibrant residential and business center. The Town is also the oldest town in the state that has been incorporated.

As a policy document, the Comprehensive Plan is general, comprehensive, and long range in nature. It is comprehensive in that it encompasses the entire geographic area of the Town and its immediate surrounds and includes all functional elements that bear upon its physical development, such as transportation, land use, and community facilities. The Plan is also comprehensive because its elements cover the entire range of development and growth related issues which can be influenced significantly by Town elected and appointed officials and other governing authorities and agencies.

The Plan is general in that its recommendations are broad. As such, they summarize policies and proposals but do not for the most part, establish detailed regulations. It is long range in that it looks beyond current issues to problems and opportunities related to future growth over the next twenty years. The Plan is dynamic because there will be amendments to adapt to new situations and meet new challenges that cannot always be anticipated, but will inevitably present themselves over time.

Although adopted as an official public document, the Comprehensive Plan is not a development or preservation ordinance or set of regulations. However, this Plan does serve as the basis for review and evaluation of the current land use laws, ordinances and regulations which prescribe standards for land use and development. When appropriate, it may recommend changes to these ordinances and regulations to assure consistency with the Plan's recommendations or stated policies. The Plan's recommendations, policies, goals, objectives, principles, and standards are to be carried out through land use laws. The Plan's geographic description and delineation of recommendations and policies are to be considered in deciding zoning changes, special exceptions, and floating zones. The Plan's recommendations and policies are to serve as the basis for functional plans, amendments to these plans, and capital funding decisions. The Plan is flexible and should be revised as situations warrant and community objectives change over time. It is mandated by the State that this Plan be reviewed and updated as necessary or at a minimum every six (6) years.



## Components of a Growth Management Program

This Comprehensive Plan provides the basic framework and direction for all components of what may be considered the Town's overall Comprehensive Planning Program. It is not a stand-alone document but is supported, and, in turn, supports related planning and zoning program documents. Among others, the following documents, when used concurrently, are the basis for directing and managing growth in Leonardtown.

- Zoning Ordinance
- Land Subdivision Regulations
- Capital Improvements Program and Budget

## The Vision for Leonardtown

Identifying a broad-based and widely supported community vision for the Town of Leonardtown is a key component of the comprehensive planning process. To quote baseball legend Yogi Berra, “If you don’t know where you’re going, you might not get there”. The Plan’s vision and its goals and objectives are established to build a framework for how the Town desires to grow and develop. Goals and objectives serve as the basis for formulating all Town policies, which will affect public and private decisions relative to the preservation and growth of Leonardtown.

The overall vision for the Town is:

***To utilize land use and growth management practices that incorporate a shared set of principles agreed to by residents and Town Officials alike. These principles include protecting and perpetuating the Town’s small town character while maintaining the Town’s role as the center for St. Mary’s County’s government, education, health services and judicial systems. Key elements or components of this vision include:***

- ***A vital and thriving downtown***
- ***A sustained appreciation and commitment to protection of the Town’s historic resources***
- ***Broader public access to waterfront resources and a growing sense of identity as a “waterfront” community***
- ***Provision of a wide range of services, activities and events, that support and enrich the quality of life for Town and County residents***
- ***Management of anticipated growth to shape its form, scale and qualities to protect and preserve “small town” character.***



## The Framework for Planning

As Leonardtown and the surrounding environs grow and change over the next twenty years, this Comprehensive Plan will serve as a guide for making public and private decisions regarding the Town's growth and development. This Plan presents a future

vision of Leonardtown into the year 2030 along with recommendations for bringing that vision to fruition. The ideas of the Plan are a distillation of the community's many desires, tempered by what seems feasible and reasonable. This Plan is not intended to be a static document. It should be reviewed and updated every six (6) years (at a minimum) to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

Leonardtown finds itself in a rapidly changing environment. A number of planned developments including opportunities for waterfront development and plans for greater public access to the Town's Breton Bay waterfront, will bring changes to the Town. This Comprehensive Plan particularly addresses the need for connection of new neighborhoods with existing ones, to assure the preservation and enhancement of Leonardtown's special qualities: the quiet, neighborly, small town atmosphere and historic character of the Town.

## **Context and Legal Basis for Comprehensive Planning**

Article 66B of the Annotated Code of Maryland is the Planning and Zoning enabling legislation from which the Town of Leonardtown derives its powers to regulate land use. Section 3.05 sets forth the minimum requirements for a comprehensive plan, which shall include, among other things:

- A statement of goals and objectives, principles, policies, and standards
- A land use plan element
- A transportation plan element
- A community facilities plan element
- A mineral resources plan element, if current geological information is available
- An element which shall contain the planning commission's recommendations for land development regulations to implement the plan
- Other elements, such as a community renewal, housing, conservation, natural resources, as warranted, at the discretion of the commission.

## **Maryland Economic Growth, Resource Protection and Planning Act of 1992**

The context for planning in the Town of Leonardtown must also take into consideration the role that the Town will play in implementing the overall growth management policies established by the State of Maryland in the Planning Act of 1992. These policies were used as the overall guiding framework for the Leonardtown planning process. Stated as "visions" for the future, these policies are:

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 assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined.
7. Adequate public facilities and infrastructure under the control of the County or Municipal Corporation are to be planned in areas where growth is to occur.
8. Funding mechanisms are in place to achieve all of these visions.

These "Eight Visions" of the Maryland Economic Growth, Resource Protection and Planning Act of 1992, and amended in 2000, are hereby incorporated as Goals of the Leonardtown Comprehensive Plan. These visions are principles or guidelines which, under state law, must be followed during the development and implementation of the Comprehensive Plan.

The Maryland Economic Growth, Resource Protection and Planning Act of 1992 also added the requirement that the comprehensive plan contain a **Sensitive Areas Element**, which describes how the jurisdiction will protect the following sensitive areas:

- Streams and stream buffers
- 100-year floodplains
- Endangered species habitats
- Steep slopes
- Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development

The 1992 Act requires that all state and local government investments in infrastructure (roads, sewer, water, schools, etc) are consistent with adopted local growth management plans. The Act also requires local governments to reduce sprawl development, concentrate growth in and around existing developed areas, promote economic development and protect sensitive natural resources. The 1992 Act also stipulates that a local government "may not approve a local construction project involving the use of State funds, grants, loans, loan guaranties, or insurance, unless the project is consistent with the State's Visions."

As the State's pre-eminent growth management law, Article 66B requires that county and municipal plans be coordinated. Each county and municipality within Maryland is required to update their comprehensive land use plans and implementing provisions every six (6) years.

## **Maryland Smart Growth and Neighborhood Conservation**

In its 1997 session, the Maryland General Assembly strengthened Maryland's response to the continuing and damaging effects of suburban sprawl by enacting Maryland's Neighborhood Conservation and Smart Growth Initiatives. The Smart Growth





initiatives enhance the Economic Growth, Resource Protection, and Planning Act of 1992. Smart Growth now gives the State programmatic and fiscal tools to assist local governments in meeting sound growth policies and implementing the visions of the 1992 Planning Act.

Smart Growth established a policy for the use of State funds to support communities and influence the location of development. Building on the foundation of 66B and the 1992 Planning Act, Smart Growth designates State “Priority Funding Areas”. These priority funding areas are locations where the State and local governments want to target their efforts to encourage and support economic development and new growth. These areas include: Maryland municipalities, other existing communities, industrial areas, and planned growth areas designated by counties.

The law limits most State infrastructure funding and economic development, housing and other program monies to the Priority Funding Areas. It lends fiscal support to the local jurisdictions' choices for development areas meeting State criteria and to already developed areas. However, it also assures that the State will not fund infrastructure in rural areas where development is undesirable.

The State’s Priority Places initiative builds upon Priority Funding Areas law which directs state funding for growth-related needs to specific areas. The goal of Priority Places is to focus state resources and activities on particular places and projects within designated Priority Funding Areas. The initiative recognizes and supports projects and planning proposals that have the greatest potential to spark broad-based development trends and land-use patterns that are good for the economy, quality of life and the environment. State agencies will work together to positively impact the cost, timing and design of development.

The other bills in the 1997 legislative package also support locally-identified development areas. They facilitate the re-use of brownfields and provide tax credits to businesses creating jobs in a Priority Funding Area. A new “Live Near Your Work” pilot program supports this effort by providing cash contributions to workers buying homes in certain older neighborhoods. All of these measures will encourage economic development and help stabilize older developed areas.

To spur more preservation of undeveloped land, the State’s “Rural Legacy Program” provides financial resources for the protection of farm and forest lands and the conservation of these essential rural resources from development.

The Maryland Office of Planning lists the following major responsibilities local governments have in the implementation of Smart Growth:

- Preparing and periodically updating Comprehensive Plans which are consistent with the Vision
- Assuring that implementation mechanisms and development regulations are consistent with local Comprehensive Plans

- Designating and mapping priority funding areas, in accordance with established standards
- Providing water and sewerage in priority funding areas
- Certifying proposed projects' location in priority funding areas
- Authorizing State approval of selected Rural Legacy Areas
- Enacting property tax incentives to participate in Brownfield's Revitalization Programs.

The Neighborhood Conservation and Smart Growth initiatives lend fiscal and program support to the concentration of population in growth areas and the protection of rural lands from development. They are the logical progression to the *1992 Economic Growth, Resource Protection and Planning Act*.

## **House Bill 1141**

In the 2006 Maryland Legislative Session, the General Assembly passed House Bill 1141, which provides for Amendments to Article 66B. HB 1141 is key legislation that affects comprehensive plans, annexations and zoning requirements. HB 1141 establishes requirements for two new elements to be included in a municipality's comprehensive plan. A Water Resources Plan Element is required of all local governments that exercise planning and zoning authority. A Municipal Growth Element is required in municipal comprehensive plans. A Workforce Housing Element is optional, but is required for a municipality to be eligible for certain grant programs. The house bill also establishes requirements for intergovernmental coordination for land use and growth management planning.

### **Water Resources Plan Element**

This new planning element addresses the relationship of planned growth to water resources for both waste disposal and safe drinking water. The element must identify drinking water and other water resources adequate for the needs of existing and future development proposed in the land use element of the comprehensive plan. It must also identify suitable receiving waters for both wastewater and stormwater management to meet the needs of existing and projected development proposed in the land use element of the comprehensive plan. Resource issues expected to be addressed in these elements include water resource protection areas, groundwater resources, water quality standards and Total Maximum Daily Loads (TMDLs).

### **Municipal Growth Element**

This element requires a municipality to identify areas for future growth consistent with a long-range vision for its future. The growth element is developed based on consideration of a comprehensive list of factors including population projections, an assessment of land capacity and needs, and an assessment of infrastructure and sensitive areas. The element will guide future annexation proposals and plans. The Town must share with other planning agencies, an annexation plan that is consistent with its Growth Element in the

Comprehensive Plan.

In order for land annexed after September 2006 to qualify for State assistance as a Priority Funding Area (PFA), the Town must complete an analysis of land capacity available for development. This includes infill and redevelopment. It also includes an analysis of land needed to satisfy demand for development.

### **Work Force Housing Element**

House Bill 1160 established a Workforce Housing Grant Program in 2006 that is currently not funded by the State. A local government (county or municipal) qualifies for participation in the program and its prospective grant assistance if it has a HUD approved 5 year consolidated plan or a comprehensive plan with a workforce housing element. The workforce housing element must assess workforce housing needs and must contain goals, objectives and policies that preserve or develop workforce housing. The workforce housing element of the comprehensive plan may include:

- Preservation or renovation of existing housing stock
- Redevelopment of existing residential areas
- Streamlined regulatory process
- Reduced regulatory fees for construction or renovation and leveraging of Federal financial assistance
- Financial incentives for construction and renovation
- Special zoning regulations including inclusionary zoning
- Efforts to preserve workforce housing stock for subsequent program participants
- Coordination with neighboring jurisdictions and private sector employers

Information developed under the provisions of HB 1141 will be reviewed and evaluated by State agencies including the Maryland Departments of the Environment (MDE), Natural Resources, and Department of Planning (MDP). HB 1141 requires the MDE to provide technical assistance to local governments regarding the development of a Water Resources Element. The MDP also is required to provide technical assistance to a municipality regarding the Municipal Growth Element. MDP encourages municipalities and counties to participate in joint planning processes and agreements.

HB1141 changes the current “5 Year Rule.” In the past, the “5 Year Rule” would allow a County to delay municipal zoning on a newly annexed area. Under HB 1141, if land uses under a proposed municipal zoning for an annexed area are substantially different from the land uses specified for the area in a county comprehensive plan, mitigation may be required (if the county fails to approve the change). The new standard under HB 1141 will be to determine whether a substantial difference exists between the land uses and densities permitted under proposed town zoning and the land uses for an annexed area, including densities, permitted under the current county zoning. The mandates of HB 1141 underscore a strong need for coordination of growth management policies between the Town and both County and State governments.

## **Additional Comprehensive Plan elements of import to Leonardtown**

There are other topic areas or elements that accorded treatment in a Comprehensive Plan. In the case of Leonardtown's Plan they include:

- Downtown Development/Revitalization
- Community Character and Design
- Public Access to, and use of, the Town Waterfront

## Section 2: Historical Background



Leonardtown, now located at the headwaters of Breton Bay, was originally established in the mid 1650's near the Potomac River in an area now known as New Towne. In 1708, 50 acres at the head of Britton's Bay, known as Shepherd's Old Fields, were laid out in 100 lots. The area was named after the governor, John Seymour, and became known as Seymour Town. The county seat was officially moved from St. Mary's City to Seymour Town and the County Commissioners authorized the building of a courthouse. Prior to this, the county court business was conducted in various homes in the New Towne area.

Nearly all the activity associated with the Town occurred at the waterfront landing on the bay and the Town itself did not really exist, other than on paper. In 1728, however, a more forceful group of County Commissioners was appointed and the Town began to become the center of government and commercial activity for the County. Seymour Town was renamed again to "Leonard Town" in honor of Benedict Leonard Calvert, who was Maryland's Governor during this period. In the decades that followed, "Leonard Town" became the place where local residents conducted their official business with the colony. Farm products were regularly shipped through the port. A brick courthouse was authorized in 1736. In 1744, 1,096 acres around the original Town was patented to Abraham Barnes as the plantation American Felix Secundus, on which he built Tudor Hall. The land passed from the Barnes family to the Key family, which operated the farm well into the twentieth century.



Tudor Hall Today

### The 19th Century

During the War of 1812, the British blockaded the Chesapeake Bay. 1,000 British Marines invaded the town. This crippled the Tidewater economy and subjected areas to repeated British plundering and destruction. Leonardtown was incorporated in 1858 and by 1860, the Town had approximately 35 dwellings within these corporate limits. During the American Civil War, a Union Naval contingent occupied Leonardtown, searching all houses for weapons and supplies intended for shipment across the Potomac River to Virginia.

Leonardtown was home to the County's newspaper, two hotels and several stores. The town served as a busy port and steamboat landing. Steamboats carried goods and passengers all over the Chesapeake Bay area, and



a floating theater docked each year at the port, providing entertainment. After the passing of the steamboat era, better roads and trucking ended the Town's function as a port. However, the original vision of the Town as the center for commerce and government had been realized and was well established. Much of the character of the Town's built environment has been determined by its historical architecture dating between the mid 1800's and the early 1900's, which includes Colonial, Federal and Victorian styles.

## **The 20th Century to the Present**

The Town remained the residential and social center of the County until the middle of the twentieth century. The establishment of the Patuxent River Naval Air Station on the Chesapeake Bay began to pull businesses and people away from Leonardtown toward the eastern side of the County. Most new development occurred in that area, now named Lexington Park, and through the 1980s, though still the seat of government, Leonardtown was somewhat ignored by the development community.

The relocation of St. Mary's Hospital to a larger site and the subsequent development of medical offices nearby began to give the Town an identity. The continued growth of County government, the Hospital, and services within Town limits means that most County residents still have to come to Leonardtown. The opening of the Community College at St. Mary's in 1997, along with the continued presence of the public library and numerous elementary, middle and high schools, both public and private, in and around the Town, makes the Town a center for education as well.

Historic Leonardtown remains the only incorporated municipality in St. Mary's County with its own elected Mayor and Town Council. The Town is experiencing a renaissance of its downtown as witnessed by recent openings of several new restaurants and businesses, some of which are located in historic buildings, and the re-development and re-birth of the Town's historic wharf area.

## **Recent Growth Trends**

The past twenty years have signaled a rebirth of Leonardtown as a rich and vital community within the County landscape. In the last decade, Leonardtown has reasserted itself economically. The downtown area has experienced a renaissance, rebounding with new and varied shops and restaurants. Within downtown, many existing structures with historical significance are being adaptively reused, while new structures are being built to fit the historical context of the community.

The Town's redevelopment of the wharf property at the foot of Washington Street has provided a welcome addition in the form of a beautifully restored waterfront park and recreation area which includes facilities for boating, kayaking and canoeing. Its proximity and connection to downtown will add to the continued vitality of Leonardtown well into the future. The Town is also the health, educational and governmental center for St. Mary's County.



St. Mary's Hospital, located within the Town limits, is at the center of a large complex of medical offices nearby. The hospital continues to expand, to keep pace with the growth of



the county it serves. In addition to the Courthouse, still located in downtown Leonardtown, the County Commissioners Offices and most other local, state and federal agencies are located within the Town limits at the Governmental Center. Leonardtown High, Middle and Elementary Schools, Father Andrew White Catholic School, Leonard Hall Junior Naval Academy, County Library and the St. Mary's Technical Center are in or just outside the Town boundaries. Recently the Ryken High School property was annexed into the Town limits. The College of Southern Maryland, also within the Town limits, has just started construction on a multi-million dollar state of the art Fitness and Wellness Aquatic Center.

Residential growth continues. During the late 1990's, the Patuxent River Naval Air Station, in Lexington Park, produced an influx of technical jobs resulting from the consolidation of several Navy activities. This added some 5,000 jobs, and spin off development added approximately 13,000 jobs in the region around the naval base, including Leonardtown, since the Town is located only 20 minutes from the naval base. Several new developments within the Town limits have begun or are slated to begin in the near future. One of these is Leonard's Grant, a neo-traditional designed Planned Development which is currently under construction with high-end single family housing. Another project is Clark's Rest, also planned as a future neo-traditional neighborhood design with a mixture of Townhouses, Single Family, and Commercial uses. The largest portions of un-developed land left in the Town are concentrated into three other planned developments; the largest of these is the Tudor Hall Farm Site, containing 404 acres, with waterfront portions owned by the Town. The Town hopes to augment the Town's waterfront image and has developed a plan to diversify recreational offerings at Tudor Hall Farm. Planned future improvements include an environmental/interpretive trail system and slip facilities for Town residents on this site. The Miles/Mattingly Farm site with 172 acres and the Russell Farm with 61.5 acres also represent future opportunities for growth.

The Washington D.C. area is still one of the fastest growing regions in the country and as its suburbs creep ever outward, the Town will be affected by the overall increase in population in St. Mary's County. From 2000 to 2006 St. Mary's County saw a 14.6% increase in population, as compared to a 6.0% increase in Maryland and a 6.4% increase over the entire United States. It is expected that St. Mary's County population will increase from 86,211 (per the 2000 Census) to 107,700 by 2010.

In summary, the Town occupies a prominent location in the County at the headwaters of Breton Bay. It is the county seat and the only incorporated municipality within St. Mary's County in Southern Maryland. Based on the 2000 Census, the population of Leonardtown, was 1896 residents and 598 households. Because of its close proximity to Washington, D.C. and the influx of businesses to support the Patuxent River Naval Air Station, the Town is likely to grow more rapidly in the future than it has in the past. Leonardtown and its surrounding area is designated as a Development District as part of the County's efforts to direct growth toward areas of existing development.

This expected growth and development have the potential to change the face of the Town and this plan is intended to assure that Leonardtown's small town character is not lost as these changes occur over time.

## Section 3: Community Profile



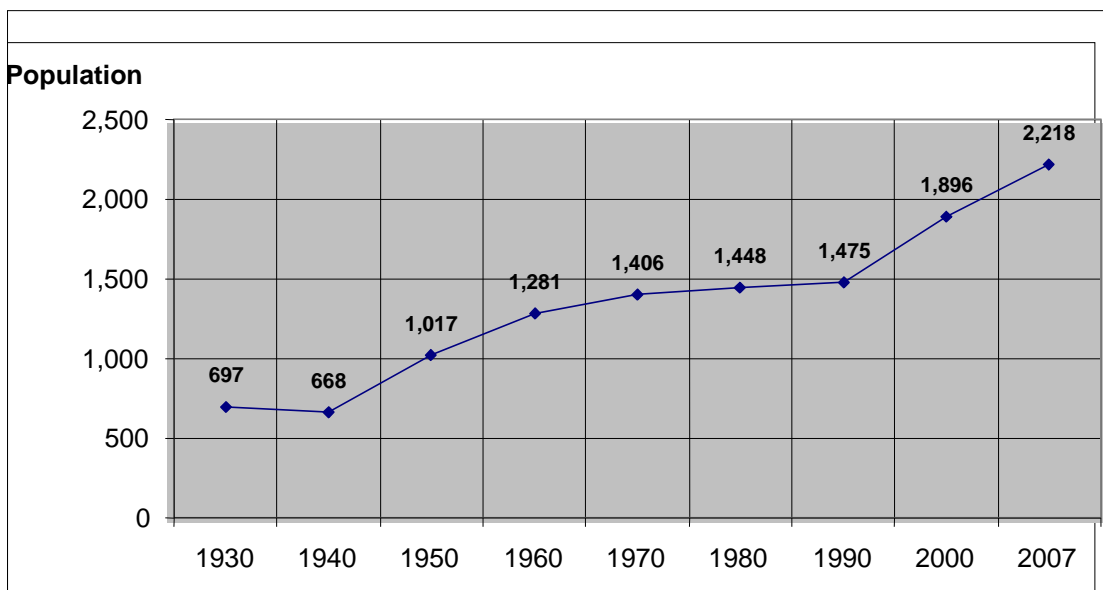
### Population and Growth Trends

Historically, Leonardtown has experienced a fluctuating population growth rate. Town growth was substantial from 1940 to 1970. From 1970 to 1990 Town growth was quite modest. Since 1990 the rate of growth has accelerated. Since 1990 the Town's population has grown by 50%. Recent decennial population growth has outstripped the rate of growth for every decade since 1930 with the exception of the decade of the 1940's. The Town population has been estimated by Maryland Department of Planning to increase from 1,896 in 2000 to 2,214 in 2008. From 1970-2007, Leonardtown grew by 51.3 percent, which translates into a 1.5 percent annual growth rate compared to a 2.9 percent annual growth rate for St. Mary's County during the same period. From 1970-2000, the growth rate of the County significantly outpaced the rate in Town; however, the rates have been comparable in recent years. Since 1990 the rate of growth in Leonardtown has increased substantially and kept pace with the County growth rate. In 1970, Leonardtown made up 2.9 percent of the total County population. By 2000, the percentage share of total County population decreased to 2.2 percent. Table 1 and Table 2 display the historical population data for the Town of Leonardtown and St. Mary's County. Table 3 displays Leonardtown's historical population share of the County.

**Table 1. Historical Population Trends for Town and County, 1930-2007**

	1930	1940	1950	1960	1970	1980	1990	2000	2007
Town of Leonardtown	697	668	1,017	1,281	1,406	1,448	1,475	1,896	2,218
St. Mary's County	-	-	-	-	47,388	59,895	75,974	86,211	100,262

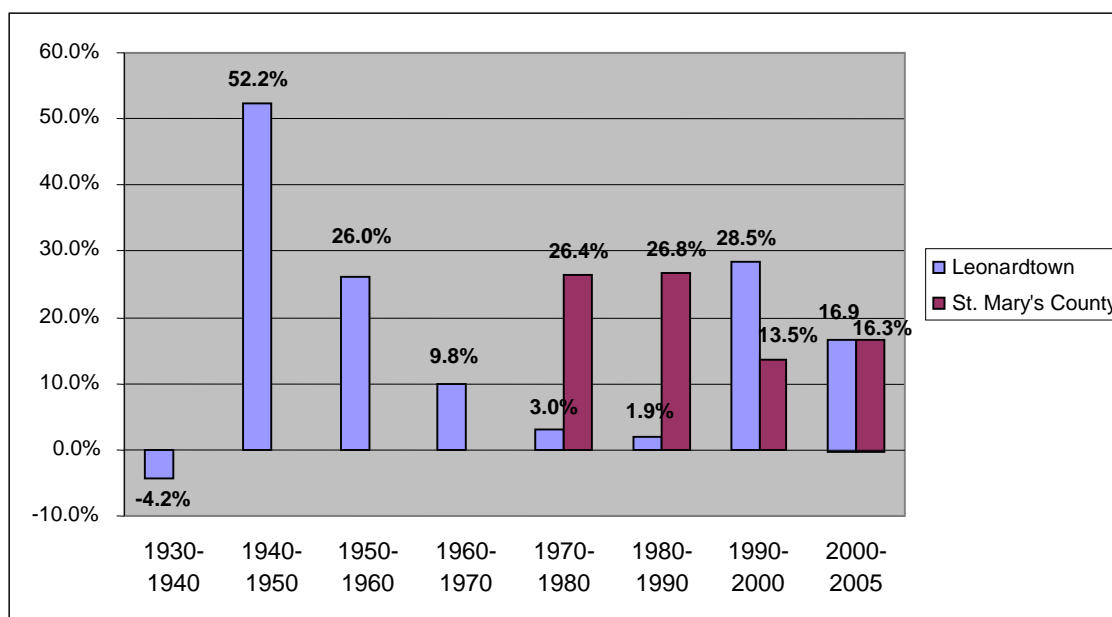
Source: U.S. Census Bureau, Census 2000, Population Estimates 2007; Maryland Department of Planning, Planning Data



**Table 2. Percentage Population Change for Town and County, 1930-2007**

	1930 to 1940	1940 to 1950	1950 to 1960	1960 to 1970	1970 to 1980	1980 to 1990	1990 to 2000	2000 to 2007
Town of Leonardtown	-4.2%	52.2%	26.0%	9.8%	3.0%	1.9%	28.5%	16.9%
St. Mary's County	N/A	N/A	N/A	N/A	26.4%	26.8%	13.5%	16.3%

Source: U.S. Census Bureau, Census 2000, Maryland Department of Planning, Planning Data Services



**Table 3. Town Percent Share of County Population, 1970-2005**

1970	1980	1990	2000	2005
10.1%	7.9%	6.2%	4.9%	5.8%

Source: U.S. Census Bureau, Census 2000, Maryland Department of Planning, Planning Data Services

## Population Projections

Leonardtown is a designated "growth sub-area" in accordance with the County's Comprehensive Plan and also meets the criteria for accommodating addition growth under the Maryland Economic Development, Resource Protection and Planning Act of 1992 and Maryland "Smart Growth" legislation.

With the growth scheduled at the Patuxent Naval Air Warfare Center, 13 miles from Leonardtown, and the fact that St. Mary's County has also designated lands east of Leonardtown

as a Development District, the Town is positioned for growth. The Southern Maryland area has also become a more attractive commuter corridor over the last several years.

Growth management planning for Leonardtown and the surrounding area should be based on population projections that are consistent with the Town's designated and accepted role as a growth center with reasonable expectations that adequate development infrastructure to support Town growth can be provided and will ultimately be in place.

Due in part to the uncertainties which may result from the exclusive use of any one single population projection, as well as the uncertainties involved in projecting future population levels in general, several population projections were prepared for the Town of Leonardtown. Town population projections were prepared to the year 2030 by using three different methods representing alternative scenarios. These projections were numerically graphed and the data points for each five-year increment are provided in Figure 3. Each estimate provides varying results that have been summarized in an average projected population of 3,254 persons by the year 2030.

It is noted that these population projection methods work best in communities with historically steady and consistent growth rates. Localized data on natural increase rates (births minus deaths) and localized migration patterns are not obtainable. The development of a single large subdivision can dramatically affect the size and rate of population growth.

#### **Average Historical Growth Rate (Assumption 1)**

The Average Historical Growth Rate for projecting growth uses the mean growth rate over a seventy-five year period from 1930 to 2005, which equates to 15.8 percent. Applying this rate of growth to each year until 2030, Leonardtown's population will have increased by 2,254 persons, totaling approximately 4,330 persons. This projection methodology assumes a steady growth rate and that the Town will experience similar trends experienced since 1930.

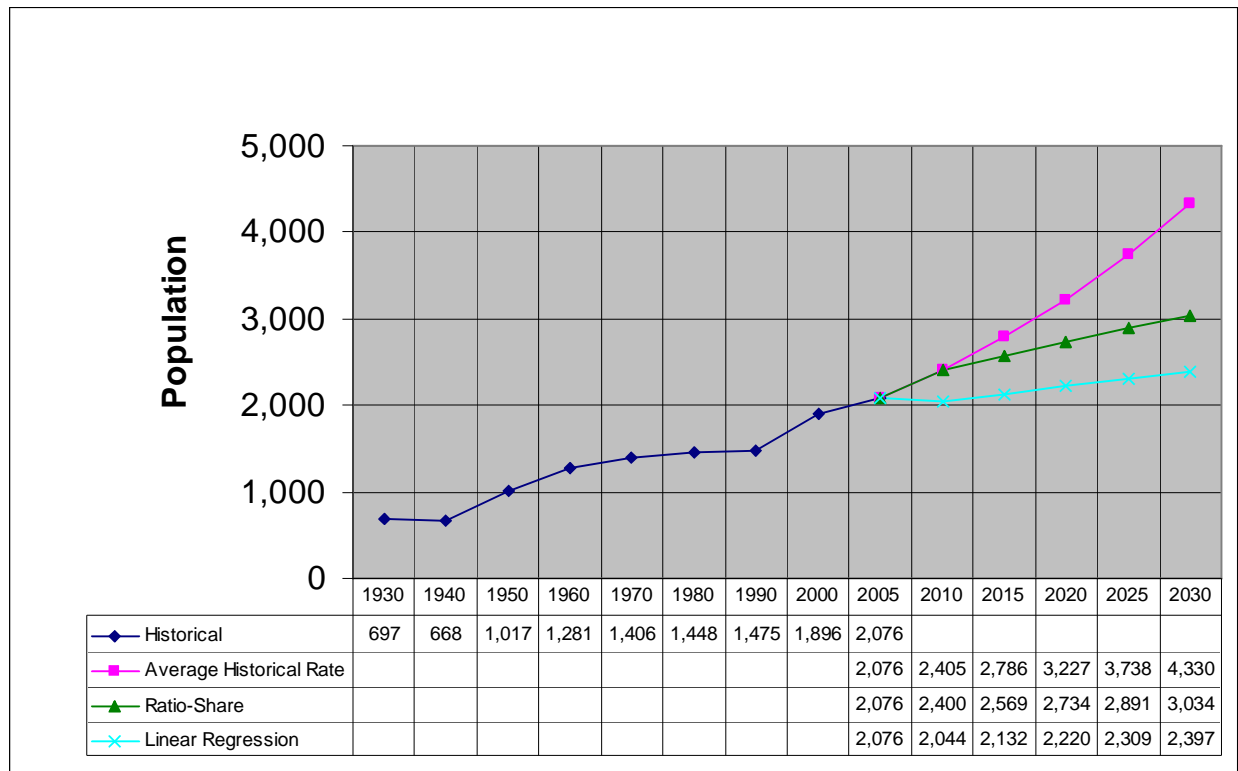
#### **Ratio-Share (Assumption 2)**

A ratio is established between the Town and County's population. Through maintaining the Town's proportional relationship to the County from the 1970-2000 Census, which equates to 2.38 percent, the population projection of Leonardtown in 2030 is 3,034. The County population projections were obtained from the MDP, Planning Data Services. This projection methodology assumes that the Town's growth rate is proportional to the County's, and that both the Town and County will experience a steady growth rate and similar trends experienced since 1970.

#### **Linear Regression (Assumption 3)**

A linear regression method was used to project forward the existing trend line for growth within the municipality since 1930. Linear regression attempts to model the relationship between two variables, X (time) and Y (population) by fitting a linear equation to observed population data for the last 77 years (See Table 1 and Figure 1). Using the linear regression line equation of  $Y=a+bX$ , the projected population by 2030 is 2,397. This projection methodology assumes that the strong correlation between time and population experienced since 1930 will continue.

**Figure 3. Historical & Projected Populations for Leonardtown (1930-2030)**



Source: U.S. Census Bureau, Census 2000, Maryland Department of Planning, Planning Data Services and A.D. Redman Associates, 2009

Based on the three alternative population projections derived from use of various assumptions, a mean projection, utilizing all three projections, is shown in Figure 3A. This mean population projection is used throughout the Comprehensive Plan in evaluating projected impacts of growth on the Town. This is particularly true in the Municipal Growth and Water Resource Elements of the Plan.

Figure 3A: Selected Population Projections for Leonardtown							
Year	2,000	2005	2010	2015	2020	2025	2030
Population	1,896	2,076	2,283	2,495	2,727	2,980	3,254
Households	598*	655	720	787	860	940	1026

Note: Maryland Department of Planning population estimate for Leonardtown in 2008 was 2,214.

\* Projections assumes the number of households remains proportionate to population as population increases through the 30 year period shown.

## Population and Household Characteristics

Population characteristics include age and gender, household make-up, education, and employment. Statistics provide a broad overview of general demographics trends in Leonardtown.

### Age and Gender

The median age in Leonardtown in 2000 was 44, substantially higher than the median age of 34 in the County. This older population is assumed to be a result of a higher percentage of retirees



located in the Town. The population was spread out with 15.9 percent under the age of 18, 7.0 percent from 18 to 24, 28.3 percent from 25 to 44, 18.3 percent from 45 to 64, and 30.5 percent who were 65 years of age or older. Women in 2000 outnumbered men in the Town by over 15 percent. For every 100 females there were 83.0 males. For every 100 females age 18 and over, there were 78.9 males.

**Table 4: Age and Sex Characteristics and Comparisons**

	Number of residents by age characteristics					Median age	Males per 100 Females	
	19 and under	20-24	25-44	45-64	65 and over		All Ages	18 and over
Leonardtown	349	85	537	347	578	44.2	83.0	78.9
St. Mary's County	26,620	5,164	28,075	18,527	7,825	34.2	101.8	100.8

Source: U.S. Census Bureau, Census 2000

Recent development and growth within Leonardtown since 2,000 has been substantial. Observation of recent trends indicates that many new residents have been larger family households suggesting that the 65 and over population may make up a smaller percentage of the total population today. 2010 Census figures, not yet available, may verify that trend.

### Household Characteristics

Slightly more than 61 percent of the Town's population lives in family households; about 38 percent live in non-family households. Of family households, about 26 percent include children under 18 years old living in the home. About 41 percent of family households are headed by married couples; about 17 percent are headed by women with no husband living in the home.

Of non-family households, about 33 percent are adults living alone and of those, about 16 percent are 65 years or older. About 30 percent of all households include a child 18 years or younger; about 31 percent have someone 65 years or older living in them. The average Leonardtown household size is 2.72 people, the size of the average family is 3.17 people. Table 5 compares the Town's household and family characteristics with those of St. Mary's County.

**Table 5: Household and Family Characteristics and Comparisons**

	Total house- holds	Percent of Total Population							Average Population per Household	
		Family Households				Nonfamily Households				
		Total	With Children Under 18 years	Type of Family		Total	Householder Living Alone		House- hold	Family
				Married couple family	Female householder- No husband present		Total	65 years and over		
Town	598	72.8	38.3	57.8	10.6	27.2	21.3	5.7	2.72	3.17
County	30,642	61.5	26.3	40.8	16.7	38.5	33.4	16.6	2.22	2.80

Source: U.S. Census Bureau, Census 2000

2010 Comprehensive Plan

Town of Leonardtown, MD rev\_jan-2010

## Race

As of the US Census of 2000, there were 1,896 people, 598 households, and 367 families residing in the Town. The population density was 611.0 people per square mile. There were 646 housing units at an average density of 208.2/sq mi. The racial makeup of the town was 72.78 percent White, 24.00 percent African American, 0.11 percent Native American, 1.48 percent Asian, 0.37 percent from other races, and 1.27 percent from two or more races. Hispanic or Latino of any race were 0.84 percent of the population.

## Educational Characteristics

In 2000, Leonardtown had 296 residents (15 percent of the population) aged 3 years or older enrolled in school. Of these, 9 percent were enrolled in nursery school or preschool, 5 percent were in kindergarten, about 44 percent (the largest percentage of school-age children) were in elementary school (grades 1-8), 19 percent were in high school, and 22 percent were in college or graduate school. About 71 percent of the residents of Leonardtown who are 25 years or older have at least a high school degree; about 15 percent have a Bachelor's degree.

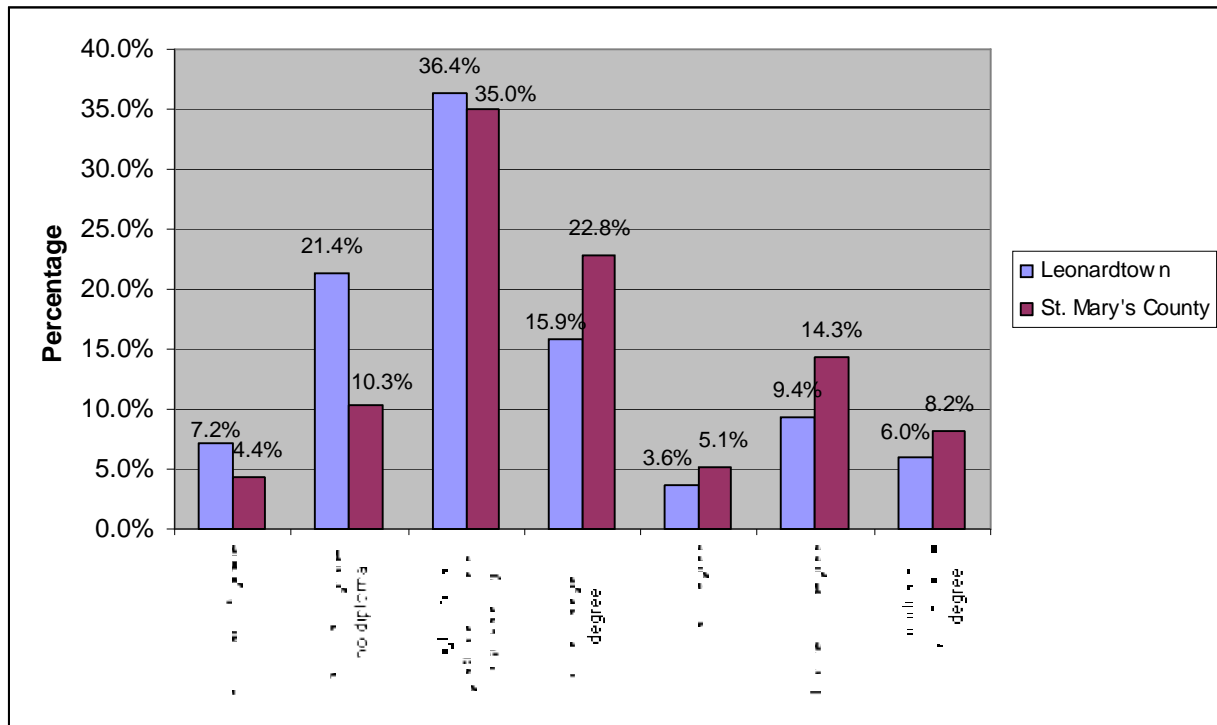
Table 6 displays the school enrollment and educational attainment for Leonardtown and St. Mary's County.

**Table 6: School Enrollment and Educational Attainment**

	Leonardtown		St. Mary's County	
	Number	Percent	Number	Percent
<b>SCHOOL ENROLLMENT</b>				
<b>Population 3 years and over enrolled in school</b>	<b>296</b>	<b>100</b>	<b>25,031</b>	<b>100</b>
Nursery school, preschool	28	9.5	1,520	6.1
Kindergarten	14	4.7	1,288	5.1
Elementary school (grades 1-8)	131	44.3	11,340	45.3
High school (grades 9-12)	57	19.3	5,335	21.3
College or graduate school	66	22.3	5,548	22.2
<b>EDUCATIONAL ATTAINMENT</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Population 25 years and over</b>	<b>1,491</b>	<b>100</b>	<b>54,552</b>	<b>100</b>
Less than 9th grade	108	7.2	2,401	4.4
9th to 12th grade, no diploma	319	21.4	5,592	10.3
High school graduate (includes equivalency)	543	36.4	19,068	35
Some college, no degree	237	15.9	12,426	22.8
Associate degree	54	3.6	2,763	5.1
Bachelor's degree	140	9.4	7,813	14.3
Graduate or professional degree	90	6.0	4,489	8.2
High school graduate or higher	N/A	71.4	N/A	85.3
Bachelor's degree or higher	N/A	15.4	N/A	22.6

Source: U.S. Census Bureau, Census 2000

**Figure 4: Educational Attainment**



## Employment Characteristics

In 2000, about 62 percent of Leonardtown's labor force was employed in two occupation categories: management/professional (34 percent), and sales and office occupations (28 percent). These occupations were also the largest percent in St. Mary's County (64 percent).

The occupation category employing the next largest percentage of Leonardtown's labor force was service occupations (18 percent), followed by construction/extraction and maintenance occupations (11 percent). Production, transportation and material moving occupations made up the remaining labor force population (8 percent).

Table 7 displays the number and percent distribution by occupation and industry for Leonardtown and St. Mary's County. About 42 percent of the people aged 16 years and older living in Leonardtown are in the workforce and of those, about 6.9 percent are unemployed; slightly higher than the County rate of 4.5 percent.

About 80 percent of workers over 16 years of age drive alone to work. About 12 percent of Leonardtown's workforce commutes to work in carpools. 2.6 percent use public transportation to get to and from their jobs. The average commute time for workers employed outside the home is about 27 minutes.

**Table 7. Occupation and Industry**

	Leonardtown		St. Mary's County	
	Number	Percent	Number	Percent
<b>Employed civilian population 16 years and over</b>	<b>624</b>	<b>100</b>	<b>41,453</b>	<b>100</b>
<b>OCCUPATION</b>				
Management, professional, and related occupations	210	33.7	16,228	39.1
Service occupations	113	18.1	5,436	13.1
Sales and office occupations	177	28.4	9,751	23.5
Farming, fishing, and forestry occupations	0	0	279	0.7
Construction, extraction, and maintenance occupations	72	11.5	5,922	14.3
Production, transportation, and material moving occupations	52	8.3	3,837	9.3
<b>INDUSTRY</b>				
Agriculture, forestry, fishing and hunting, and mining	0	0	467	1.1
Construction	64	10.3	5,249	12.7
Manufacturing	26	4.2	2,517	6.1
Wholesale trade	0	0	807	1.9
Retail trade	118	18.9	4,532	10.9
Transportation and warehousing, and utilities	37	5.9	2,579	6.2
Information	3	0.5	747	1.8
Finance, insurance, real estate, and rental and leasing	35	5.6	1,468	3.5
Professional, scientific, management, administrative, and waste management services	94	15.1	4,793	11.6
Educational, health and social services	112	17.9	7,137	17.2
Arts, entertainment, recreation, accommodation and food services	31	5	2,541	6.1
Other services (except public administration)	33	5.3	1,824	4.4
Public administration	71	11.4	6,792	16.4

Source: U.S. Census Bureau, Census 2000

**Table 8. Employment Status and Commuting to Work**

	<b>Leonardtown</b>		<b>St. Mary's County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>EMPLOYMENT STATUS</b>				
<b>Population 16 years and over</b>	<b>1,614</b>	<b>100</b>	<b>64,673</b>	<b>100</b>
In labor force	678	42	46,032	71.2
Civilian labor force	670	41.5	43,426	67.1
Employed	624	38.7	41,453	64.1
Unemployed	46	-	1,973	-
Percent unemployed	-	6.9	-	4.5
Armed Forces	8	0.5	2,606	4
Not in labor force	936	58	18,641	28.8
<b>Females 16 years and over</b>	<b>942</b>	<b>100</b>	<b>32,328</b>	<b>100</b>
In labor force	366	38.9	20,671	63.9
Civilian labor force	361	38.3	20,432	63.2
Employed	348	36.9	19,431	60.1
<b>Own children under 6 years</b>	<b>80</b>	<b>100</b>	<b>7,410</b>	<b>100</b>
All parents in family in labor force	50	62.5	4,783	64.5
<b>COMMUTING TO WORK</b>				
<b>Workers 16 years and over</b>	<b>623</b>	<b>100</b>	<b>43,264</b>	<b>100</b>
Car, truck, or van – drove alone	457	73.4	34,520	79.8
Car, truck, or van – carpooled	77	12.4	5,398	12.5
Public transportation (including taxicab)	16	2.6	624	1.4
Walked	39	6.3	788	1.8
Other means	10	1.6	588	1.4
Worked at home	24	3.9	1,346	3.1
Mean travel time to work (minutes)	27.1	(X)	29.2	(X)

Source: U.S. Census Bureau, Census 2000

## Income and Poverty Characteristics

In 1999, the median income for a household in Leonardtown was \$35,563, and the median income for a family was \$42,083. Males had a median income of \$35,417 versus \$25,125 for females. The per capita income for the Town was \$16,614. About 12.9 percent of families and 21.8 percent of the population were below the poverty level, including 23.9 percent of those under age 18 and 19.9 percent of those ages 65 or over. Comparatively, about 5 percent of families and 7 percent of the population were below the poverty level.

**Table 9 : 1999 Income and Poverty**

	Median Income		Per capita income in 1999	Median earnings full-time, yr-round workers		Income in 1999 below poverty level			
						Percent of population for whom poverty status is determined			Percent of families
							Related children under 18	65 years & over	
	Households	Families		Male	Female	All Ages			
Leonardtwn	\$35,563	\$42,083	\$16,614	\$35,417	\$25,125	21.8	23.9	19.9	12.9
County	\$54,706	\$61,397	\$22,662	\$41,745	\$30,103	7.2	6.6	8.9	5.2

Source: U.S. Census Bureau, Census 2000

## Housing Characteristics

As per the 2000 U.S. Census, there were 662 housing units in Leonardtown. The housing stock was comprised of:

- 366 single family homes detached (95 percent)
- 47 single-family attached, including duplexes and townhouses (1.2 percent)
- 234 multi-family dwellings
- 15 mobile homes

Of the total housing units, 598 were occupied, 313 of which were by the owner. The average household size of the homeowner occupied units was 2.23 persons. The average household size of renter-occupied units was 2.20 persons. About 7 percent of Leonardtown's housing units were vacant. Of these, 4 percent were used for seasonal, recreational or occasional use.



**Table 10: Housing Occupancy**

	Number	Percent
<b>Total Housing Units</b>	<b>646</b>	<b>100</b>
Occupied housing units	598	92.6
Vacant housing units	48	7.4
<b>Housing Tenure</b>	<b>598</b>	<b>100</b>
Owner-occupied	313	52.3
Renter-occupied	285	47.7
Average number of persons per owner-occupied unit		2.23
Average number of persons per renter-occupied unit		2.20

Source: U.S. Census Bureau, Census 2000

In 2000, the median value of a specified owner-occupied home in Leonardtown was \$150,600, which was slightly higher than the County median of \$150,000. Median gross monthly rent in Leonardtown was \$516. The median monthly owner cost with mortgage was \$1,155. The County costs were \$719 and \$1,220, respectively.

**Table 11: Financial Housing Characteristics**

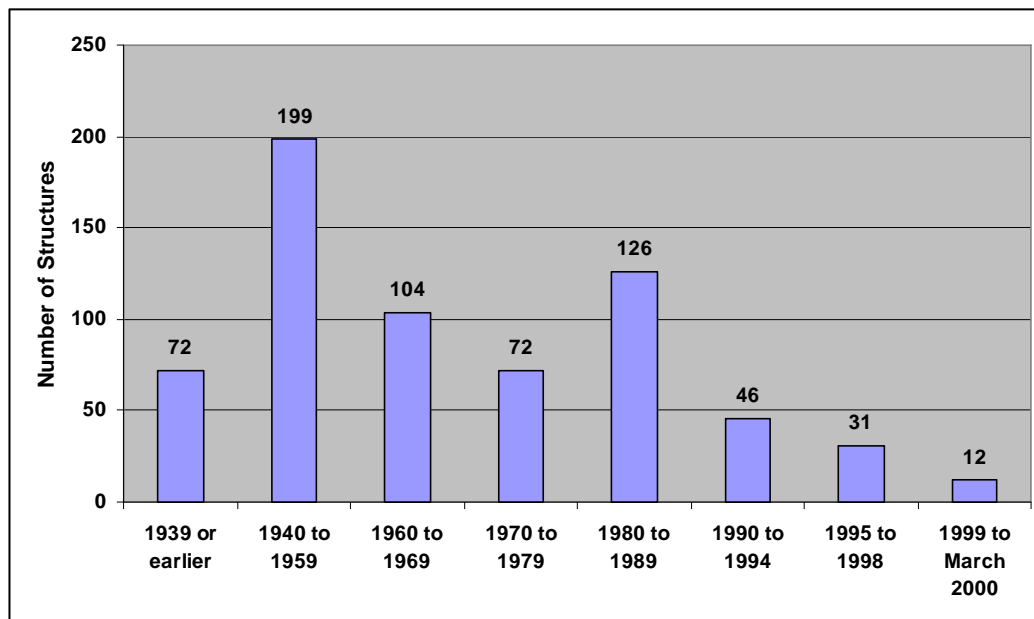
	Occupied housing units	Median value	Median selected monthly owner costs		Median gross rent
			With a mortgage	Not mortgaged	
Leonardtown	598	\$150,600	\$1,155	\$361	\$516
St. Mary's County	30,642	\$150,000	\$1,220	\$300	\$719

Source: U.S. Census Bureau, Census 2000

### Age of Town Housing Stock

Only 72 of the Town's housing units were constructed prior to 1939. The majority of housing units in Leonardtown were built from 1940 to 1959. The second largest period of housing growth occurred from 1980 to 1989.

**Figure 5: Number of Houses Built by Decade**



Source: U.S. Census Bureau, Census 2000

## Recent Residential Construction Trends

In recent years building permit issuances for new residential units in Leonardtown have ranged anywhere from a low of 10 per year (2007), to as high as 67 per year (2005).

### Year                      New Residential Building

1990-1995	13
1996	5
1997	13
1998	13
1999	12
2000	15
2001	18
2002	21
2003	14
2004	61
2005	67
2006	22
2007	10
2008	37

Recent trends indicate that 250 new residential units have been permitted for construction since 2000, indicating a substantial increase in the rate of new housing production over the current decade in comparison to previous decades. While some of these permits may have been for replacement units, or

for units not yet constructed, this trend suggests that current population estimates may be lower than indicated in Table 1 and Figure 3.



### Background

A small waterfront town surrounded by a large, sparsely populated agricultural area characterizes the Town of Leonardtown. The Town consists of approximately 2,274 acres. Just over ½ of these acres are in farm and woodland use and remain undeveloped. (See Map 4-1 “Town Context”) These areas, totaling approximately 1,200 acres, represent locations where future planned mixed-use development is expected to occur. Portions of these areas include sensitive environmental resource lands which will remain undeveloped and committed to waterfront and streamside protection buffers, greenways, or open space within the developments that may occur over time.

The following land use plan is designed to protect, foster and perpetuate the small town character and appearance of the Town. In keeping with the general character of Leonardtown, most of the developed land is given to low and medium-density residential use. Most of the commercial property is concentrated and should remain concentrated within the Downtown and along the Route 5 corridor at the western edge of Town.

### Characterization of Existing Land Use

The existing land use pattern in the Town of Leonardtown is rather well defined and is shown on Map 4-2, Existing Municipal Land Use. The downtown commercial area is comprised of a variety of shops and businesses. The remaining properties within the Town are residential, public and semi-public. Shopping centers define the western entry to the Town.

#### Commercial Areas

Of roughly 1,074 acres of the Town that are developed, approximately 150 acres are committed to various forms of commercial use. Areas committed to commercial use include the downtown, shopping centers at the Town’s western edge, and various locations fronting on the Route 5 and 245 corridors, including the recently redeveloped Shoppes at Breton Bay. Several commercial properties across the Route 5 corridor from the Clark Farm can be characterized as underdeveloped with several currently planned for re-development.

#### Office and Institutional Uses

Office and Institutional uses represent an uncharacteristically large portion of the Town’s land area in comparison with other tidewater towns in Maryland of similar size. Major locations of such uses north of the Route 5 corridor include the County Government Complex, the College of Southern Maryland along the 245 corridor and the St. Mary’s

**Map 4-1: Leonardtown Context and Setting**



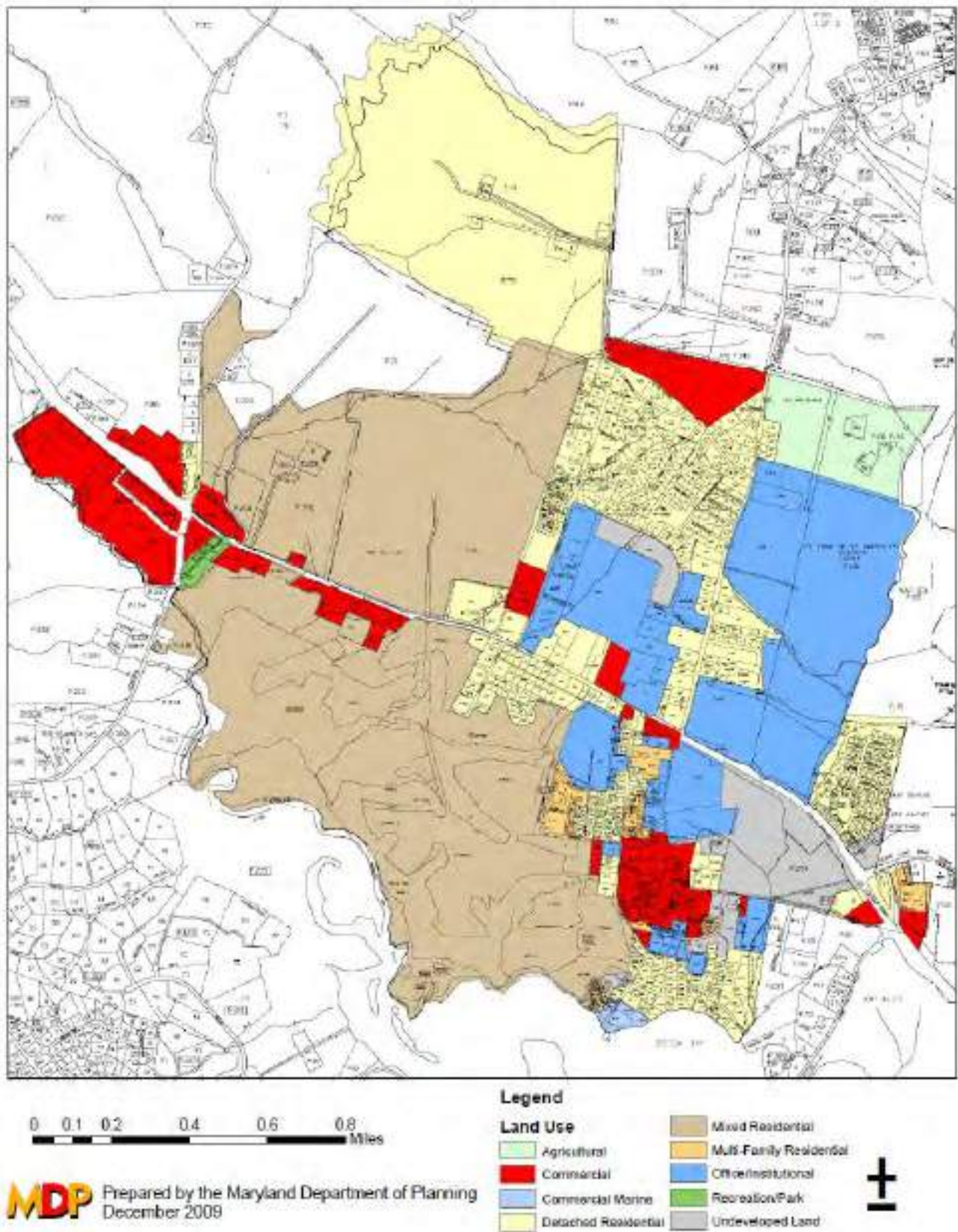
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**MDP** Prepared by the Maryland Department of Planning  
August 2009





**Map 4-2: Existing Municipal Land Use**





hospital complex with attendant doctor's offices and diagnostic facilities located along Doctors Crossing Way.

South of the Route 5 corridor, office and institutional uses include the Leonardtown elementary school, Ryken High School facilities, office uses along the west side of business route 5 along the gateway to the downtown area, and a concentration of office uses south of the downtown area, many of which are connected in some way to County Courthouse functions. All told, areas committed to office and institutional uses represent approximately 350 acres of the Town's developed lands.

### Residential Uses

Residential uses represent the dominant use among all developed lands within the Town's corporate limits and include approximately 550 acres. The vast majority of these lands are committed to single-family residential development in both older neighborhoods near the downtown along Lawrence Avenue or in somewhat newer developments like Singletree and Academy Hills, located north of the Route 5 corridor. Multi-family residential uses represent a small portion of all lands in residential use (approximately 40 acres) and are in somewhat scattered locations south of the Route 5 corridor with most in proximity to the downtown area.

## Future Land Use and Undeveloped Lands

As previously noted, undeveloped lands represent a larger percentage of total Town land area, than those areas which are presently developed. In that sense, they represent the Town's future development opportunities and will in large part, define Leonardtown's future image. Since they represent such a large percentage of the Town's land area, the manner in which they are developed and interconnected with the Town, as it exists today, will have a substantial impact not only on the character of the built environment, but on the form and function of the Town's street system, which will be shared by current and future residents. The majority of these lands are in various stages of planning for future development. They include:

- Leonard's Grant
- The Clark Farm
- Tudor Hall Farm

### Leonard's Grant

Leonard's Grant is a proposed development that has received approvals from the Town with early phases of the development currently under construction. Access to the property is taken from MD Route 245 through the Hayden Farm



Concept Plan for Leonard's Grant

property. The proposed development includes a mix of single-family residential unit types. The layout utilizes a number of traditional neighborhood design principles, including a grid street system characteristic of older portions of the existing town, with a number of homes fronting close to the proposed street system to create a sense of street enclosure. Village greens, together with substantial areas of the site that are wooded and contain sensitive environmental features, represent approximately 40% of the site's 248 acres.

### **Clark's Rest**

Clark's Rest, is a proposed development on approximately 178 acres that has not yet been granted final approvals, but has received preliminary concept plan approval. Clark's rest is in a key location that will provide a vital link in the future development of the Town's cross-town connector planned to link future growth areas with existing Town neighborhoods. The site's location also affords opportunity for a street system link from the cross-town connector to Moakley Street and Doctor's Crossing Way, providing direct access between new developing neighborhoods and the hospital and related health care facilities. Located just south of Leonard's Grant, and fronting on MD



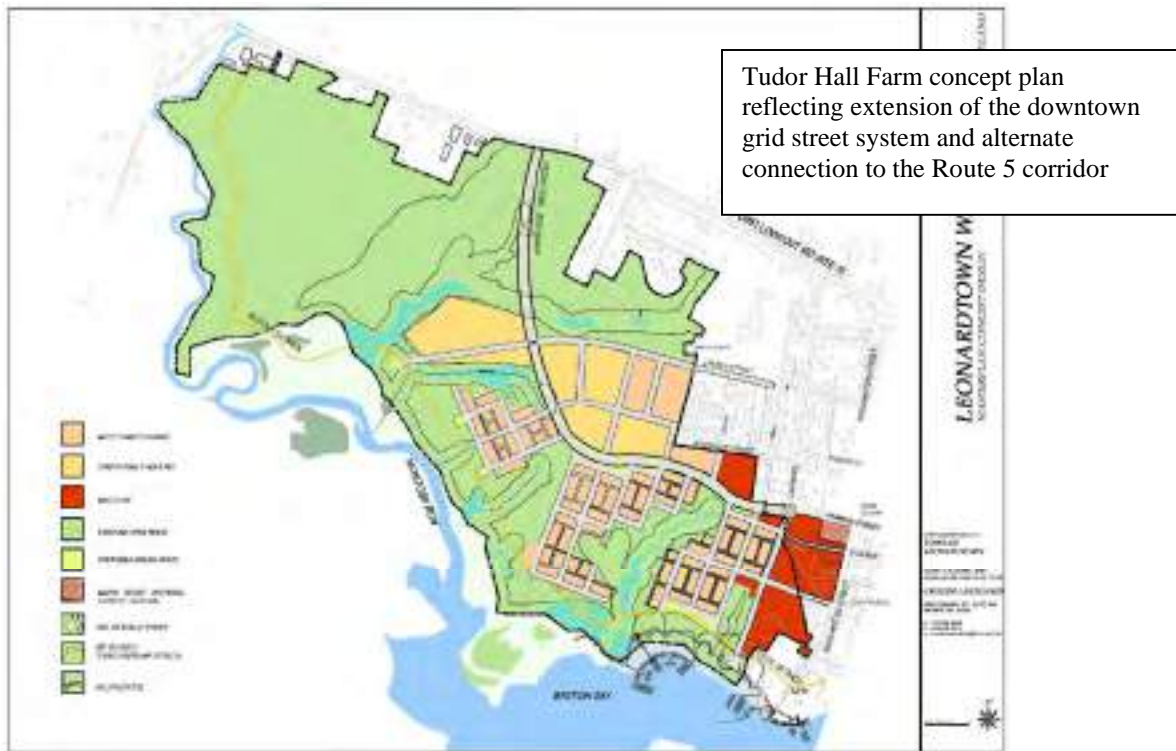
Preliminary Concept Plan for Clark's Rest (subject to change)

Route 5, Clark's Rest is planned for a mix of residential units with portions of the site fronting along Route 5 proposed for commercial use with appropriate access controls along the Route 5 corridor. The proposed layout of Clark's Rest, as shown, is subject to change but will likely include roughly 300 units, with approximately 15 to 20 acres reserved for Commercial or Business Park uses and roughly 80 acres dedicated to the Town or committed to open space and protection of sensitive resources located on the site. The ultimate layout of this proposed development will need to balance the Town street system improvement needs and quality objectives, with those of the developer.

### **Tudor Hall Farm**

Tudor Hall Farm represents the largest portion of undeveloped land located within the existing corporate limits of Leonardtown and consists of approximately 390 acres. Various alternative development proposals for this site have been submitted to the Town for consideration over the past 10 years. Alternative uses proposed have included a golf course community, hotel and conference center facilities, commercial uses to extend the fabric of the downtown area, waterfront recreation uses including trails, a public boardwalk along Breton Bay and marina facilities. Each proposal has also included a

mix of residential uses including townhomes and single-family residential development. Each proposal has been unable to proceed for various reasons. These include market feasibility or timing due to the economy, submission of proposed concepts that failed to mesh with Town objectives for portions of the site that are owned by the Town and generally committed to recreation or open space uses. The site has several development constraints including steep slopes, stream systems and drainage-ways, among others.



Expectations are that Tudor Hall Farm will someday be developed with a mix of uses that may include hotel and conference center facilities and commercial uses in a grid block system that extends the fabric of the downtown area. Portions of the site removed from the downtown can support a mix of residential uses from town homes to single-family development. Portions of Tudor Hall Farm near the shoreline have been planned to support a range of publicly accessible waterfront recreation uses including trails, a public boardwalk along Breton Bay and marina facilities. Critical to any future plan for development is construction of a key portion of the cross-town connector to extend Fenwick Street to the Route 5 corridor and, in turn, to points north as described earlier in this plan element. The benefits this connection provides to enhance access to the downtown suggest that, if feasible, this planned street extension should be considered for construction, with or without, attendant development of the property. Portions of the property are owned by the Town with other portions held in private ownership. This mix in ownership poses constraints in development design and layout, but also forces a public/private partnership that provides the Town some leverage to secure quality



development in the future. It is likely that the Tudor Hall Farm site will ultimately support the planned extensive waterfront recreation trails system, between 400 and 500 residential units and between 100,000 and 150,000 square feet of commercial retail or office space at build-out. The Town will require use of traditional neighborhood development principles to guide the form and character of development at such time as it may occur.

## Potential Annexation of the Hayden Farm

The St. Mary's County Board of Commissioners approved the purchase of 180+/- acres from the Hayden family in December 2008. The primary purpose for the land acquisition was to provide sites for an elementary school, middle school, and community recreation facilities. The school sites are in the Leonardtown Development district. Approximately 9.5 acres is south of Leonard's Grant Parkway. The remainder of the property is north of the parkway and is roughly bounded by Cemetery Road to the north, McIntosh Run to the northwest and the Leonard's Grant development to the west. The east property line for the property is approximately 850 feet west of Hollywood Road, Maryland Route 245. New



library facilities have also been planned for the site, which is of some concern to the Town. A site plan developed as part of a charrette conducted earlier this year identifies the proposed spatial relations between the proposed elementary school and the library which would be constructed adjacent to one another and facing Leonard's Grant Parkway. The proposed library would overlook a landscaped outdoor reading area. Shared parking and playfields connect the proposed locations of elementary and middle schools. Playfields are located to buffer the school structures from Leonard's Grant subdivision. Pedestrian walkways traverse the proposed green space at the center of the property leading to possible outdoor classroom or small amphitheater. These pathways continue as potential nature trails to the northwest corner of the farm, intended for use as an environmental

study area. Connections between the Hayden Farm property and the Town are provided via the proposed cross-town connector and pedestrian links to singletree. These connections can be reinforced by Town street system and trail system connections in the future. For these reasons, and because the new facilities will require use of Town wastewater treatment and water supply facilities, the Town should explore every potential for annexation of the Hayden Farm property that can facilitate its future development without burdening town services and infrastructure.

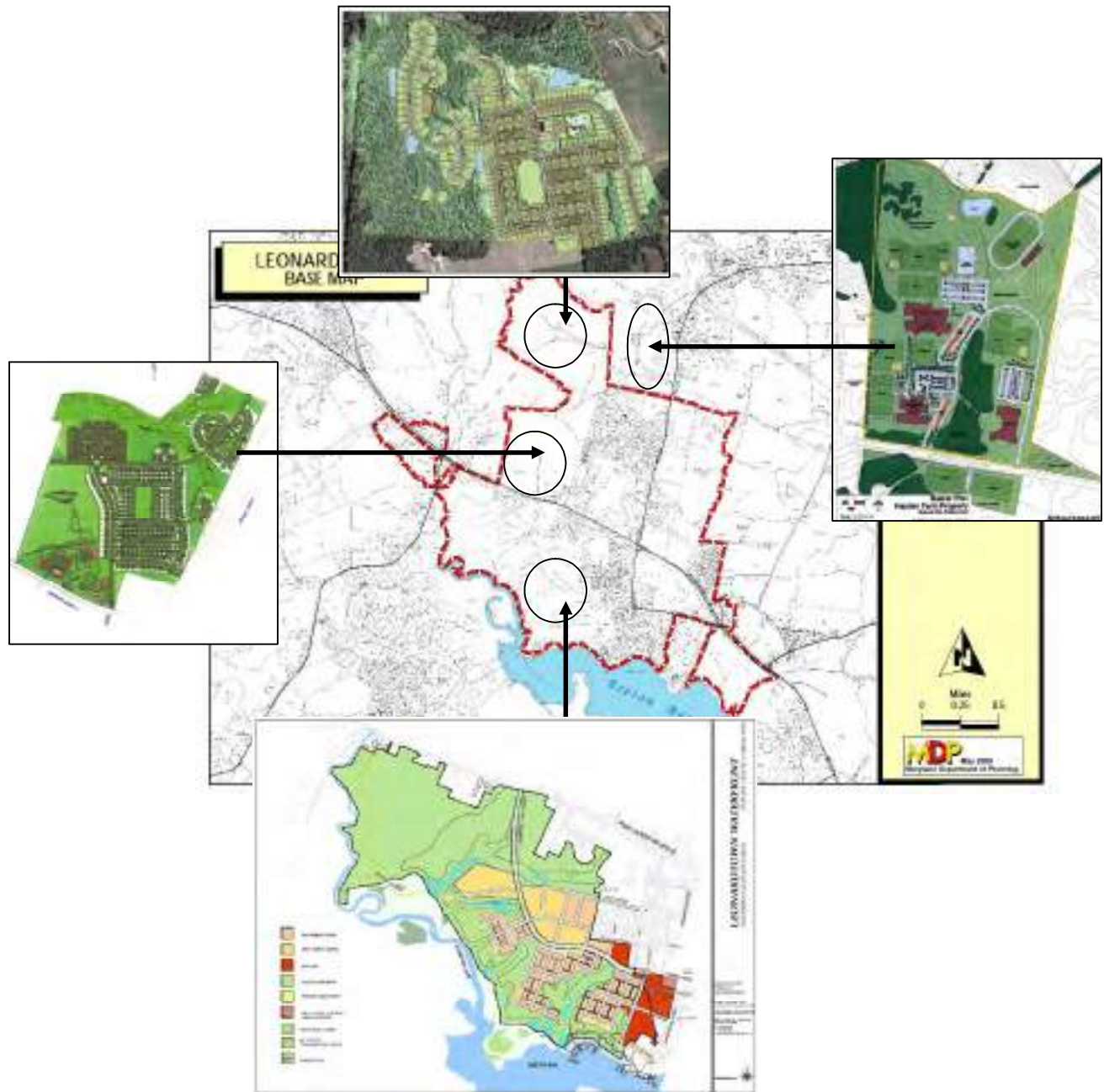
The Hayden Farm site is a logical location for proposed future school and park system facilities. Given the activity generated by library functions, a location within or adjacent to downtown should be considered.

Of additional concern to the Town is the future disposition of lands located between the Hayden Farm and the Route 245 corridor which are largely undeveloped. If landowners in this area petition for annexation, there is concern that there will be pressure for commercial development in this area. Such development could adversely impact downtown business activity. Therefore, the Town will need to be cautious in framing an appropriate zoning district, if this area is annexed, that limits the range of permitted commercial uses to avoid a proliferation of shopping or restaurant uses that would erode the viability of the downtown economy.





**Map 4-2      Land Use Plan Concept**  
**A Mosaic of potential future development**



## Current Zoning Framework

In order to regulate and restrict the location of uses, the location of buildings erected or altered for specific uses, to regulate and limit the height or bulk of buildings erected or structurally altered, and to regulate residential densities and the intensity of the use of lot areas for non-residential use, Leonardtown is currently divided into nine zoning districts (not including the Recreation and Parks district). They include:

R-SF	Single-Family Residential District
R-MF	Multiple-Family Residential District
PUD-M	Mixed Use Planned Unit Development District
C-B	Commercial Business District
C-O	Commercial Office District
C-H	Commercial Highway District
C-M	Commercial Marine District
C-SC	Commercial Shopping Center District
I/O	Institutional/Office District
R/P	Recreation and Parks District

Each of the three areas identified for infill development are zoned Mixed Use Planned Unit Development District (PUD-M). A number of design standards contained in the Zoning Ordinance and referenced in the Town's manual of "Development Design Guidelines" are intended to guide the character and qualities of development in each of the areas in which they are proposed.

## Land Use Plan Goals and Objectives

### **Land Use Plan Goal**

- Retain Leonardtown's small town character and enhance the Town's waterfront community identity.

### **Objectives:**

- Promote a land use pattern, both within the existing Town and beyond current boundaries, into future growth areas that is consistent with a traditional small town.
- Protect the historic elements and economic vitality of the Town, by linking the Town center (Downtown) to surrounding areas with an efficient system of roads, pedestrian walkways, community open space, and public utilities.

- Enhance utilization of Town waterfront resources. This includes enhancing public access to Breton Bay and McIntosh Run with improvements to support boating activity, waterfront boardwalks or trails, passive recreation activities and linkages between these waterfront assets and the Town Center (downtown) and other town neighborhoods, in the form of walkways, bikeways, road system connections and parking.
- Improve the cross-town and through-town, transportation networks. As growth areas within and around Leonardtown begin to develop, plan for and reserve lands for the establishment of collector roads that connect new subdivisions to the downtown area and Breton Bay waterfront assets. (See transportation plan)
- Encourage re-development in identified target locations to better utilize and enhance the appearance of underdeveloped, underutilized or unsightly properties. Quality development and redevelopment of vacant or substandard properties within the Town should be encouraged through the use of design guidelines, adequate regulations, building codes, and flexibility in coordination with the development community.
- Encourage mixed uses and mixed-use zone districts in the Downtown Central Business District (CBD) and other appropriate locations that include residences on the upper floors of commercial businesses. This mix of uses fosters the support of businesses and provides community vitality beyond business hours.
- Ensure that Leonardtown will continue to function as one of St. Mary's County's primary residential and economic development growth areas by planning for future land uses on adjacent unincorporated lands which will accommodate residential and business growth in appropriate locations.
- Ensure that future development and redevelopment within the Town and surrounding lands is consistent with the land use concept in this Comprehensive Plan.
- Ensure that future land use patterns are supported by transportation networks, utility systems, open space, and community facilities.
- Encourage programs and develop regulations that will protect and preserve sensitive natural areas within the Town and in future growth areas.
- Implement a plan for code enforcement to protect the character of the Town (such as derelict buildings and property maintenance).



## Land Use Plan Recommendations

The focus of land use in Leonardtown will be managed to maintain and improve the community character and quality of life for all residents. The timing and pace of new development will be managed to be compatible with the Town's ability to provide adequate public services and to ensure that the character of the Town is protected. 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.

Over half of the land within the Town boundaries is currently farmland or woodland. The challenge the Town faces is to decide how these areas will be developed and interconnected.

These undeveloped lands also present an opportunity because large, contiguous areas have not been developed. The Town has the ability to designate corridors for future transportation facilities, maintain open spaces and to guide development in ways that will strengthen the Town and maintain its traditional rural setting.

### **Land Use Recommendations**

A significant portion of the Town's geographic area is devoted to residential uses. Residential communities vary from single-family detached neighborhoods to attached townhouses, to multi-family development.

The continued growth in housing in and around Leonardtown is an important component of the overall community vitality. Residents support the local stores, specialty shops, and service businesses, particularly when they are located in close proximity to each other. Residents may also find employment in local businesses and offices. In Leonardtown, many are employed by government offices and health care facilities located in Town. Like most communities, Leonardtown has expanded its boundaries over the years to absorb growth. This pattern will continue in the future, with primary focus on infill development of vacant lands located within the Town's corporate limits.

How this growth occurs and how existing neighborhoods are maintained are serious considerations and form the basis for the following recommendations:

- Affordable housing should be a component of the residential spectrum and is needed in Leonardtown. To achieve affordable housing, density must be greater than is traditionally built in suburban communities and located in areas with convenient access to shopping, employment, services, and schools. Ideally, affordable housing should include both owner occupied units, as well as rental units, in order to provide for the needs of a broad range of income levels.

- New housing areas within Leonardtown should reflect the small town character and should be considered for several of the large vacant parcels available for development. The concept of “Traditional Neighborhood Development” using grid pattern streets, small lots, shallow front yards, rear access by alleys, and a strong pedestrian orientation should guide the form of development. Such design characteristics can also lead to affordable housing in the single-family market.
- Leonardtown, although a designated growth center, has many natural features that can be characterized as lands sensitive to development disturbances due to the presence of Breton Bay, McIntosh Run, smaller streams, wetlands, floodplains, and woodlands that serve as habitat for forest dwelling species, soils constraints and in a few cases, steep slopes. Proposed residential development, as well as other forms of development, must be in compliance with existing regulations designed to protect these resources. Where necessary, those regulations should be examined for effectiveness, and adjustments made where appropriate.
- Areas designated as Planned Unit Development (PUD) should be subject to the specific design standards established in the Town Zoning Ordinance, which are based upon the existing character of the Town. Emphasis should be placed on connectivity of these areas with the CBD.
- The inclusion of commercial uses in future planned developments (PUD’s) within Town and in locations that may be annexed in the future, should be carefully considered in relation to the potential to dilute the market for such uses and adversely impact the economic viability of businesses and other commercial uses in the CBD that could be accessed conveniently.
- Within the CBD mixed uses should be encouraged that include residences on the upper floors of commercial businesses. This mix of uses fosters the support of businesses, and provides business district vitality beyond business hours, and provides eyes on the street that support the security needs of the Downtown.
- As growth areas in Leonardtown begin to develop, lands will need to be reserved to establish collector roads, such as the cross-town connector. In all cases, new roads that provide alternative routes within the Town network, or connect existing and new routes, should be reserved for their construction. Land reservations for development of sidewalk and trail system improvements should be treated as equally important to road system connections.

## **Commercial Areas**

Leonardtown’s commercial community extends beyond the Central Business District (CBD) to areas along the Route 5 (Point Lookout Road) entrance to Town and to a lesser extent along the Route 245 corridor.

These commercial areas have an established character less well defined than that of the Downtown Business District and more oriented to automobile access. These uses are generally not compatible with CBD uses in that they require parking and loading facilities nearby and significantly larger land areas for these functions. To the extent possible the Town should resist pressures to rezone lands along these corridors for commercial development. Vacant lands adjacent to the Hayden Farm along Route 245 should generally be reserved for long term County government expansion or public and semi-public uses (e.g. park expansion, churches,) Being located as they are along the major roadways entering the Town, they are important for setting a visual tone or theme for those visiting Leonardtown. Their gateway location represents one of the two front doors to the community to those who visit Leonardtown. The objectives and recommendations that follow are designed to enhance the image of these existing commercial areas and guide the development of any additional commercial development that may occur in the future along these entry corridors.

- The gateway concept is important to the Town, as it provides a visual first impression to visitors. The appearance of commercial development on the periphery of the CBD is, therefore, of significant importance. Every effort should be made to ensure that new development contributes to a positive image and that any redevelopment of existing buildings improves upon that image. Emphasis should be placed on architectural style, parking, landscaping, signage, and pedestrian facilities.
- Streetscape elements are a visual element of the community that not only affect the appearance of an area, but also contribute to the comfort and mobility of visitors. Street furniture such as benches, light standards, trash receptacles, tree grates, bicycle racks, and signs all can create a positive image if coordination of the various elements occurs.
- The means to ensure consistent visual quality in the commercial areas is through the use of design guidelines. Design guidelines should be developed in such a way as not to replicate the CBD but reinforce the historic and pedestrian themes present. The roadside commercial areas are more automobile-oriented than the CBD and an emphasis should be placed on providing them with controlled access, buffering, and modified building location. An example of this would be to require buildings closer to the roads with parking either in the side yard or to the rear of buildings. Other design guidelines for these areas are contained in the Town's adopted Development Design Guidelines.

The Proposed Land Use Plan Map identifies the location of various types of proposed development anticipated over the next 20 years in Leonardtown.

A major goal of the Land Use Plan is to address potential areas which would allow for the expansion of the Commercial Business District and to provide flexibility in developing large parcels of land with a mixed use development. New development designs shall be compatible with the character of the Town. All new development

abutting existing neighborhoods shall provide continuity for vehicle and pedestrian movement by maximizing connectivity to the extent consistent with good site planning.

Future changes to the Town Zoning Map should be considered to assure consistency with Land Use Plan objectives. This includes evaluation of the land along Washington Street, currently zoned Multi-Family, for rezoning to Commercial Business. This infill zoning should be considered for the area extending from MD Rte. 245 to Shadrick Street, between Washington Street and Pope Street. The rezoning would be consistent with the changes in zoning that have occurred over the last several years in that area and would extend the commercial business district.

Another parcel for future consideration would be the Saunders lot, on the corner of Rt. 5 and Rt. 245. This parcel could be considered for rezoning to Commercial Office with conditions. This would be consistent with the 1997 rezoning of adjacent properties and would be sensitive to the historic homes in the immediate area.

Most of the vacant land in the Town, which consists of approximately 1,200 acres, is zoned PUD-M (Planned Unit Development-Mixed Use), permitting a density of residential development of up to 5 dwelling units per acre. PUD-M zoning allows for mixed use development. This classification gives flexibility to the developer while at the same time providing the town with final approval authority over the specifics of any development plan. This classification also assures that standards for development design that promote “Traditional Neighborhood Development principles” which are contained in the Zoning Ordinance are applied in the design of future developments.

State and County policies seek to direct new development in and around existing population centers. The County’s Comprehensive Plan is designed to support this objective. Areas served by public water and sewer are allowed up to four dwelling units per acre for single-family residential and ten units for townhouses or apartments. In areas without water or sewer, density is one dwelling unit per acre or two if clustered in areas. With this in mind, the Town could expect pressure from those landowners adjacent to the Town for annexation.

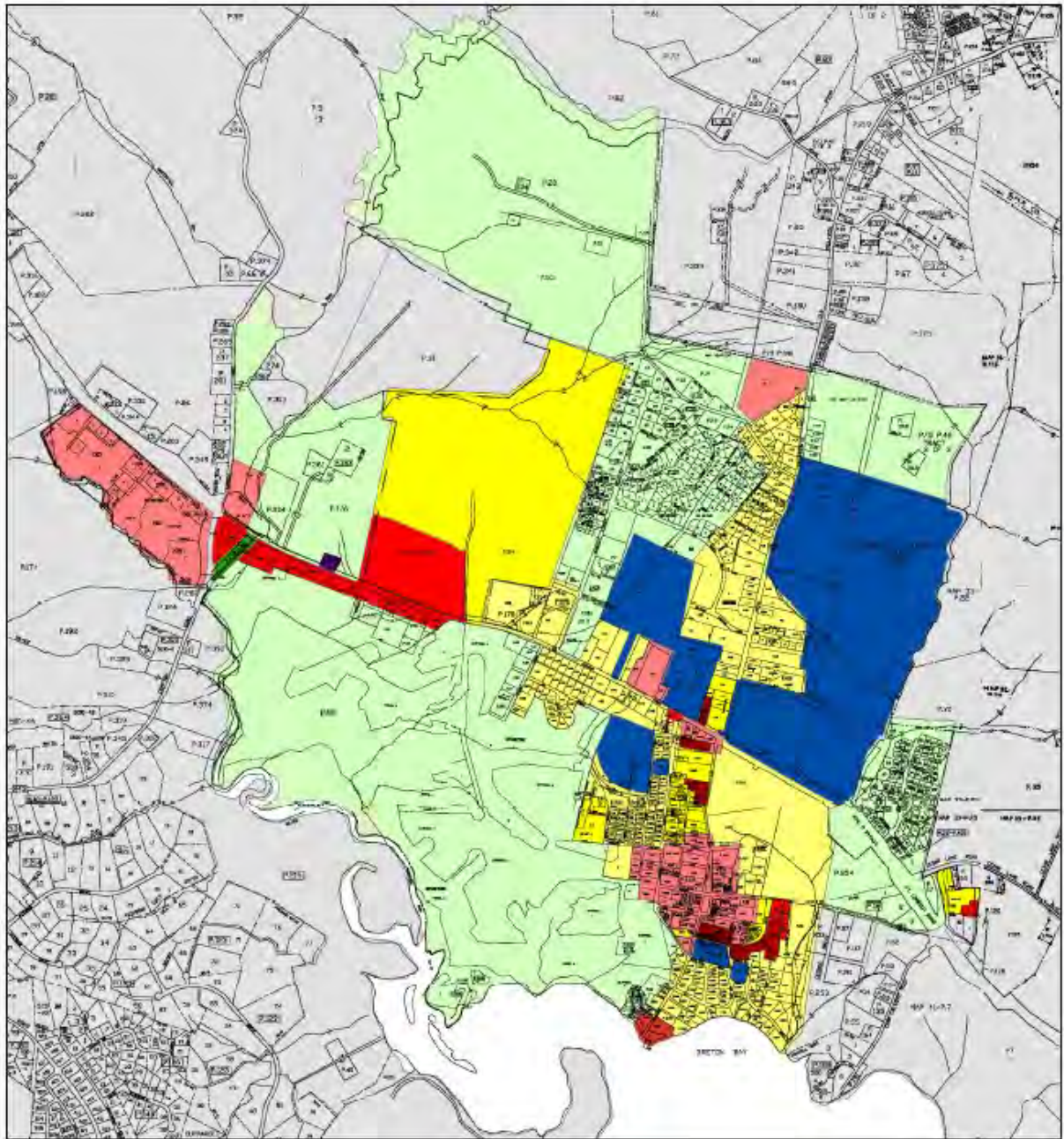
The Town anticipates low to moderate growth occurring in incremental and progressive stages throughout the 20 year design life of this plan. The Town is developing a water supply, treatment and storage facility to accommodate growth at present but future expansion, beyond the 20 year period, will require funding through a developer. The Town is also in the process of designing upgrades to its wastewater treatment plant to accommodate moderate growth. Developers will be required to fund additional capacity over and above hook up fees, which are used to maintain town systems.

In summary, expected growth and development consistent with this Land Use Plan have the potential to change the face of the Town, and this plan is intended to assure that Leonardtown's small town character is not lost as these changes occur over time.

## A Vision for Managed Land Use that Protects Small Town Character

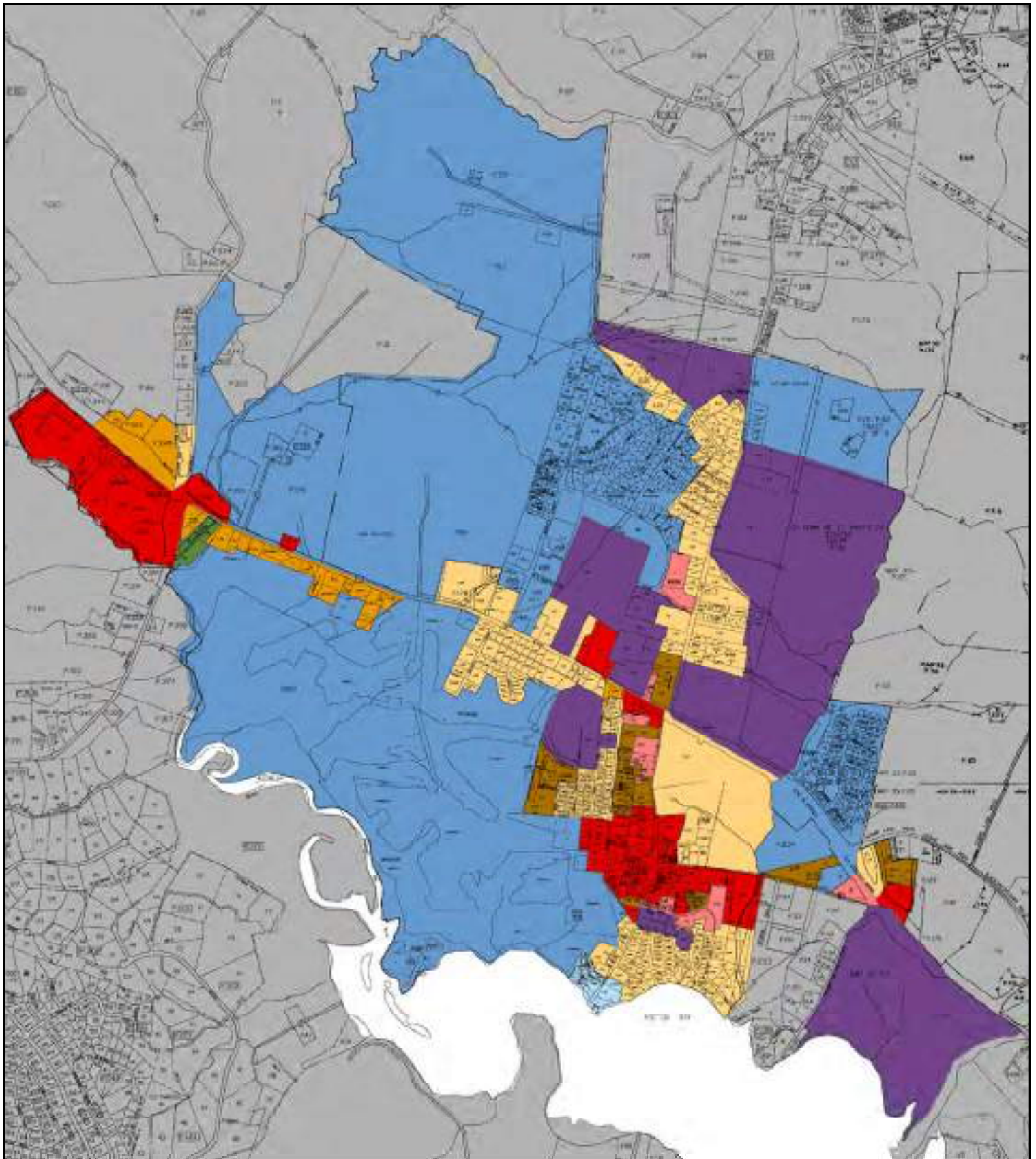
Leonardtown utilizes coordinated land use management practices, to succeed in protecting and perpetuating its small town character and serve its key role as County Seat and major activity center in the County. Key elements of this vision include a vital downtown, improved community activity areas, protection and appreciation of Town historic resources, and enhanced identity as a waterfront community.

# Leonardtown Municipal Zoning





# Leonardtown Municipal Zoning



0 0.2 0.4 0.8 Miles



April 22, 2010



## Legend

County Zoning	L-CM	L-PUDM
L-CB	L-IO	L-RP
L-CO	L-RSF	
L-CH	L-RMF	

## Section 5: Transportation Plan Element



### Background

As with many other early tidewater settlements, Leonardtown once relied on water access and boat traffic to bring people and goods to the settlers in the Southern Maryland Region. Today, Leonardtown attracts more visitors by car than by boat, with an attendant increase in vehicular congestion.

Efficient and effective movement of people and goods is an important concern in any community's plan for growth. Providing a safe and efficient transportation network with minimal disruption to residents and business interests in the community can sometimes be difficult to achieve. It requires that transportation planning be closely coordinated with other elements of the Comprehensive Plan to assure that transportation plans and policies complement both existing and proposed patterns of land use. As the control of transportation systems is divided among the State, the County, and the Town, managing transportation facilities to ensure adequate highway capacity requires coordination and cooperation among all levels of government. Likewise, a sound network to support community transportation needs requires consideration of more than the capacity of highways and streets to support vehicular traffic. Other means of moving about through the community need to be accommodated. These alternative modes of transportation, that facilitate movement on foot, by bike or by some form of transit service needs to be considered in Leonardtown. Supporting these alternate modes of travel also requires consideration of the infrastructure required to support them in the form of sidewalks and trail systems.

The transportation element of the Comprehensive Plan is, perhaps, the one over which the Town has the most control. However, for a place like Leonardtown, which has a major state highway running through it, exercising control requires a great deal of coordination with State and County governments. Given the need for connection between and among somewhat scattered locations of employment and shopping centers, and the dependence of the downtown core on access via state highways, the transportation plan element must be considered a key element of the Comprehensive Plan.

The focus of the transportation plan must be moving people who are on their way to another place through the Town, and moving people who live, work and shop in the Town, around and within the Town.

Transportation can be enhanced by expanding and improving existing roads and by building new ones. Other methods of moving people around need to be developed, including better pedestrian walks, routes to accommodate bicycles, and public transit systems. In some areas of Leonardtown, the established pattern of development presents limitations for building new roads or widening existing ones. Fortunately, much of the



land in the Town where future development is planned to occur is less constrained. This presents the opportunity to designate transportation corridors, and protect rights of way for future street system development before additional development creates constraints or limitations in these areas.

## Existing Road Network and Transportation System

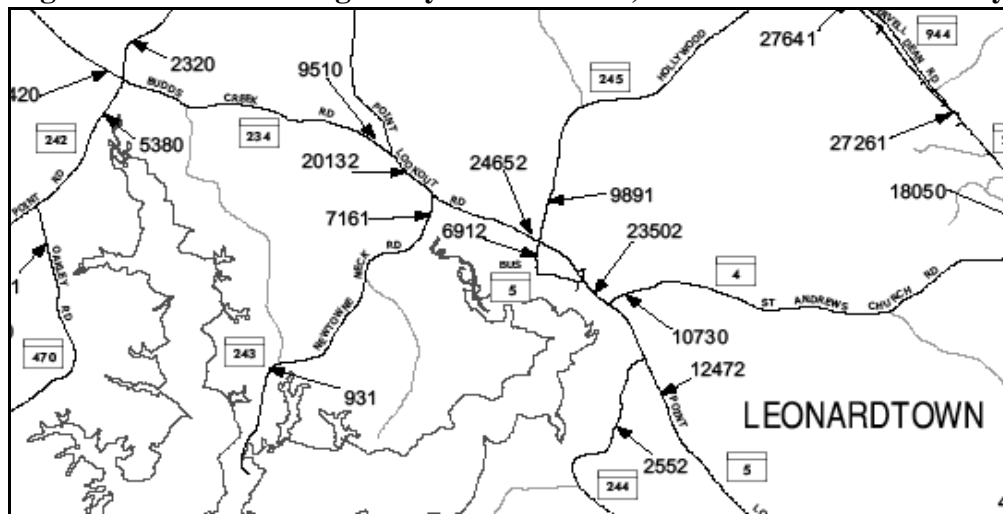
Leonardtown's various public roads are individually owned by the Town, the County and the State. The ownership entity is responsible for maintenance and snow removal.

### State Highways

The State of Maryland owns and maintains MD Rte. 5 and MD Rte. 245. The Town and the State Highway Administration (SHA) have been working on a streetscape plan for the Business Rte. 5 section. After completion of the streetscape plan, it is planned that the Town would then accept ownership of this section of road. Work is currently nearing completion on this project which includes sidewalk and lighting improvements connecting the Downtown area to the intersection of Routes 5 and 245. These improvements provide an inviting entry to the Downtown Area, but could be reinforced with a pedestrian overpass on Route 5 to connect the CSM College campus and points north in Town to the Downtown area. Though not currently planned, the Town should encourage state consideration of this improvement, to better provide pedestrian linkage between the downtown and neighborhoods located north of Route 5.

The most serious traffic problems occur on that portion of MD Rte. 5 between the intersection of MD Rtes. 5 and 245 and the intersection of MD Rtes. 5 and 243. Average annual daily traffic counts taken by the Maryland State Highway Administration for the year 2008 are shown in figure 5-1, and indicate that in this portion of the Route 5 corridor, average daily volumes are in excess of 23,000 vehicles per day.

**Figure 5-1: 2008 Average daily traffic counts, Leonardtown and Vicinity**



There are numerous houses and businesses with individual entrances on both sides of this section of MD Rte. 5, which is a four-lane highway, with no turn lanes or acceleration/deceleration lanes. There is room for widening between MD Rte. 245 and MD Rte. 243 of this section of road. The north side has few entrances and most buildings are set back at least 100 feet, and approximately half of this section passes undeveloped farmland. The Town has aggressively pursued acquiring land for widening the corridor. This is not the case on the south side which has numerous single family detached homes and businesses with minimum setbacks from the highway.

Information provided by the State Highway Administration indicates that a study to upgrade the portion of MD 5 between MD 243 and MD 245 (approximately 1.39 miles in length) is in process. Plans include the provision of sidewalks along this section of the corridor to accommodate pedestrians as well as wide curb lanes to accommodate bicycles and Amish buggies.

The purpose of the project is to improve vehicular safety and traffic operations along MD 5, while supporting existing and planned development in the area. This project will also address pedestrian, bicycle, and horse drawn vehicle safety and accommodate vehicular access to the residences, businesses, schools, and places of worship along MD 5.

- Three “build” alternatives and a “no build” alternative are currently under consideration. A summary of the preliminary alternatives being considered include:
- Alternative 1 is the “No-Build” alternative. It would provide minor short-term improvements as part of routine maintenance and safety operations. No major improvements are proposed. However, it provides a baseline for the other alternatives under consideration.
- Alternative 2 can be characterized as the improved Traffic System Management (TSM)/Travel Demand Management (TDM) alternative. It would include lower cost improvements including adding turn lanes, adding traffic signals, improving signal timing, providing spot safety improvements, and consolidating entrances. No major physical improvements such as corridor widening would be proposed as part of this alternative.
- Alternative 3 would provide a 5-Lane Section or roadway. This would include a two-way left turn lane the entire length of the corridor along with two travel lanes in each direction with the outside lanes being 16-foot wide bicycle compatible lanes. This alternative would also provide five-foot sidewalks on both sides of the roadway the entire length of the corridor.
- Alternative 4 would provide 4 lanes and include a raised landscaped median with turn lanes at appropriate intersections throughout the corridor. This alternative would change the image of the corridor to that of a boulevard and also provide two travel lanes in each direction with the 16 foot wide outside bicycle

compatible lanes and 5 foot sidewalks on both sides.

Three options are also being evaluated for Alternatives 3 and 4:

- Option 1 would provide for widening on both sides of MD 5, except in areas where widening would impact several historic properties, including the Port of Leonardtown (formal SHA garage), Gough Farm, Buena Vista, the Drury-Saunders House, and St. Mary's Academy. In these areas, the road would only be widened on the south side.
- Option 2 would provide for widening to occur on both sides of MD 5, except in the area where a stream is located on the north side of MD 5 between Abell Street/Moakley Street and Clark's Rest Lane. In this area, the road would only be widened on the south side in order to avoid impacts to the stream.
- Option 3 would provide for additional intersection improvements. Option 3 would expand the intersections at MD 5/MD 243 and MD 5/MD 245 by adding longer left-turn lanes to further improve operations at those intersections. This option would also add a traffic signal at the intersection of MD 243 and Merchants Lane.

It should be noted that MD 5 is designated as a bicycle route and a Scenic Byways Religious Freedom Route. Therefore as options continue to be explored, the route's safety for bicycle use will need to be given attention in any design upgrades.

To preserve as many options as possible, the Town's development regulations should insure that new buildings on the north side of MD Rte. 5, between MD Rte 245 and MD Rte. 243, are located back from the highway a sufficient amount to accommodate widening of MD Rte. 5. Adequate setbacks of new structures and right-of-way dedications are needed as development/redevelopment occurs along MD Rte. 5 and MD Rte. 245. Cooperation between the town and the State Highway Administration should continue, to ensure that a MD Rte. 5 center left turn lane project is planned and to maximize opportunities for future improvements to facilitate traffic movement along the Route 5 corridor. In coordination with SHA, the town should consider access management strategies to limit private road entrances onto MD 5 and encourage access to future developments through public roadways or utilizing existing cross streets where possible, to minimize the number of additional future entrances along Route 5.

### County Streets and Roads

St. Mary's County owns and maintains Courthouse Drive, Tudor Hall Road, Tudor Place, and Greenbrier Road. The County also owns and maintains roads on the various County facilities' sites throughout the Town.

## Town Street System

The remaining streets are owned and maintained by the Town, with exception of several gravel roads which are private, such as Johnson Lane. The Town generally does not build new streets. New town streets are built to the standards of the town road ordinance by developers, on undeveloped land, and then dedicated to the Town for ongoing maintenance.

The majority of the Town's street maintenance budget is derived from its share of the state highway user tax on gasoline. The state uses a formula based on miles of street and number of registered vehicles to determine the Town's annual allocation.

## Existing Sidewalk System and Pedestrian Ways

The Town is well served by sidewalks in the downtown area and the Town's development regulations contain requirements for sidewalks in new developments. There are a few residential areas without sidewalks, but these are generally in low density, low traffic areas which allow pedestrians to walk along the streets with little danger. It is unlikely the Town's budget would accommodate installation of sidewalks in these areas during the time frame of this comprehensive plan. The Rte.5 corridor also serves a large number of pedestrians. To encourage additional pedestrian use and for safety, sidewalks should be constructed along Rte. 5.

The Town has a sidewalk maintenance program and sections of sidewalks are periodically replaced. Since many of the sidewalks are several decades old, it is essential that the maintenance program be continued.

## Bicycle Transportation

There are no designated bicycle travel areas in the Town. Except for the state highways, most streets in the Town are presently wide enough and so lightly traveled that bicycles can be accommodated. However, this may not be the case in the future. New and expanded roads will need to take bicycles into consideration. One of the objectives for the downtown area should be to make the business district bicycle accessible and provide bicycle amenities including bike racks.

## Public Transit

St. Mary's County currently operates a small bus system which brings people from outside the Town limits to selected stops within the Town. There is also a Leonardtown loop which operates with regular stops throughout the Town. As future development within the Town grows, there will be an ongoing need to reevaluate and refine system routing to interconnect user access between and among health care facilities, employment centers, new town neighborhoods, waterfront recreation destinations, and the downtown area. The Town should investigate the feasibility of a fixed-route trolley system in conjunction with the County that interconnects the downtown, the wharf, the college, the

county government center, and the hospital area. Such a system could provide alternative transportation to residents and could also be used to advertise local businesses and areas of interest. The charm and function of such systems would complement heritage tourism marketing efforts. Such a system is currently operating in the Town of Rock Hall, MD, and is being investigated in St. Michaels, MD as an alternative and creative mode of transport.

## Transportation Plan Goal and Objectives

### Goal

The overarching goal for the Town's transportation system is to:

- Improve cross-town and through town vehicular and pedestrian transportation networks as development occurs and continue to improve and enhance pedestrian, bicycle and vehicular transportation, to provide safe and efficient movement throughout the town.

### Transportation Planning Objectives

A number of objectives have been established to support Town efforts to achieve this goal. They include:

- Define and preserve corridors to be reserved as rights-of-way for future construction of the planned circumferential cross-town connector road system.
- Require new development to construct portions of the cross-town roadway system in the established transportation corridors, to serve their developments and assure their connection to the existing transportation system. This means constructing appropriate sections of the circumferential cross-town system to accommodate both new residents and through traffic.
- Assure the new and planned cross-town connector roadway segments tie into the existing highway and road system and are coordinated with the future construction plans of the State and County.
- Encourage new developments to provide for non-automobile transportation, both within the development and with connections to the Town. This includes provision of sidewalks, nature trails and bikeways as essential elements in new development. Pedestrian sidewalk, trail and/or bike connections should be separated from vehicular systems where possible, to prevent conflicts.
- Utilize greenways or undeveloped portions of sites where development occurs for trail system connections where appropriate.

- Improve and maintain the existing system of sidewalks wherever possible, including acquisition of pedestrian easements or other improvements that enhance connections in appropriate locations.
- Explore the feasibility of establishing a shuttle bus or rubber tired trolley system of transport, connecting major medical, employment, educational, residential and service centers, with the downtown area and Leonardtown Wharf area at such time as mixed use development occurs at the Wharf.
- Work with the County to utilize planned parking areas which may not be near the downtown or adjacent to employment centers, to foster expanded bus system service and use of them to connect such parking areas with employment uses, shopping areas, and downtown.
- Enhance public access to the Town waterfront along Breton Bay and McIntosh Run. This includes development of a waterfront trail and/or boardwalk system along portions of the Tudor Hall farm fronting along Breton Bay and connections between this trail and the downtown area, as well as residential neighborhoods to the north.
- Encourage, or require when appropriate, roadway and pedestrian linkage between adjoining non-residential and residential developments along the Breton Bay waterfront.
- Establish pedestrian paths, where practical and appropriate, as an alternative to creating new sidewalks. Consider using the town's alleys, lanes and "paper" streets.
- Evaluate the location and number of existing crosswalks and develop appropriate marking and signage to help ensure the safety of pedestrians. This may include use of traffic calming measures in key locations and cooperation with SHA to foster their design and use.
- Improve the ease and safety of bicycle travel in, around, and through Town. This includes defining and marking key bicycle routes, working with SHA for appropriate Neighborhood Conservation Assistance, providing bicycle parking racks as needed and coordination with the County to integrate town bikeways with those of the County.
- Encourage transit-friendly development in all new developments
- Develop and adopt a Pedestrian/Bikeways Master Plan to guide future investments in non-automobile forms of transportation.

## Transportation Plan Recommendations

In order to facilitate movement through and around Town, and to link planned future development to existing developed areas of the Town, several new roads and road system connections are proposed as part of the Town's transportation plan. These improvements are identified on the town transportation plan map. (Map 5-1).

A key transportation system improvement is the proposed development of a new loop road system, or the cross-town connector, interconnecting proposed future developments with existing development which is designed to minimize dependence by Town residents and businesses on the Route 5 corridor and Route 245 corridor. This connector will enhance access between a number of existing Town activity centers including the downtown area, hospital, and future development of library and school facilities planned at the north end of Town. This loop road will also accommodate development of the Tudor Hall Farm, Clark's Rest, and Leonard's Grant Projects and assures their interconnection with the existing fabric of the community.

The Town of Leonardtown is traversed by the Religious Freedom National Scenic Byway and is a Target Investment Zone within the Southern Maryland Certified Heritage Area. The Maryland Scenic Byways and Heritage Area Programs work closely together to enhance the quality of life of Maryland's citizens and engender pride in the state's most scenic, cultural, and historic sites and places. State and national promotion of scenic byways and heritage areas support various economic development strategies and have a significant impact on economic development through heritage tourism. Hence, prioritizing investment, including strong planning policies along scenic byways and within heritage areas, will have a higher return on investment. Therefore, in areas along the byway that are more developed such as Leonardtown, efforts should be made to enhance community design initiatives so that future development enhances the byway, rather than detracts from the byway.

The Town should consider developing a list of corridor enhancements and pursue funding for those that might increase attractive features and lengthen visitors' stays and minimize existing intrusions that detract from the special qualities of the byway.

Although byway designation does not carry with it any type of regulatory requirements, the Town should maintain a high degree of interest in maintaining the existing character and intrinsic qualities -whether it be a tree-lined street features, or historic "main street" qualities.

Where a proposed action does not affect an identified character defining feature, consideration should be given as to how the action undertaken can support the road's special character; and can the project be done in a manner that enhances the visual and physical quality of the Byway?



# Town of Leonardtown Transportation Plan



0 0.25 0.5 Miles

## Recommended Street System and Pedestrian improvements

**MDP** Prepared by the Maryland Department of Planning  
August 2009



As Tudor Hall farm is developed, the downtown area will be connected to the Tudor Hall Farm neighborhood via the extension of Fenwick Street through the site to the MD Route



5 corridor. Portions of the property near the downtown may serve to support expansion of the downtown area with commercial services and office uses, which may include a future hotel/conference center at some future point in time. Other portions of the property will be utilized to provide public access to Breton Bay via a trail system along the shorefront. Remaining portions of the farm will likely be committed to various forms of residential development. This connection assures that all development of the Tudor Hall Farm property will have direct access to downtown and not require use of the MD Route 5 corridor for such access.

A new entrance to the Tudor Hall Farm property and the entrance for the Clark Farm on the north side of MD Rte. 5 shall be aligned when these parcels are developed, forming the axis for a cross-town connection between northern and southern portions of Town. A signalized intersection at this Route 5 crossing will facilitate traffic movement across Route 5, thus improving local access between the downtown and hospital area and those locations where development is expected to occur. This cross town connection is expected to minimize frustration for Town residents that have traditionally been dependent on competing with through traffic along the length of the Route 5 corridor for access to daily destinations.

The transportation plan also recommends new connections between the cross-town connector and existing street systems in key locations. Noteworthy is a proposed connection that would extend Doctor's Crossing Way to the new cross-town connector. This would provide an alternate means of access from Route 5 to hospital facilities and doctor's offices via the signalized intersection where the new connector route crosses Route 5. These improvements would also allow Doctor's Crossing Way to serve as an alternate route connecting Route 5 and Route 245 paralleling much of the Route 5 corridor's length through Town.

Intersection improvements, possibly including widening for turning lanes or signalization will also be prompted at the intersection of MD Rte. 245 and Doctor's Crossing Way to facilitate traffic movement. Such improvements will also need to be planned in conjunction with the State Highway Administration.

The State Highway Administration has stated that they would be supportive of a road system connection to MD Rte. 243 from downtown Leonardtown via Tudor Hall Farms. This connection would aid circulation and could remove some additional local traffic from MD Rte. 5 and MD Rte. 5 business, while providing access to downtown via the Fenwick Street extension.

Though it would be the towns desire to connect the Tudor Hall Farms project with MD Rte. 243, the location of sensitive environmental resources along portions of Macintosh Run and the concerns of state environmental agencies are likely to prohibit development in the western corner of Tudor Hall Farms where this connection should be made. Therefore, though considered, such a connection is not shown on the Transportation Plan map.

The northern portions of the cross-town connector that provide connection between the Clark Farm and Leonard's Grant also contain environmentally sensitive areas that will need to be considered in planning a final alignment through these properties that serves these two sites and connects the intersection along Route 5 at the Clark Farm to MD 245 utilizing Leonard's Grant Parkway, just south of the proposed future location for future school facilities and park system improvements on the Hayden Farm. This connection is critical, given the future activity that would be generated by the construction of these facilities. As the Town considers annexation of this area, opportunities to coordinate street system development and connections with the County will be an important consideration.

To facilitate this coordination the Town, St. Mary's County, The College of Southern Maryland and St. Mary's Hospital have undertaken a Rt. 245 Traffic Planning Study to look at impacts of proposed development on the area and to help in the planning of future transportation needs.

Existing Town streets should be planned for extension or improvement to provide direct access to Town neighborhoods from the cross-town connector, when possible or appropriate. Streets that should be considered for connection to the cross-town connector include Greenbrier Road which would require an upgrade. Greenbrier offers opportunity to provide an additional link between the connector and Route 245 corridor. Extension of Abell Street should also be considered, to provide another connection between Route 5 and portions of the connector that will traverse Tudor Hall Farm in the future. Wherever possible, future commercial development or re-development along Route 5 should also take alternative access from the cross-town connector to afford a local traffic option to use of Route 5.

Additional streets that might be extended as development occurs in the Town include Park Avenue. Extension of Park Avenue into the Tudor Hall Farm property, in combination with the extension of Fenwick Street, would accommodate the grid street system expansion of the downtown into the northeast portions of the Tudor Hall Farm holdings. The area that includes St. Mary's Hospital, the Nursing Home and the Health Department should be looked at for connecting street options.

As various sections of the cross-town connector are constructed connecting streets, sidewalks and trail systems should be concurrently built to afford bicycle and pedestrian travel options. Where possible they should be separated from the street and should be connected to adjacent neighborhoods and nearby activity centers.

Preparation of a Pedestrian/Bikeways Master Plan will permit the Town to begin identifying any additional rights-of-way and easements it must acquire for sidewalks, trails, and bicycle lanes. Such a plan would also complement future development plans (mixed-use development, school system growth, waterfront promenade, street frontage development), heritage tourism *plans within the* Town, and any planned public transit.

In addition to internal road improvements, a loop road across the north side of Town has been recommended in past plans. This proposal is shown on the Transportation Plan Map showing “*Possible long term improvements beyond Town Limits*”.

This proposal creates a northern bypass, which begins at an upgraded Maypole Road and ties into Cemetery Road, before intersecting with MD Rte. 245. It would continue to meet an improved Cedar Lane which would enhance access to the employment center developing in the California-Hollywood area.

Though this external loop road cannot be justified now, a corridor for these roads should be designated when the land through which the corridor passes is developed. Developers would be required to build sections of these roads as part of their construction. Missing pieces of the roads would be filled in the County or by the Town if these lands are annexed in the future.



## **A Vision of the Future Transportation System**

Leonardtown is a place where traffic congestion has been reduced and more emphasis has been placed on local mobility. Traffic is better managed. Investments in transportation system infrastructure have been made, and the movement of people and goods is facilitated by greater connectivity and an effective multi-modal transportation system and network established as growth occurred. Although the Route 5 corridor continues to

bisect the Town and has provided a number of transportation system challenges, the land use pattern and road system improvements in recent years were planned together. Noteworthy improvements include the circumferential connector boulevard extending from Leonard's Grant, through Clark's Rest and Tudor Hall Farm providing a new and vital connection to the downtown. This circumferential local road system loops to facilitate access to all areas of Town. These road improvements have been implemented as development has occurred and have been funded principally by the State and the developers.

Essentially, the transportation network now relies on a larger number of small roads rather than a small number of large ones on which the Town had been dependent in past years. A bus system transit shuttle provides alternative means of access and links to the St. Mary's Hospital complex, associated medical facilities, the downtown and courthouse, the waterfront, the Community College, library and town and county offices to key neighborhoods.

A "network of trails" has been created specifically for the use of pedestrians and bicyclists. People are able to travel safely through Town without relying on the automobile. Starting with the Breton Bay Waterfront Trail, components of the trail system now branch in all directions. The trails provide a variety of experiences in wooded areas and along shorelines. They link neighborhoods with key destinations including schools, parks, the downtown, the library, the waterfront, and employment centers.

## Section 6: Community Facilities Plan Element

### Background

Public services and facilities provided by Leonardtown and other government agencies ensure the health, safety and welfare of existing and future populations. To insure that adequate community facilities and services are available when needed, the Town must continually monitor demand and capacity in order to anticipate when and where facility expansion or improvements will be needed. Preparation of a Community Facilities element in the Comprehensive Plan is a preliminary step in addressing supply and demand for community facilities and services, including recreation facilities, police and emergency services, and water and sewer service. This element of the Comprehensive Plan examines existing community facilities and services. The Municipal Growth element of this Plan recommends actions the Town should take to insure adequate community facilities and services are available to meet the needs of future populations.

### Town Hall and County Government offices

The Leonardtown Town Hall and offices are located on Courthouse Drive within Downtown. Town offices house the offices of the Town Administrator, and eight Town employees. As the county seat of St. Mary's County, the Town is also the location of nearly all local government and most state and federal government offices in the County. County offices are located in several buildings in a campus like setting taking access off Md. Route 245. County government is among the Town's major employers.

Leonardtown is governed by the Mayor and Town Council. There are five members of the Town Council and they serve for a four-year term. Town elections are held every other year on the first Tuesday in May. Terms are staggered whereupon the Mayor and two Council members are elected in one year, and three Council members are elected two years later. The Mayor and Council are responsible for all municipal policies and legislation. They appoint a Town Administrator and all other committees, commissions and boards. Each Council member has general responsibility for one of the various functions of the Town government. The Council meets monthly on the second Monday at 4:00 p.m. The Town encourages all residents to take an active part in Town government and attend Town meetings. Additional Town boards and commissions include the Planning and Zoning Commission and the Town Board of Appeals.

The current offices housing Town functions are in condominium office space which can be sold if a larger more permanent home for Town Hall is established in the future. A future, more prominent location for Town Hall has been an ongoing consideration for many years. Any development on the Tudor Hall Farms property will have a direct connection to the downtown area via Fenwick Street because of its width and the easy access through the town it would provide. This is the only foreseeable opportunity for

the Town to obtain vacant land near the downtown. Therefore, at such time as Tudor Hall Farms is developed, the Town should obtain approximately one acre of land on the west side of Fenwick Street (extended) on Lawrence Avenue, as the site of a possible future Town Hall.

## Police Protection

Police protection in Leonardtown is provided by the Town Deputy – contracted to St. Mary's County Sheriffs Department. Support is also provided by the St. Mary's County Sheriff's Department and the Maryland State Police.

## Emergency Services

Fire protection in Town is provided by the Leonardtown Volunteer Fire Department, Inc., an all volunteer organization. Established in 1928, the company's station is located on Lawrence Avenue. Demands on the fire department have grown as the company responded to over 600 calls annually in 2007 and 2008. A \$1.3 million building project was recently completed to upgrade the station's fire and emergency medical services. The department's fleet of emergency vehicles includes:

- 2 Engines/Custom Pumpers
- 1 Engine/Custom Pumper/Tanker
- 1 Engine/Custom Ladder Truck
- 1 Custom Heavy Rescue Vehicle
- 1 Brush Truck, with slide-in unit
- 1 Jeep equipped with slide-in unit, and
- 1 Command Truck with slide-in unit and light tower

Emergency Medical Services are also provided by the Leonardtown Volunteer Rescue Squad. The rescue squad currently averages 1800 calls per year with 3 ambulances, EMS Unit and Utility van.

## Trash Removal and Recycling

The Town contracts with a private contractor to provide trash removal services twice-weekly for both residential and commercial garbage disposal. Pick-up is on Tuesday and Friday each week. The Town also sponsors a recycling program in conjunction with the contractor, utilizing a single stream recycling method that minimizes the need for sorting of recyclable materials.





## **Parks and Recreation Facilities**

### **County Facilities Serving the Town**

Most of the recreation facilities within the Town, are owned and maintained by St. Mary's County. These include a playground on the Leonardtown Elementary School property and play fields and a field house/gymnasium building on the Governmental Center property. Leonard's Grant, the Town's newest development, is providing several recreation amenities for its future town residents.

The Leonard Hall Recreation Center, located within the County Government Complex adjacent to Route 245 in Town, is an air conditioned, indoor athletic facility managed by the St. Mary's County Parks and Recreation department, which hosts a variety of programs such as indoor soccer, roller hockey and basketball leagues. Private roller skating parties are very popular at the center and are booked on a first come, first served basis. Miedzinski Park located at 23145 Leonard Hall Drive is a 5 acre park facility dedicated in 1997, which is also located in Town at the County Government Complex. The park includes playground facilities, restrooms in the Leonard Hall Recreation Center, a baseball field, multi-purpose athletic field, picnic tables and on-site charcoal grills for public use.

### **Port of Leonardtown**

The Town has ownership and is developing an environmental education park, known as The Port of Leonardtown, located at the Old State Highway property on Rt. 5/ Point Lookout Road. The Town currently owns 3.32 acres of the property. The St. Mary's County Commissioners own a land locked parcel which is approximately 1 acre on the property. The Town is working in partnership with the County to develop parking facilities, a Winery in the former SHA building on the site, and additional site improvements to complement the existing Canoe and Kayak launch area on McIntosh Run located on the site. Working in concert with the Southern Maryland Wine Growers Cooperative, and the Association of Maryland Wineries, the park and winery will provide an opportunity for local grape growers, support growth of the Town's tourism industry, and augment Town Waterfront access offerings with a 3 mile canoe/kayak trail down McIntosh Run to Breton Bay.



### **The Wharf**

The Town's waterfront location, long taken for granted, has witnessed substantial





investment and improvement over the past several years. An underdeveloped site for many years, the wharf area is one of the Town's most unique resources. Today a grand waterfront promenade, together with other planned re-development improvements have transformed the Town's old steamboat wharf area into a recreational amenity, historic interpretive facility and a great asset to the Town's tourism industry. Although it is still a work in progress, this re-investment and future improvements and linkages to the downtown area are increasing visitation to the area, helping to stimulate the downtown economy.



## **Hospital and Nursing Center**

St. Mary's Hospital is a 108 bed, full-service hospital, delivering state-of-the-art emergency, acute inpatient and outpatient care. In June, 2006 the hospital work force included over 900 employees; 85% of whom were Town and County residents. Expansion of Hospital facilities is planned over the next several years.

St. Mary's Nursing Center, Inc. is also located near the Hospital and is a long-term care, short-term rehabilitation, and respite care facility. The Nursing Center is a 180-bed facility that has continually grown since first established in 1965.

## **Schools and Library**

In Leonardtown, or in the immediate outskirts, are Leonardtown Elementary School, Middle School, and High School, and the James A. Forrest Career & Technology Center, which are part of the county public school system. Private and parochial education is available at Father Andrew White Elementary School, Leonard Hall Naval Academy, and St. Mary's Ryken High School. In addition, the College of Southern Maryland opened in September 1996. Twenty minutes away, in St. Mary's City, is St. Mary's College of Maryland, nationally acknowledged as one of the best small colleges in the United States.

The old armory houses a branch of the St. Mary's County Library System which can be used by any resident of the state of Maryland. The Leonardtown Library is open 60 hours a week, providing access to 80,000 items, 20+ computers with Internet access, and a variety of programs and computer workshops for all ages.

The State of Maryland evaluates the functional student capacity of each public school in the State and assigns a State Rated Capacity (SRC) for each school, based on its evaluation. SRC is defined as "the maximum number of students that reasonably can be accommodated in a facility, without significantly hampering delivery of the educational

program.” A percentage of utilization, based on a school’s SRC, is then used as a criterion for evaluating whether that particular school is overcrowded such that relief is needed and provision of additional space may be warranted.

The present Leonardtown Elementary School located in the heart of Leonardtown, consists of approximately 590 students in pre-kindergarten through fifth grade. Current enrollment represents approximately 90% of the schools rated student capacity. Leonardtown Middle School and High School are also fast approaching or exceeding current capacities. With substantial County growth projected in school enrollments, the County has taken steps to plan for additional school facilities to serve the Leonardtown area.

In December 2008, the St. Mary’s County Board of Commissioners approved the purchase of 180+/- acres from the Hayden family. The primary purpose for the land acquisition was to provide sites for an elementary school, middle school, and community recreation facilities. The school sites are in the Leonardtown Development district (see Figure 1). Approximately 9.5 acres is south of Leonard’s Grant Parkway. The remainder of the property is north of the parkway and is roughly bounded by Cemetery Road to the north, McIntosh Run to the northwest and the Leonard’s Grant development to the west. The east property line for the site is approximately 850 feet west of Hollywood Road, Maryland Route 245.



The Hayden property presents both opportunities and challenges to master plan an educational community that has strong connectivity with surrounding neighborhoods and civic functions, such as the Governmental Center, hospital, nursing home, College of Southern Maryland, recreation center, and the Town of Leonardtown.

### **Hayden Farm Elementary School**

On March 11, 2009, the Board of Education of St. Mary’s County approved the Hayden property to be submitted to the Maryland State Clearinghouse for consideration and approval as the site for the next new elementary school. The elementary school proposed for this property is based on the high performance prototypical design of the Evergreen Elementary School, which is currently slated for a gold rating on the United States Green Building Council Leadership in Energy and Environmental Design (LEED) Green Building Rating System™. The school will be a 646 student capacity building, totaling 74,227 square feet, including an additional 3,000 square feet of community use space to be shared with the Department of Recreation and Parks. The school system will be incorporating sustainable design elements into the project to increase the energy

efficiency and provide for enhanced educational environments. The construction of the elementary school is likely to be the first phase for the development of the Hayden Property.

### **Hayden Farm Middle School**

The new middle school proposed for this property is based on capacity needs being generated by new student growth from planned housing developments in the Leonardtown and Lexington Park growth areas. This facility will be a 101,500 square foot facility and have a state-rated capacity of 700 students, with a future expansion capacity to 1,100 students. The school is also planned to incorporate sustainable design elements, to increase the energy efficiency, and provide for enhanced educational environments as part of the school system's high performance learning initiative. The building will be designed under a minimum silver rating on the United States Green Building Council Leadership in Energy and Environmental Design (LEED) Green Building Rating System™. The school system is currently requesting planning approval for this project as part of the future six-year capital improvements program based on current enrollment projections. Planning approval is currently slated for FY 2014.

### **Water and Sewer Services**

The Town owns and operates its own wastewater treatment plant and provides its own water system. Facilities are managed and maintained by a professional staff which receives continual training on the latest procedures, regulations, and techniques. The Town's water supply and wastewater treatment meets or exceeds all federal standards.

#### **Water System**

The Town's water system was originally installed in the 1920's. The system serves Leonardtown and a small portion of St. Mary's County just outside the town limits. The system contains over 11 miles of waterlines and over 500 connections and presently serves a population of approximately 2,000 residents.

The system is served by 4 permitted wells, 3 storage tanks and a distribution system. The Town holds a water allocation permit or groundwater appropriation permit issued by the Maryland Department of Environment for 525,000 gallons per day average daily production and 725,000 gallons per day for the month of maximum use. Based on the Town's and State definition of demand for 250 gallons per day per Equivalent Dwelling Unit (EDU) the water system has the permitted capacity to supply 2,100 EDU's. Since only commercial customers are metered, demand estimates and forecasts must be based on water production records from the 3 wells.

The three older wells are located in the northern and southeastern areas of the system. Two are located on Greenbrier Road and have a combined production rate of 391 gallons per minute. The other is located on Courthouse Road and has a production rate of 371 gallons per minute. Each supply is chlorinated and sent directly to the distribution

system. These three existing wells are reported to have a total pumping capacity of 762 gallons per minute.

The Town's newest well, also located on Greenbrier Road, was constructed in 2006 and has a pumping capacity of 1.1 million gallons per day. The new well draws from the Patapsco aquifer.

The Town's current water appropriation and use permit (#SM1967G00306) was issued effective May 1, 2001 and will expire May 1, 2013. Based on the permit, the Town is authorized to produce 15.97 million gallons per month on average and 22.05 million gallons per month for a single peak month during the year. The source of Town drinking water is now the Patapsco Aquifer ( November 2007 ) which lies about 800 feet below the earth's surface. The Maryland Department of the Environment's Water Supply Program (WSP) has conducted a source water assessment for the Leonardtown water supply and has determined that it is not susceptible to contaminants originating at the land surface, due to the protected nature of confined aquifers. The water supply is, however, susceptible to naturally occurring arsenic (based on the new EPA standard).

The Town has three water storage tanks that provide a total storage capacity of 900,000 gallons. They include the Church Street Tank (100,000 gallons), Greenbrier Tank (300,000 gallons), and Tudor Hall Tank (500,000 gallons). The system nets 780,000 gallons of available domestic storage (after fire flow reserve).

As of December 31, 2006 the Town served 1,655 EDU's with its water system. 105 of those EDU's are located outside Town limits. The Town's current policy limits new connections to residents and businesses that are located within the corporate limits.

### Wastewater Treatment System

The Town owns and operates a wastewater treatment plant, and wastewater collection system. The wastewater treatment facility is located on Van Wert Lane off of Fenwick Street.

In 2003 the Town completed a Water and Wastewater System Master Plan. Prepared by Stearns and Wheler, LLC, the plan indicated that the wastewater treatment plant, completed in 1983, is very well maintained. The plant was upgraded to a Biological Nutrient Removal process in 2003, which reduced both nitrogen and phosphorus loadings entering Breton Bay, but did not increase the plant's treatment capacity. At that time the wastewater treatment plant was designed to process 680,000 gpd. In 2003, the plant processed an average of 387,400 gpd. Assuming the treatment plant was to utilize its entire 680,000 gpd capacity, it would be able to serve 2,720 equivalent dwelling units.

Current planned development targeted within the existing corporate limits would exceed the current available capacity of wastewater treatment facilities. The following table describes how these EDU's were planned to be allocated in 2003.

Town of Leonardtown EDU Allocations		
Description	EDU's	MGD Capacity
Total to be allocated	2720	0.680 MGD
Less		
Town not metered	560	0.140
Town metered	1071	0.268
METCOM (both)	625	0.156
<b>Subtotal</b>	<b>2256</b>	<b>0.564</b>
Committed to priority projects	295	0.074
Combined Unallocated	169	0.042
Less METCOM Unallocated	18	0.005
<b>Leonardtown Unallocated</b>	<b>151</b>	<b>0.037</b>

Source: Leonardtown Water and Wastewater Master Plan, September, 2003

The town has begun planning for expansion of the plant's capacity. Planned future expansion will utilize Enhance Nutrient Removal Technology and will provide a plant capacity of 1.2 million gallons per day at such time as funding is available.

### Other Community Facilities

Beyond those discussed, the Town owns very few community facilities. There are four Town parking lots and two town squares within the downtown area. The town squares were refurbished in 1998. In 2002, the Town purchased an additional parking lot site adjacent to the existing facility on Park Avenue, based on the findings of a parking study commissioned in 2002, which recommended additional parking in the Downtown area at that time. Since that time, additional parking in this lot has been provided utilizing low impact environmentally sensitive measures. Construction utilized a surface treatment that included cells that soak up water and provide media for biological activity that degrades pollutants and reduces the quantity of runoff. Landscaping with native Maryland plants and trees also take up excess water. A second area of the parking facilities provided, utilizes concrete pavers that provide for a stable and sturdy parking surface while also allowing for the flow of rainwater into the underlying soils.

## Community Facilities and Services Plan Goal & Objectives

### Goal

The primary goal for Town provision of Community Facilities and Public services is to:

- Provide adequate public facilities and services to ensure the health, safety and welfare of Town residents.

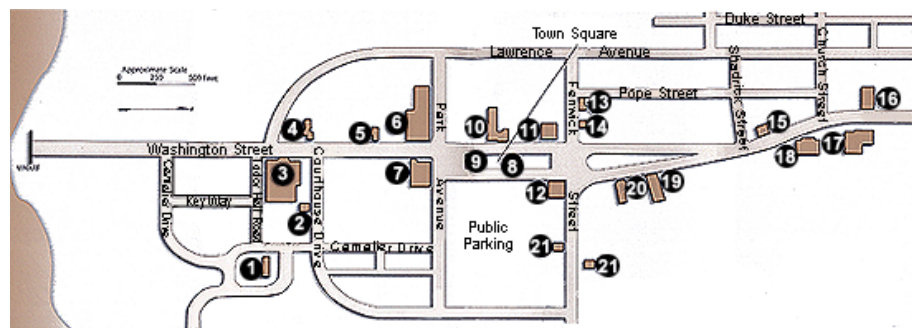
## Objectives

- Ensure that all current and future residences and businesses have adequate public services and facilities necessary to protect the public health, safety, and welfare and to promote an attractive environment in which to live and work.
- Plan for the appropriate expansion of the Town's water system. This includes increasing the MDE water appropriation permit, examining additional well sites for future capacity and exploring needs for additional water storage capacity and other ongoing improvements to the water distribution system.
- Plan for the expansion of the Town's waste water treatment facilities and a collection system from a treatment capacity of 680,000 gpd to 1,200,000 gpd, when timing of development indicates it is appropriate. This includes upgrading treatment from Biological Nutrient Removal (BNR) technology to Enhanced Nutrient Removal technology (ENR) to minimize increases in nutrient loads.
- Improve/increase community activity areas by assuring that new development provides areas for active and passive recreation.
- Support growth and expansion of the Town's Volunteer Fire Department, and emergency services capacities as demand for such services grows over time.
- Examine opportunities for adaptive re-use of Fire Department owned carnival grounds to support a broader mix of downtown commercial uses and services. This includes working with the Fire Department to find an acceptable alternative location for carnival activities and storage functions.
- Continue to maintain the four Town parking lots and enhance way-finding to parking lots and connections to the Town Square when appropriate.
- Continue to support County development and enhancement of county-owned recreation facilities that support the recreation needs and interests of Town residents.
- Continue to pursue development of the Port of Leonardtown site as a winery, canoe and kayaking trailhead and environmental education center.
- Utilize Town owned lands along the Tudor Hall Farm waterfront to provide a waterfront trail system, boat docking facilities, and environmental interpretive facilities that provide greater public access to Breton Bay and support passive recreation uses.
- Relocate the Town Hall and office facilities to a site that better identifies government with Town history and character (e.g. Tudor Hall Farm) and which is



situated in more accessible and appealing surroundings, to promote visibility to the community.

- Continue to work with the Board of Library Trustees to find a location for a new library facility.
- Expand Town services and staff, along with the development of additional volunteer boards and commissions to address issues, devise guidelines, recommend policies, and adjudicate incompliance, resulting from the growing complexity and needs of a vibrant town.
- Encourage public/private partnerships with developers and partnerships between various levels of government, via grant and loan programs, to establish equitable and innovative funding solutions for needed community facility infrastructure and transportation improvements. This objective is critically important in light of significant capital costs typically associated with such system improvements.
- Ensure that new development pays all of the costs or a proportional fair-share of the costs, depending on the type of improvements needed to accommodate the demands generated by the development. Conversely, ensure that existing residents, businesses, and property owners do not pay for improvements primarily related to new development, unless it is determined that the improvements proportionally benefit the community-at-large.
- Evaluate needs for additional recreation land and/or recreation facilities, including facilities to support the arts and cultural needs of residents.
- Protect key historic sites such as the Camalier House, Tudor Hall, and the Old Jail among others.



*Map from Historic Leonardtown's Walking Tour*

- Evaluate community interest in establishing a dog park (“bark park”) or community gardens.

# Community Facilities and Services Plan Recommendations

## Water Supply and Wastewater Treatment Facilities

The Town water system and wastewater treatment facilities are among the most vital facilities provided to support the needs of town residents. Planned growth in key areas of the Town including Tudor Hall Farm, Leonard's Grant and the Clark Farm will all be dependent on expansion of these facilities. The Town will need to monitor the progress of these projects as well as the demand for services that may be prompted if the Hayden Farm is annexed. Water supplies and wastewater treatment capacities will need to be allocated to future school facilities, the new library, and other uses, as well as to proposed residential developments.

Since each planned development places greater demand on sewer and water infrastructure, those benefiting from the services provided by the Town are also stakeholders in sharing the costs of increased capacities to support them. Therefore, developers and the County should share in the cost of the provision of system upgrades in the future. Ongoing discussion with these stakeholders to establish their equitable share of costs, in support of these facilities will be required.

## Parks, Recreation and Waterfront Access Facilities

The Town has been largely dependent on the County for the provision of recreational facilities in the past, to support active recreation activities including ballfields and multi-purpose athletic fields.

Town owned lands along the Tudor Hall Farm waterfront should continue to be planned and implemented as funding is made available to augment recreation offerings and provide a waterfront trail system, boat docking facilities, and environmental interpretive facilities that provide greater public access to Breton Bay and support passive recreation uses. Guidance for these improvements is provided in the concept plan for this area of the Town waterfront, based on a study prepared by Crozier Associates in 2006.

Continued improvements to the wharf should also be planned and constructed as land becomes available to support a mix of uses that support the existing boardwalk and parking improvements that have revitalized this important site. Such improvements should include planning for a signature walk or promenade connecting this waterfront area to downtown. Private donations for such a promenade should be considered, with pavers stamped to provide attribution to donors.

As new development occurs, dedication of lands for active recreation use to support the new neighborhoods that result should also be provided. The Town would decide on a case by case basis whether the facilities would be given to the Town for public use, or retained by the homeowners of the development.

In this regard, the Town should examine ordinance requirements for mandatory dedication of parkland. A fee-in-lieu of parkland may also be required of future development to underwrite the cost of Town purchases of parkland as an alternative to site-by-site dedication. These techniques are being used in a number of Maryland communities that may serve as models for crafting ordinance and land development regulation revisions to accomplish this end.

### Future Town Hall and Offices

Plan objectives also recommend the relocation of the Town Hall and office facilities to a site that better identifies government with Town history and character (e.g. Tudor Hall Farm) and are situated in more accessible and appealing surroundings to promote visibility to the community.

The location that may best satisfy these criteria is at the present end of Fenwick Street at its intersection with Lawrence Avenue. At such time as development of Tudor Hall Farm proceeds, the Town should acquire approximately 1 acre at this location for development of a new town hall.

## **A Vision for Future Community Facilities and Public Services**

Leonardtown is a Town where cost-effective and safe public facilities and community services meet the needs of our residents, children, businesses, and visitors. The community facilities and services offered by the Town and other providers, including the County, assure accessible parks and recreational programs, quality public schools, library facilities, water supply and wastewater treatment facilities, and public safety services.

## Section 7: Downtown Business District Plan Element



### **Background**

The Town of Leonardtown's downtown business district has long served as a focal point for a wide range of community activities. For most of its history it has earned recognition as the principal center of commerce and business in St. Mary's County. Today, development in other areas of the county, and in particular the Lexington Park area have resulted in a much more diversified county economy, replete with retail and commercial service offerings in a number of county locations.

These retail, service and office park facilities in a broader number of county locations have changed the larger economic or business climate within which downtown Leonardtown continues to function. It is a climate of greater competition than ever before. County residents are no longer forced to visit the downtown to secure the goods and services they require. As a result, planning for the downtown in the interest of protecting the character and qualities that provide it with a competitive edge is more important today than ever before.

### **Downtown Leonardtown's Assets**

In spite of the changing market circumstances that downtown Leonardtown finds itself in today, the community business district continues to serve as a focal point for activities within the Town. Moreover, the downtown possesses a wide range of unique characteristics or attributes that provide opportunities for it to prosper in future years.

Foremost among these attributes is its form. Steeped in a history of development over the years, many of which pre-date the automobile, its narrower streets, its public square and sidewalks remain pedestrian-friendly today, in spite of on and off-street parking facilities added over time to support vehicle use.

The design and layout of the downtown are also unique. The form and layout of its streets and lots as well as the arrangement of structures would not be replicable under the terms and requirements of most ordinances which guide development today. Rather, the downtown's form and its streetscapes reflect its evolution through its 19<sup>th</sup> and 20<sup>th</sup> Century history. Together with the history of its structures and their occupants over the years, these features mark time and provide a unique sense of identity and tradition. They also provide the downtown with a comparative advantage over newer centers of development that are unable to replicate old town charm and traditional downtown block configurations.

Equally important to its many unique appearance characteristics and qualities is the downtown's function. That function is to provide goods and services and to support a wide range of activities that meet the variety of needs by residents in both the Town and County. As

long as activity is generated in the downtown, opportunities will exist for enhancing the downtown's market strengths and retail environment. In this regard, the downtown has a number of assets that support activity. These include a range of retail and office uses. Another key activity generator is the courthouse which supports related functions, including creation of a market for law and administrative support office uses which in turn create a market opportunity for restaurant functions. St. Mary's County government offices and hospital facilities and are also located in or near the downtown and further support activity that, in turn, creates market opportunities for location of downtown support services.

This plan has been prepared to protect current public and private investments in the downtown and to guide future investments in downtown Leonardtown to assure they support its future functions. It provides recommendations to insure the downtown's character and qualities are protected and enhanced in future years, to foster and support a sound market and business climate.

This plan element also provides recommendations to insure the downtown's character and qualities are protected and enhanced in future years. Protection of its visual and functional qualities will provide opportunity for future business development to sustain or enhance the market climate in which it functions to support the needs of the community.

A healthy, viable downtown is crucial to the heritage, economic health and civic pride of the entire Town and surrounding County areas for several reasons. A healthy downtown retains and creates jobs. A healthy downtown also means a stronger tax base. Protecting downtown assets is necessary to attract capable businesses that use public services and provide tax revenues for the community. A healthy downtown also increases the community's options for goods and services, whether for basic staples like clothing, food, and professional services, or for less traditional functions such as housing or entertainment. Finally, a healthy and vital downtown is a symbol of community caring and a high quality of life, factors that influence business decisions to locate or invest in Leonardtown.

## Downtown Business District - Plan Goal & Objectives

### Downtown Plan Goal

- Continue to support and enhance Downtown's role as the Town's economic engine and center of community identity and activity.

### Objectives

- Continue to make judicious use of public investments in the downtown in streetscape improvements including sidewalks, lighting, landscaping/hardscaping features, and street furniture (benches, trash receptacles) that are inviting and encourage visitation.

- Evaluate needs to expand commercial zoning in the downtown area to accommodate growth of the business district.
- Create incentives to encourage developers to rehabilitate existing buildings and build new buildings in keeping with the architectural style, desired features, and established character that exists in downtown.
- Work with the Leonardtown Business Association to develop and maintain cooperative downtown business retention, recruitment and marketing programs.
- Improve and enhance connection and linkages between downtown and the Town waterfront to broaden opportunities for greater downtown visitation.
- The courthouse is a key asset and draw for the downtown. Every effort should be made to maintain its presence as a functioning courthouse within the downtown.
- Define gateways into the downtown business district or CBD that emphasize its distinct identity with positive images such as strong architectural or landscape features, signage, or other elements to distinguish the CBD from the surrounding residential areas.
- Develop and implement a landscaping plan for the downtown and other non-residential areas of the Town.
- Continue to monitor downtown parking demand and provide parking when needed and feasible. This includes making public parking areas more attractive, utilizing signage or brochures to identify their location, and creating inviting walkways between parking facilities and downtown street fronts to encourage use of off-street parking areas.
- Utilize the downtown to foster a knowledge and appreciation of the Town's history through displays, signs, tours and events.
- Uses related to tourism and services, such as neighborhood specialty retail stores, restaurants and small scale inns, arts and entertainment uses, as well as consumer-oriented retail businesses should continue to be encouraged to locate in the downtown.
- Explore the potential benefits and opportunities that might be afforded with designation of an arts and entertainment district within downtown.



# Downtown Business District Plan Recommendations

The following recommendations are designed to support the Town's efforts to achieve plan objectives established for the downtown. They include:

## ■ Enhance Downtown Connections

Opportunities to enhance the downtown business climate through improved connections to nearby waterfront resources, particularly the recent wharf improvements, and sites anticipated for development are as important as enhancement of the qualities of public improvements and buildings within the downtown. Enhancing these connections can improve the downtown marketing environment and create opportunities for more street life and activity in the downtown area.

One noteworthy future opportunity is a future connection between downtown and Tudor Hall Farm and potential future town office location currently proposed west of the downtown area. Development of the Tudor Hall Farm site will place a greater number of potential users in proximity to downtown to support its growth. Likewise, finding a location near downtown for future Library facility construction can also generate activity downtown.

Portions of Tudor Hall Farm in proximity to downtown should be reserved for commercial expansion of the downtown, public or institutional uses, and/or higher density residential uses in the form of small lot attached or detached housing to reinforce the economic vitality of the downtown. Additional residential development not only strengthens the residential support base for downtown activity, but will extend the streetscape and enhance the appearance of portions of the Lawrence Street corridor in the downtown area.

Future improvements should also be considered to link the downtown to the Town waterfront at the foot of Washington Street. Opportunities for redevelopment of the Town waterfront should continue to be pursued. This includes development of water oriented commercial uses to complement recent public improvements to increase the range of visitor attractions to the downtown. Since the Wharf's location is within walking distance of the downtown (approximately 1200' to the courthouse) its redevelopment can enhance downtown marketing opportunities. Traffic to any future use on the site will be virtually required to pass through the downtown area. Additional development and greater utilization of waterfront public access facilities at the foot of Washington Street (the Wharf) can reinforce opportunities for a broader range of visitor attractions to support the downtown economy.

Additional development and greater utilization of waterfront public access facilities at the wharf can reinforce opportunities for a broader range of visitor attractions to support the downtown.

## ■ **Sustain Investments in Downtown Public Improvements.**

Public improvements within downtown Leonardtown — the landscaping, streetlights, benches, plazas and public art are all important elements of a successful downtown. Downtown public improvements have always been essential for providing functional support to both pedestrian and vehicular traffic and helping buildings function efficiently.

The following recommendations are designed to guide continued future investment's in downtown Leonardtown's public improvements:

- **Public improvements should encourage pedestrian movement into and through the downtown and into shops and businesses.**

The quality of the physical link between public and private spaces is critical to downtown function. Clearly marked streets, convenient stopping places, well-lit sidewalks and good pathways between parking areas and stores, all help create an inviting environment for shoppers. Improvements should be designed to establish and maintain a consistent, comprehensible system of movement throughout the downtown. Plantings should serve both practical, as well as aesthetic purposes, by providing shade and shelter and acting as a buffer between street and sidewalk. Plantings can enhance commercial buildings by drawing attention to entrances or away from unattractive areas. Entryways to the downtown should be marked along major access routes. Finally public improvements should support storefront merchandising by blurring the distinction between the sidewalks public space, with the recessed, semi-private space of a store's entryway and display window.

- **Public improvements should support, not overshadow, downtown functions.**

For example, the design of sidewalks, streetlights, and signs should reinforce patterns of pedestrian movement along streets and into shops.

- **Public improvements should help create a pleasant environment.**

A downtown represents substantial public and private investment in commercial and public buildings, in utilities, and in business ventures. It also generates significant municipal revenues through property taxes and the recirculation of money throughout the community. Thus, downtown physical appearance indicates how well the town is protecting its investments and how residents and businesses feel about their community.

Public improvements should visually and functionally support the unique fabric of buildings and structures in the downtown, without overwhelming them

Proper maintenance of public improvements is an important factor in projecting a positive image and business climate in downtown. Ongoing maintenance costs should be budgeted with each planned improvement.

- **Public improvements should provide direction within the downtown**

Signs should be well designed and properly located to direct people to, and through, the downtown. Entrances to the downtown should be clearly defined and inviting. The location of parking areas should be distinctly marked. Directional signs should be compatible with the area's existing design characteristics.

- **Public improvements should be integrated with other physical improvements.**

Public improvements and private projects such as facade rehabilitations should be planned as parts of the same program. Improvements should be planned incrementally with implementation timed to fit the overall schedule of activity. Scheduling of planned sidewalk improvements should be coordinated with any needed repair or replacement of underground utilities to assure efficient use of dollars committed to improvements.

## ■ **Encourage Outdoor Cafes**

Outdoor cafes and street vendors can lend a festive atmosphere to downtowns. Open air cafes provide a respite during warm seasons. Cafe areas can obstruct sidewalks if not carefully planned. While such a use can support the level of downtown activity in Leonardtown and should be encouraged to locate in the downtown, minimum regulations should require four feet of space from the cafe to curb so as not to impede pedestrian traffic. Tables and chairs should be separated from sidewalks by a railing or low wall. When seasonal cafes are not in use, it is best to remove fixtures such as railings and anchors from the public space. Glass or canvas awnings, often installed to provide shade for diners, should be attached to the building in a manner that will not permanently damage any historic fabric.

## ■ **Provide information and direction through strategic use of signs and directories**

Signs are a necessity in downtown. Signs can herald downtown as a destination, give alternate routes, demarcate boundaries and point out important facilities such as the courthouse, town offices or public parking lots. For pedestrians, they can provide information about restroom locations. Directories can be used to list business locations and sites of interest to tourists. A



Kiosk/Display map on the plaza/greens could be used to identify the location of downtown merchants and provide public event information. Its design should permit information to be changed or updated.

Permanent markers and signs can communicate information about the towns' history and can even incorporate a community logo. Temporary signs can announce special events. In many downtowns public information is presented through an oft confusing collection of signs produced by many agencies, institutions and businesses. For such signs to be positive elements in the downtown environment they should be designed, produced and installed as part of a unified system. They should be large enough to convey information readily, yet not so large that they contribute to visual clutter.

Their location should not obstruct key scenic views or significant downtown architecture. Colors and materials should be compatible with the fixtures or buildings. The keys to good sign design are consistency in shape and color, form of message and placement. Graphics should be developed to ensure coordination among public signs as well as to provide a unified image.



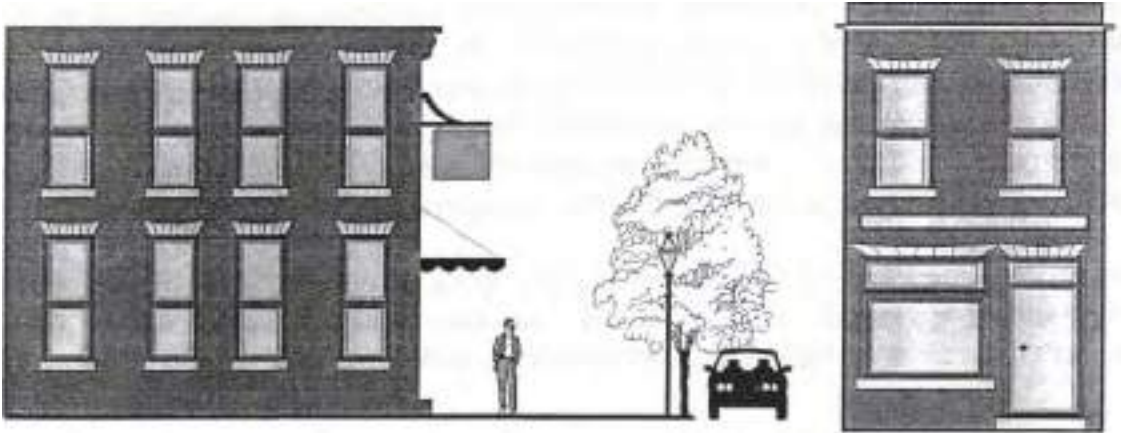
While most signs in downtown are under municipal jurisdiction and can therefore be managed, state signs may be beyond local control. Nevertheless, the town can negotiate with the state to determine the placement and number of state signs to minimize their impact. Since many state signs are part of a larger sign system it is not likely that they will change the color or design to conform to a municipal signage program.

Signs directing visitors to the downtown area should be upgraded or placed on the corner of Fenwick and Lawrence and on Route 5 and Washington Avenue. Existing and improved signs should be unified in design.

### ■ **Utilize Design Guidelines and Standards to Protect the Unique Qualities of the Downtown Built Environment**

Downtown streetscapes and the unique character and qualities of its many buildings are its most unique marketing asset. Buildings of all ages and architectural styles provide the downtown with its unique personality. This collection of structures is a one-of-a-kind expression of the community's heritage, unlike any other. It cannot be duplicated. It cannot be replaced. From a marketing standpoint, these unique characteristics render the downtown an extremely scarce commodity providing value in and of itself that can provide unique business development, promotion and marketing opportunities. Protecting and enhancing the structural fabric represented by downtown buildings is therefore an important element of strengthening the business climate in the downtown area. Concealing or neglecting architectural details that tell the story of the downtown's development over time deprives the downtown of one of its best marketing tools; its unique image. The Town prepared and adopted a "Downtown Plan" in 1999 that established design guidelines for

renovation of existing structures and construction of new ones, to protect these resources over time. These guidelines should continue to be used to protect the integrity of downtown's structural fabric over time. Application of these guidelines and standards should be tempered by an appreciation of the interests of property owners. To that end, each new structure or improvement to existing structures should be viewed as a collaborative effort between the Town and downtown property owners.



## A Vision for Downtown

Leonardtown has broadened its core central business area to the North and West toward Tudor Hall Farm and the carnival grounds, to strengthen its existing economic base, while preserving the integrity of its small town character and providing protection to the neighboring residential areas. Future expansion into these areas has included civic buildings and common space in the form of smaller town squares to enhance the character of development.

Downtown Leonardtown is the central gathering place and the heart of Leonardtown. Downtown's streetscape and structures mark time and provide a sense of community identity and tradition that town residents borrow as part of their own. Attractive gateways and tasteful signage, frame approaches to downtown to provide a sense of arrival. Visitors are provided a sense of place that reveals the proud tradition of public and private investment that has made downtown a convenient and desirable place to gather and a great place to do business. A healthy mix of uses include a wide range of service establishments, retail shops and quality restaurants at street level with a growing number of offices and residences above.

Historically significant buildings have been faithfully preserved or artfully renovated for new uses. Central gathering areas and numerous community events invite residents and visitors. Accessible parking, improved connections between the downtown and redeveloped Town waterfront assets located nearby, together with investments in infrastructure to connect the downtown with new developing town neighborhoods and

public transit, help to maintain a steady stream of patrons throughout the day, and into the evening.

A strong business retention and recruitment program enables the downtown to attract and keep a number of key tenants. Over time, additional businesses have seen the value in locating downtown, and as retail offerings have increased, so too have the number of shoppers.



## Section 8: Housing Plan Element



### Background

While the number of homes in St. Mary's County and the Town of Leonardtown continues to increase, many Town residents still find it difficult or impossible to obtain housing to meet their needs. Somewhat limited variety in housing options and affordability of housing are both conditions contributing to housing needs. Practically all the housing units in St. Mary's County, excepting some multi-family developments within Leonardtown and the Lexington Park area, are single-family detached homes. This places greater pressure on the Town to provide affordable work-force housing.

Providing affordable housing options for middle- and low-income families is important to the long term economic and social vitality of the Town of Leonardtown. The location of housing – its proximity to jobs, childcare, stores and services and whether or not these are accessible by car, transit, or walking – also have a significant impact on the cost of living and therefore affordability.

In Leonardtown, the problem is further compounded by lack of availability of affordably priced rental or for-purchase housing. The demand for housing generated by families moving in from other areas has escalated the price of land and housing.

The Town cannot control the housing market, but can develop tools and methods to encourage the development of affordable and special needs housing. The Comprehensive Plan policies direct new development to the areas within the incorporated town boundaries, where the availability of public services permits greater residential densities. The Town has adopted policies that permit a mix of housing types and price ranges to meet the needs of many of the families with incomes below the median income, but market response to the need for moderately priced residential units has been limited in recent years.

The price of homes in Leonardtown has risen substantially over the past decade (though not in the past 2 years), and is generally somewhat higher than in a number of County areas. One frequently expressed concern among current residents is that many young people cannot afford to live in the Town. A growing concern by community business interests in recent years is the provision of housing at costs that satisfy the needs of residents that earn their living as part of the larger community work force.

The possible loss of residents that are native to Leonardtown or have worked and lived in the community as year round residents for a number of years due to lack of affordable work force housing will continue to be a concern in the community given present trends and the growing interest in Leonardtown as a second home or retirement home location.

Many existing homeowners who have benefited from equity gains from sharp increases in home values until the past few years are concerned that such gains are a phantom when they consider the likely replacement cost should they sell their homes, yet wish to remain in Leonardtown. There is also a concern regarding the loss of age diversity that includes young families and their children, which is homogenizing the composition of the population base as the Town becomes a community trending toward a higher percentage of older adults. Likewise, concern exists regarding younger residents who leave the town and county in search of job opportunities elsewhere.

The 2000 census provides indications that housing characteristics and trends in Leonardtown vary from those County-wide.

- 182 of the Towns 598 households in 2000 were occupied by residents 65 years of age or older. This represents over 30% of the all households in Town and contrasts rather sharply with only 17.3% of County households being occupied by residents 65 years of age or older during the same period.
- 285 of the 598 households in Town in 2000, or 44% of all households were renter occupied units. By contrast, only 25% of County households in the same period were renter occupied.
- The average household size was 2.22 persons per household in Leonardtown in 2000 while the County average household size was 2.72 persons per household.

Some of these indicators of an older population are to be expected, since the Town offers convenient access to goods and services and therefore attracts older residents. However, one result of that change is a change in community character, from its present mix to one that becomes stratified toward an older population. This, in turn can lead to community concerns that it will become more and more difficult to insure a wide cross-section of interests and people to participate in community activities. The impacts of a greater percentage of older and/or retired residents with few roots in Leonardtown may include less interest and support of community service organizations, churches, and schools.

Perhaps more important, it can become increasingly difficult to attract people to actively support the community's government and quasi-government functions including appointed boards and commissions and to support police, fire and paramedic services. For these reasons, sustaining a mix of age and incomes in the residential population, and working to maintain an adequate supply of affordable work force housing is an important objective identified in this element of the Town's Comprehensive Plan.

# Housing Plan Element - Goal and Objectives

## Housing Plan Goal

- Encourage housing design qualities in future infill development, re-development and new development that reinforce Leonardtown's unique character and identity, and continue to accommodate the needs for work force housing, utilizing approaches that are not typical "housing project" or "townhouse project" solutions.

## Objectives

- Enforce existing zoning regulations and housing code standards by thorough and frequent inspection, through the employment of a part time housing inspector.
- Monitor the construction and development of any new project for compliance with applicable zoning and site plan requirements.
- Work with other housing program sponsors to improve the appearance of existing moderate income residential projects, through landscaping and general maintenance.
- Review and clarify development standards for multi-family residential unit development in the Town's multi-family residential zone district.
- Encourage the mix of uses in commercial buildings, particularly in the Downtown Business District to include a greater number of residential units on upper floors. An added benefit to this strategy is that increased residential use in the Town Center will increase evening activity, provide greater security through surveillance in the downtown and increase the stock of affordable housing options in proximity to shops and services, and modestly reduce demand for vehicle use.
- Permit extended family accommodations through in-home modification or accessory use structures. Accessory apartments, in-law apartments or "Granny Flats" offer Leonardtown an opportunity to make adaptations to some single-family neighborhoods to accommodate ever-changing housing needs.
- Revise the Town Zoning Ordinance to encourage live/work configurations in future re-development or infill development projects, and in new residential development, where appropriate.
- Explore the potential for adaptive re-use and conversion of surplus and/or outmoded buildings including old school buildings, warehouses, or other underutilized or abandoned structures to housing use. Many such projects have involved the conversion of old structures into new office and retail space,

markets, restaurants, and other similar commercial applications. Adaptive reuse projects can also be used for the production of new housing through conversion of old buildings to new apartments or studio units.

- Consider increased density or bonus densities to permit “small lot” development or “cottage housing” in some locations. This can allow a reduction in minimum lot sizes for single-family detached or attached housing in selective locations, to reduce residential development costs.

## Housing Plan Recommendations

The following recommendations are designed to support the Town’s efforts to achieve plan objectives established for housing. They include:

### ■ **Promote Second and Third Floor Apartments in Downtown Structures**

The Town may increase the available rental housing stock by encouraging mixed-use rehabilitation or re-development of sites and structures in the Town Center that provide second and third floor residential/apartment use. An added benefit to this strategy is that increased residential use in the Town Center will increase evening activity, provide greater security through surveillance in the downtown and increase the stock of affordable housing options in proximity to shops and services, modestly reducing demand for vehicle use. Given the seasonal variation in market conditions and commercial rental rates, the addition of rental income from ancillary residential use may support greater business investment in the downtown area.

### ■ **Evaluate Opportunities to Encourage Accessory Apartments or “Granny” Flats.**

With the trend toward larger numbers of one- and two-family households, accessory apartments provide opportunities for Town residents to make portions of existing larger homes available to various demographics. To insure against abuse, policies and ordinances that permit such units, typically require that the homeowner reside in one of the units. Many ordinances also require a minimum square footage as a prerequisite for a house to be considered eligible for conversion and many also establish a minimum square footage for apartments created. The Town may also wish to place a limit on the number of people who can occupy the accessory apartment or structure or designating the aggregate number of people who can occupy the entire house. Any provisions in zoning that permits such units should also consider limits to exterior alterations, particularly when accessory apartments are permitted in single family dominated neighborhoods and the prospective development of accessory units could impact the character of the neighborhood.

Accessory apartments allow Leonardtown to create new living units without the expense of new infrastructure, generate a flow of new dollars within the community from home equity, and provide additional housing stock with minimum changes in community appearance. In many cases they may permit older homeowners to age gracefully in their homes by virtue of arrangements they make with apartment tenants for reduced rents in exchange for maintenance, including grass-cutting, painting or general repairs.

This particular housing option offers a number of benefits, including the following:

- Provides older homeowners with an opportunity to generate some additional income.
- Increases the supply of low- and modest-cost rental housing.
- Provides young singles, couples and single parents with another source of income. This option may allow them to buy into the housing market; maintain ownership of their present home; or make available modest-priced rental housing in neighborhoods which provide a wholesome environment for children.
- Modestly increases economic activity in the private sector, which benefits commercial lenders, real estate agents, builders and retail businesses.
- Results in small increases in property appraisals, which generate modest amounts of additional tax revenues.
- Creates opportunity to continue to live in one's own home and maintain contact with the neighborhood.
- Tenants may add a measure of security and alleviate the fear of break-ins.

In spite of these many prospective benefits, the Town will need to consider how best to craft provisions to support accessory apartments in the face of likely concerns. Many people feel that accessory apartments may visually alter the surroundings, attract absentee landlords who might exploit the housing resource, or put too much strain on neighborhood infrastructure.

All of these negative reactions create an illusion of concern and fear that accessory apartments will result in a general deterioration of the neighborhood, adversely affecting the quality of life in the community. The Town will therefore need to consider incorporating refinements and safeguards into any code provisions permitting conversion to accessory apartments. Such refinements may include any of the following:

- Restricting the conversion option to senior citizens over a specified age.
- Requiring the homeowner to reside in one of the living units within the house.

- Restricting the conversion to homes which were constructed prior to a given date.
- Requiring a minimum square footage as a prerequisite for a house to be considered eligible for conversion.
- Specifying the particular zoning classifications where conversions may be considered eligible.
- Permitting conversions only by homeowners who have resided in the home for a designated number of years prior to making an application for a conversion.
- Prohibiting or limiting exterior modifications to the house.
- Specifying minimum or maximum floor sizes for accessory apartments, requiring that a conversion not exceed a designated percentage of the total floor space of the house. Typically such provisions establish a minimum of 400 to 500 square feet in size to a maximum of between 900 to 1,100 square feet.
- Placing a limit on the number of people who can occupy the accessory apartment or designating the aggregate number of people who can occupy the entire house.

From a public policy perspective, accessory apartments provide an alternative to the popular "add-on" strategy of continually relying upon new construction (houses, streets, sewers, utilities and public services) to satisfy the needs of a growing community. They concentrate on preserving, refurbishing and making more efficient use of existing housing and the expensive community infrastructure, which is not maximized. Accessory apartments allow a community to:

- Create new living units without the expense of new infrastructure,
- Upgrade the energy standards of existing houses that will reduce the overall consumption of gas and electricity,
- Generate a flow of new dollars within the community from home equity
- Reduce the costs of medical care for the elderly who can receive less-expensive, in-home care services while living in an accessory apartment rather than being forced to move to a more costly nursing home or long-term health care facility.

## ■ **Encourage Adaptive Reuse of Existing Structures for Residential Use**

Adaptive reuse is another method to introduce housing, particularly in areas in proximity to the downtown. Target structures would be those that are located in or near downtown that provide a substantial area of land or buildings that would benefit from re-investment



and adaptive re-use. Their location would offer proximity to the downtown and could therefore offer new residents convenient access to transportation, shopping and employment. Renovation and reuse of previously vacated or deteriorated buildings can be less expensive than new construction, since infrastructure and other site improvements are already in place. In its broadest application adaptive reuse projects are aimed at conserving, preserving, and recycling surplus property by adapting older buildings to current market needs.

### ■ Evaluate Opportunities to Promote Small Lot Development or Cottage Housing in Appropriate Locations.

Small lot developments, whether in a cluster within a traditional "grid pattern" subdivision, or as "Cottage Housing", increase density and the opportunity for affordable housing. Small lots (which may range from 3,500 to 6,000 sq. ft.) and small lot districts can be utilized more fully by: (1) reducing minimum lot size requirements to allow building on lots that are currently below the specified minimum size in the town; and (2) dividing large lots that currently have excess space. Although there may be no existing in-town locations where such a district may be feasible, zoning for a small lot district may be appropriate in some locations at such future time as public wastewater treatment facilities are available to support small lot development. The Town's current Planned Unit Development Mixed Use District (PUD-M) may also be an appropriate location for portions of developments to be devoted to cottage style housing.



Greenwood Avenue Cottages in the Seattle, Washington area demonstrate various interior and exterior views of "Cottage Style" housing. Careful attention to design and extensive use of customized built-ins enhance the livability of these modestly sized units for their owners. Ideal for one and two person households, these units appeal to a wide range of age groups and income levels increasing their marketability and helping to account for their acceptance and rapid sales in local markets. Porches add to the sense of community and encourage interaction.

## **Summary**

The primary need with respect to housing in Leonardtown is the provision of moderately priced or “work-force” housing. The increase in real estate and housing values until recent years will challenge the community in its efforts to address the issue of affordable housing. Meeting those challenges will require use of more than one approach to providing affordable housing and will likely require greater private sector involvement.

## **A Vision for Housing in Leonardtown**

The Town of Leonardtown has retained its historic, small town character, while providing for the preservation of its present housing stock. Provisions have been made to provide for the housing needs of the community in its entirety.

## Section 9: Community Character and Design Plan Element

### Background

The development and design of a community is important for maintaining what is special about a given place. Whether special characteristics are historic sites and structures or prominent parks and open spaces or natural features, maintaining and enhancing these characteristics is vital to defining the community's sense of place. This is particularly true in Leonardtown, where protecting the small-town character is a primary objective.

Future development should demonstrate application of sound site planning concepts that evidence use of what are commonly referred to as "smart growth" or "place-making" principles. Application of these principles starts with understanding the form and qualities of the Town as it exists today which forms the context for new development. This includes design concepts that are derived from the context in which they are proposed and in relation to surrounding properties. These are projects that follow sound place-making principles and result in new neighborhoods which serve to extend the characteristics of the Town as opposed to new subdivisions that seek their own identity and ignore the context of the larger community in which they are created.

### Community Character and Design - Goal and Objectives

#### Goal

- Encourage design qualities in future development, infill development and re-development that reinforce Leonardtown's unique character and identity.

#### Objectives

- Ensure future development such as Tudor Hall Farm, Leonard's Grant and Clark's Rest utilize traditional neighborhood development principles and reflect, to the extent possible, the traditional development patterns of the Town.
- Develop and utilize design guidelines to ensure quality infill development and redevelopment of existing residential structures.
- Encourage placement of utility lines underground when unsightly and where possible.

- Ensure that commercial and residential structures maintain the scale of the surrounding block face when desirable, with respect to height, bulk, and structure size.
- Where there is not a consistent streetscape in a block, ensure that the proposed dwelling unit relates to its immediate neighbors, possibly incorporating some of the more appealing features found along the street.
- Revise the Leonardtown Zoning Ordinance, including provisions within the Planned Infill and Redevelopment (PIRD) District to incorporate the above strategies.
- Encourage structures in or adjacent to the downtown area to be designed to create a sense of street enclosure and be at least 2 stories to 3 stories in height.
- Consider 4 story buildings in the downtown, only when they occupy corner lots or serve to terminate vistas at street ends. Limit building heights in other Town locations to 3 stories. This does not include special use structures like the hospital.
- Prohibit large scale, regional “big box” commercial development.
- Require commercial uses requiring floor areas in excess of 20,000 square feet to be designed to appear as several distinct, albeit attached, structures, each with a floor area no greater than 6,000 square feet, to reduce the visual impact of a single larger building mass, in keeping with the scale of existing structures in Leonardtown.
- Whenever possible, encourage commercial buildings on the same site to be clustered and incorporate plazas, courtyards, pocket parks, and other pedestrian use areas.
- New commercial uses should be planned to avoid the appearance of domination by automobiles.
- Encourage application of principles established in the Town “Development Design Manual” to better manage the character and qualities of future development.

## A Vision for Community Character and Design

The Town of Leonardtown exemplifies many of the principles now termed by Planners as “smart growth,” as evidenced by the form of development in the downtown business area and older established residential neighborhoods. These principles have governed infill and new development within the Town. The physical details of the Town which include

building and landscaping elements, courtyards, the Town Square, and expansive vistas are important elements that define the town's character. These details substantially influence how residents and visitors feel about the Town. Managing the scale, mass, and design of new buildings and structures have been key to the retention of small town character. New development, guided by Town design guidelines, has been suitably fitted into the Townscape and reflects the indigenous structural fabric of the Town. New developments have utilized traditional development design principles to guide their layout and design and to assure they are viewed as an extension of the town rather than as stand-alone communities with distinct identities that do not reflect their connection to the Town.

## Section 10: Waterfront Use and Development Element

### Background

The past decade has brought a number of changes in Town re-investment in its waterfront resources. The Town's waterfront location, long taken for granted, has witnessed substantial investment in two key locations over the past several years.

A grand waterfront promenade, together with other re-development improvements, has transformed the Town's old steamboat wharf area into a recreational amenity and is a great asset to Town residents and the County's tourism industry.

The Town has also worked to develop canoe and kayak launching facilities near Route 5 along McIntosh Run. Current efforts are directed to develop the Winery in the former SHA building on the site, and complete additional site improvements to complement the existing Canoe and Kayak launch area. Working in concert with the Southern Maryland Wine Growers Cooperative, and the Association of Maryland Wineries, the park and winery will provide an opportunity for local grape growers, support growth of the Town's tourism industry, and augment Town waterfront access offerings with a 3 mile canoe/kayak trail down McIntosh Run to Breton Bay.



Although these projects are still works in progress, these re-investments in future improvements and linkages to the downtown area are increasing visitation to the area and showing signs of stimulating the downtown economy.

These projects, together with the long-term prospects of development of additional recreational uses of waterfront lands along Breton Bay at Tudor Hall Farm hold great promise to continue to redefine the Town's image as a "waterfront town" providing greater public access to waterfront resources for Town residents, and stimulating the Town economy by broadening the range of visitor attractions and recreational offerings.

### Waterfront Use and Development - Goal and Objectives

#### Goal

Maximize public use and access of Town waterfront resources while protecting sensitive environmental waterfront resources, water quality and scenic vistas.

## Objectives

- Continue to re-develop the wharf property. This includes securing public interest in lands adjacent to the new promenade to, in turn, encourage private investment in adjacent mixed-use development.
- Maintain public ownership of the majority of Tudor Hall Farm frontage along Breton Bay.
- Utilize Tudor Hall Farm waterfront to establish a waterfront trail system that include nodes for various activities in keeping with plans for such improvements developed by Crozier Associates in 2006.
- Develop community boating facilities along Breton Bay, that are linked to the trail and nearby parking.
- Ensure access to the Tudor Hall Farm trail from the downtown, development of inland portions of the Farm property, and other Town residential neighborhoods. Access should be facilitated by trail system connections and parking, available in locations that do not interfere with the trail and waterfront connection experience.
- Continue to develop parking facilities at the Port of Leonardtown and finish the Canoe/Kayak launch area improvements to support use of the McIntosh Run as a water trail, connecting the Port of Leonardtown to the Wharf area.
- Utilize these waterfront trail systems for environmental education and interpretation.

## Waterfront Use and Development Plan Recommendations

The concept of providing public access to the waterfront is best realized by creating two approaches. One, by extension of the town streets south through private and or public owned land to the water's edge of Breton Bay and west towards McIntosh Run. The other approach would extend the public access west, parallel to Breton Bay from the proposed Leonardtown Wharf project.

The specific location of these connections, in both cases, is influenced strongly by the physical characteristics of the land, the water depth, slopes, ravines and land use. The intersection of these North-South and East-West access routes should be designed to create special places of activity related to the unique conditions of the natural shoreline. The varying character of these places provides opportunities to create a sequence of events as one moves to and along the waterfront.



Referring to the town's existing street pattern as shown in Figure 10-1 , a diagrammatic plan illustrates the north-south streets and east-west streets that, if extended, would connect the downtown and Town neighborhoods north of Route 5 to the waterfront. While topographic conditions or private land ownership may alter the number and direction of these extensions as streets, they illustrate a range of opportunities to assure future Town connections to Breton Bay and McIntosh Run waterfront.



Figure 10-1: Possible connections between Town Waterfront Resources and Town neighborhoods including Downtown. (Illustration prepared and provided courtesy of Crozier Associates, 2006)

To enhance town wide access from north of Route 5 and from destinations west and east along Route 5, additional more direct access is required from Route 5 south to Breton Bay. A proposed major new street, if constructed, will primarily connect Route 5 to Fenwick Street at Washington Street and the existing town square. This proposed road itself does not connect directly to the waterfront of Breton Bay or to the McIntosh Run, but serves as a key component of the cross-town connector. (See transportation plan element).

To maintain and enhance the street public right-of-way concept, north south rights-of-

way need to extend from the proposed new connector to the waterfront as directly as possible as "one main route to the sea" or as multiple right- of-ways, to public waterfront resources. This method is particularly needed where private land development will occur.

Further, where private land use is to develop, it is a priority that these public access corridors become integral to the new community design and street pattern. Land uses and street corridors must not be so obscure and interfered with by buildings or street alignment so as to discourage the perception of public access.

Providing town wide access predominantly by automobile and buses for institutional use will require a specific need for parking that may be independent of local adjacent neighborhoods with little sharing or overlap. Public waterfront access and parking can be provided in advance of, or without private development, but orchestration of layout to accommodate private development should be done prior to any major investment.

The need, quantity of parking and location, needs to be coordinated with appropriate waterfront development improvements and based on the nature of activities being encouraged at particular locations. Parking location and the access size and design are impacted by topography, elevations and slopes, adjacent land use and views. Generally, parking improvements would be located at or near the terminus of rights of way near Breton Bay.

How close one can travel toward the water north to south is determined by elevation differences upland to lowland and the waters edge. East to west movement will need to traverse over, or go around two major drainage swales, north-south movement will be predominantly by town wide automobile transport rather than walking, whereas the extension of access from the end of Washington Street along Breton Bay's frontage on Tudor Hall Farm should probably be limited to pedestrian use. New housing west off of Washington Street has no through street parallel to the water, as it is edged by a swale/ravine. Additionally, initial development at the "wharf" will have limited parking, shared with proposed commercial use.

A concept plan for a trail system and boating facilities at Tudor Hall Farm was prepared by Crozier Associates in 2006. Portions of the concept plan are shown in figure 10-2. It provides for various points of interest in a diverse trail system, connecting the Wharf to the Port of Leonardtown through the property. The plan recognizes that special places should be created along the trail corridor that relate to the unique site conditions or landforms it traverses, as well as the manner and locations where the north-south and east-west connections to the corridor are proposed. A rhythm of receding and projection of access along the trail or waterfront promenade is created at the water's edge, balancing opportunities for waterfront recreation development of some edges, with retention of some portions left in natural form.

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Access from Washington Street, Fenwick Street, Park Avenue, Courthouse Drive and Church Street would continue the established land use pattern and grid of streets into the undeveloped parcels of Tudor Hall thus eventually blurring the edges of old and new. To facilitate town-wide access to the miles of Tudor Hall's water edge, a connection from Route 5 through to Washington Street has been proposed (the Cross Town Connector-Boulevard). This would provide links to existing commercial/retail, government and hospital facilities beyond the Tudor Hall boundary.

Within Tudor Hall the grid block pattern would overlay the land form, with the environmental required setbacks and buffers. Public use streets would extend toward the water from the Cross Town Connector-Boulevard with termination of the streets at the town-owned water edge land mass as public access points (see figure 10-3). As a result, the end of each street becomes a public park entry.

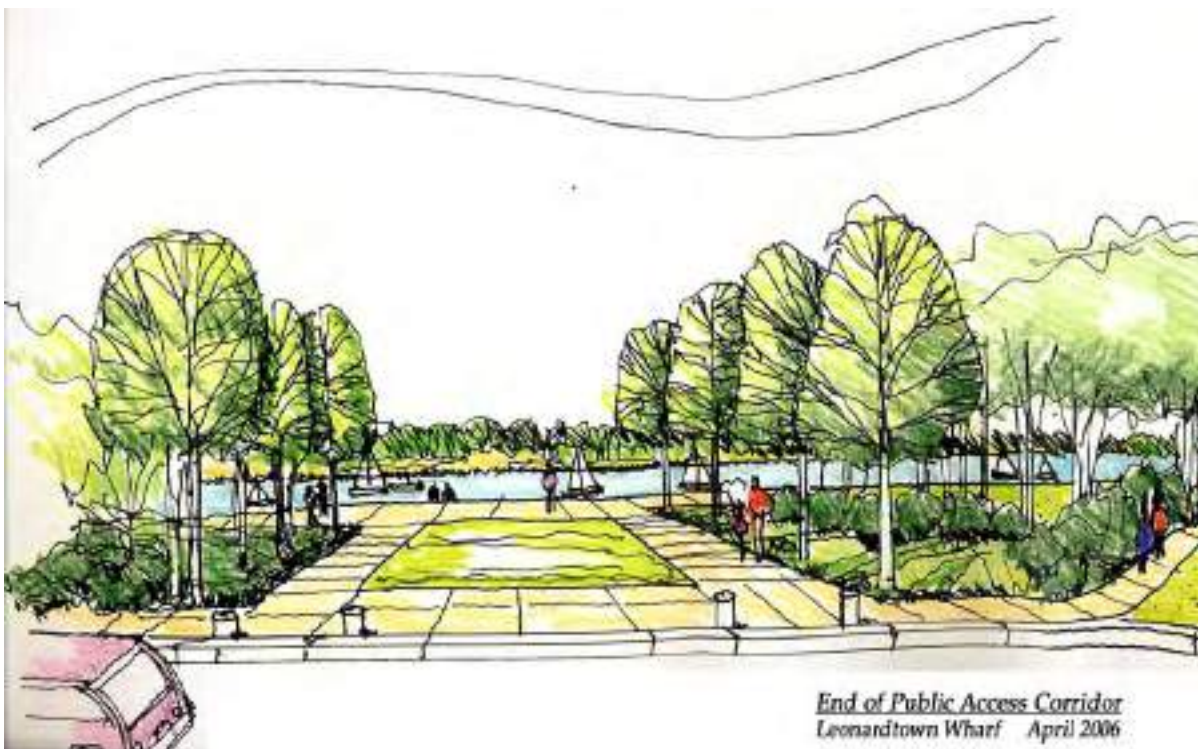


Figure 10-3 – end of street sketch

When the last street of development is parallel to the water edge required setback it would have residential uses on one side of the street with parallel parking along the other (see figure 10-4) thus providing public parking for all of Leonardtown's population to access park land. Fronts of residential units with front porch-like structure would provide clear views to the water.

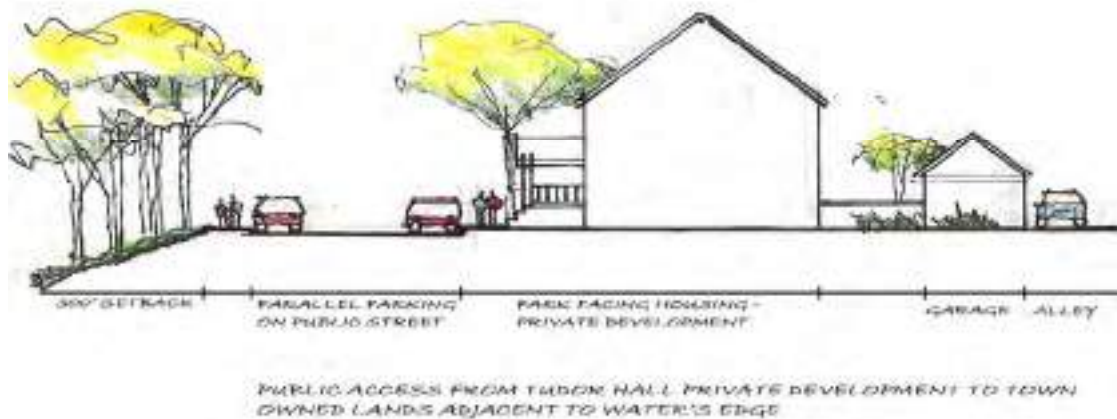


Figure 10-4

If the residences back to the parkland, and no parallel street is provided, public access would occur at public street ends with “portal” access between residential structures. Public parallel street parking avoids demand for larger parking lots to provide for waterfront access.



Figure 10-5

### **Additional Land Uses**

- Several land segments within Tudor Hall have distinct advantages for uses that maximize the site's location, land form, views and access. The concept plan illustrates these parcels adjacent to and west of the existing town edge with probable street links of Fenwick Street, Park Avenue, and Courthouse Drive. These segments could provide for additional government expansion and accompanying law/court offices associated with the existing courts as well as small retail/office uses with housing above.
- A promontory adjacent to Breton Bay could accommodate a hotel/conference/recreation-size facility with available water front boating and promenades linking the existing new wharf development. Senior housing could be part of the hotel complex site. It would be close to commercial uses.
- Development of this site needs direct pedestrian and auto access into the town green to promote businesses and close access to the existing courts. The grid block pattern needs to be maintained within this segment by the addition of other uses attached to the hotel and offices. The segment extending west from the town green along Fenwick Street needs to extend business uses with office or residential upper levels transitioning to mostly residential west and north to Route 5.

Expansion, as well as new infill uses of this portion of Leonardtown, should be of mixed uses including ground level residences, moderate rate housing above retail, offices and others in contiguous building forms – not as free standing structures. Parking along Fenwick Street should be parallel or diagonal. Parking would be provided in the buildings or in small accessible lots screened from street view.

## **A Vision for Leonardtown's Waterfront**

Leonardtown's waterfront along Breton Bay and McIntosh Run is recognized as a publicly held resource. Redevelopment of the Wharf has invited the community to utilize the promenade and mix of uses now located there. This re-development has also created opportunities for nearby downtown business district growth. The Bay's frontage along portions of the former Tudor Hall Farm property provides trail systems, sections of boardwalk, and publicly held marina facilities, while preserving a number of natural features and scenic vistas across the Bay that are enjoyed by all Town residents and attract a growing number of visitors to the community that shop in downtown Leonardtown. McIntosh Run is known as a premier water trail destination for canoeists and kayakers.

## Section 11: Municipal Growth Plan Element



### Background

The Municipal Growth Element (MGE) is one of two new elements in the Leonardtown Comprehensive Plan this year, developed specifically to meet the requirements of Maryland House Bill 1141. The MGE describes where Leonardtown intends to grow, both within and outside its existing corporate limits. In combination with other elements of the Comprehensive Plan it also discusses how the Town intends to address services, infrastructure, and environmental protection needs within designated Growth Areas.

In order for land annexed after September 2006 to qualify for State assistance as a Priority Funding Area (PFA), the MGE must contain an analysis of land capacity available for development, including infill and redevelopment. The Town must develop and share with other planning agencies (State/County) an “Annexation Plan” consistent with the MGE. The MGE provides Town officials with a better understanding of the impacts of growth, and affords a framework for establishing land use and growth management policies going forward.

Future growth in St. Mary’s County and Leonardtown will require multi-jurisdictional strategies to address such issues as school capacity, demands on emergency services, public infrastructure and transportation facilities.

The Municipal Growth Element for the Leonardtown Comprehensive Plan presents land consumption analysis and impacts on public facilities that will occur due to the expected population increase from 2,214 (MDP estimate in July, 2008) to between 3,200 and 3400 residents by 2030. This increase in population is expected to have a substantial effect on the development pattern within the current Town boundaries and those areas designated as growth areas. As the population and housing units increase, there will also be a growth in demand for services and facilities. Greater demands for water supply and wastewater treatment facilities will require increases in water and waste treatment capacity. Pressures on the county school system will be created. Open spaces will need to be created either by municipal purchase or as a result of dedication through approval of development plans. Municipal services to accommodate the increase in population will have to be funded by the Town or other sources.

### Growth Trends and Patterns

Leonardtown’s growth history is documented in Section 3 of this plan and better documented by a number of other sources. It became the county seat of St. Mary’s County in 1728. It became one of the most important towns in the Chesapeake region during the Eighteenth Century and was an official port of entry for the Province of Maryland. A number of publications and surveys exist on the Town’s architecture and history.



The need to protect and conserve Leonardtown's historic resources is the underlying key to success in managing the current and future growth of the Town. Leonardtown's character is shaped by its history, its architecture and its pattern of growth over the centuries. Much attention and effort have been devoted to ensuring that current and future growth decisions reflect sensitivity to the need for compatible scale and character.

The population of Leonardtown was modest through the early and middle 1900's growing from 697 residents in 1930 to 1281 by 1960. Town population increase from 1960 to 1990 was modest growing from 1,281 to 1,475 residents over the 30 year period. Since 1990, new development activity, in the form of recently constructed residential communities and plans for new development, show substantial increases in growth trends. As shown in Table 11-1, the Town's population grew from 1,475 residents in 1990 to 1,896 by 2000; a 28.5% increase over the 10 year period.

<b>Table 11-1: Leonardtown Population Growth Trends 1980-2000</b>						
<b>1980</b>	<b>Change 1980-1990</b>	<b>% change 1980-1990</b>	<b>1990</b>	<b>Change 1990-2000</b>	<b>% change 1990-2000</b>	<b>2000</b>
<b>1,448</b>	27	1.9%	<b>1,475</b>	421	28.5%	<b>1,896</b>

Source: U.S. Census Bureau, Census 2000, Population Estimates 2007; Maryland Department of Planning, Planning Data

### **Projected Growth**

Population projections to the year 2030 are provided in Table 11-2. Projections to the year 2030 are consistent with those shown as "Selected Population Projections" in Figure 3A in Section 3 of this plan.

<b>Table 11-2: Selected Population Projections for Leonardtown 2010-2030</b>							
<b>Year</b>	<b>2,000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Population	1,896	2,076	2,283	2,495	2,727	2,980	3,254
Households	598*	655	720	787	860	940	1026

Note: Maryland Department of Planning population estimate for Leonardtown in 2008 was 2,214.

\* Projections assume the number of households remains proportionate to population as population increases through the 30 year period shown.

## **Leonardtown Development Capacity Analysis**

The Maryland Department of Planning (MDP) completed a draft development capacity analysis for the Town of Leonardtown at the Town's request during the month of September, 2009. Performing the analysis required collecting, integrating and interpreting data to make it 'fit' MDP's growth simulation model.

Maryland's local governments committed to performing the Development Capacity Analysis as part of their comprehensive plan updates via the Development Capacity Analysis Local Government MOU (signed by the Maryland Municipal League and

Maryland Association of Counties in August, 2004) and the Development Capacity Analysis Executive Order (signed by Governor Ehrlich in August, 2004).

These agreements were commitments to implement the recommendations made by the Development Capacity Task Force, which are outlined in their July, 2004 report (the full report is available at: [http://www.mdp.state.md.us/develop\\_cap.htm](http://www.mdp.state.md.us/develop_cap.htm))

See the report mentioned above for a full description of the analysis' methodology and its caveats. MDP's analysis, while not perfect, was endorsed by the Development Capacity Task Force and many local governments. This analysis produces estimates of the number of dwelling units built by build-out, based on existing zoning, land use, parcel data, sewer service, and information about un-buildable lands. The capacity results presented here are based on the latest revisions to the zoning and sewer service areas. This analysis does not account for school, road, or sewer capacity. The estimates are focused on the capacity of the land to accommodate future growth.

Based on Plan projections, the Town is expected to grow from 659 households in 2008 to 1,026 households by 2030; an increase of some 367 new households.

## Capacity Analysis

The preliminary results of the growth model use the default MDP assumptions of the model and the current zoning of the Town. In several instances, the permitted zoning density was adjusted downward based on the actual densities proposed or plans developed for specific properties to provide a more realistic development expectation.

The estimated acres and new household capacity within each zoning district are show in Table 11-3 below.

**Table 11-3. Capacity by Zoning District**

Municipal Zoning District	Acres	New Household Capacity
L-CB	118	0
L-CH	18	0
L-CM	4	0
L-CO	17	0
L-IO	237	0
L-PUDM	1,116	1,456
L-RMF	24	47
L-RP	6	0
L-RSF	213	110
RL	106	0
RPD	13	0
<b>Total</b>	<b>1,872</b>	<b>1,613</b>

Source: Maryland Department of Planning, September, 2009

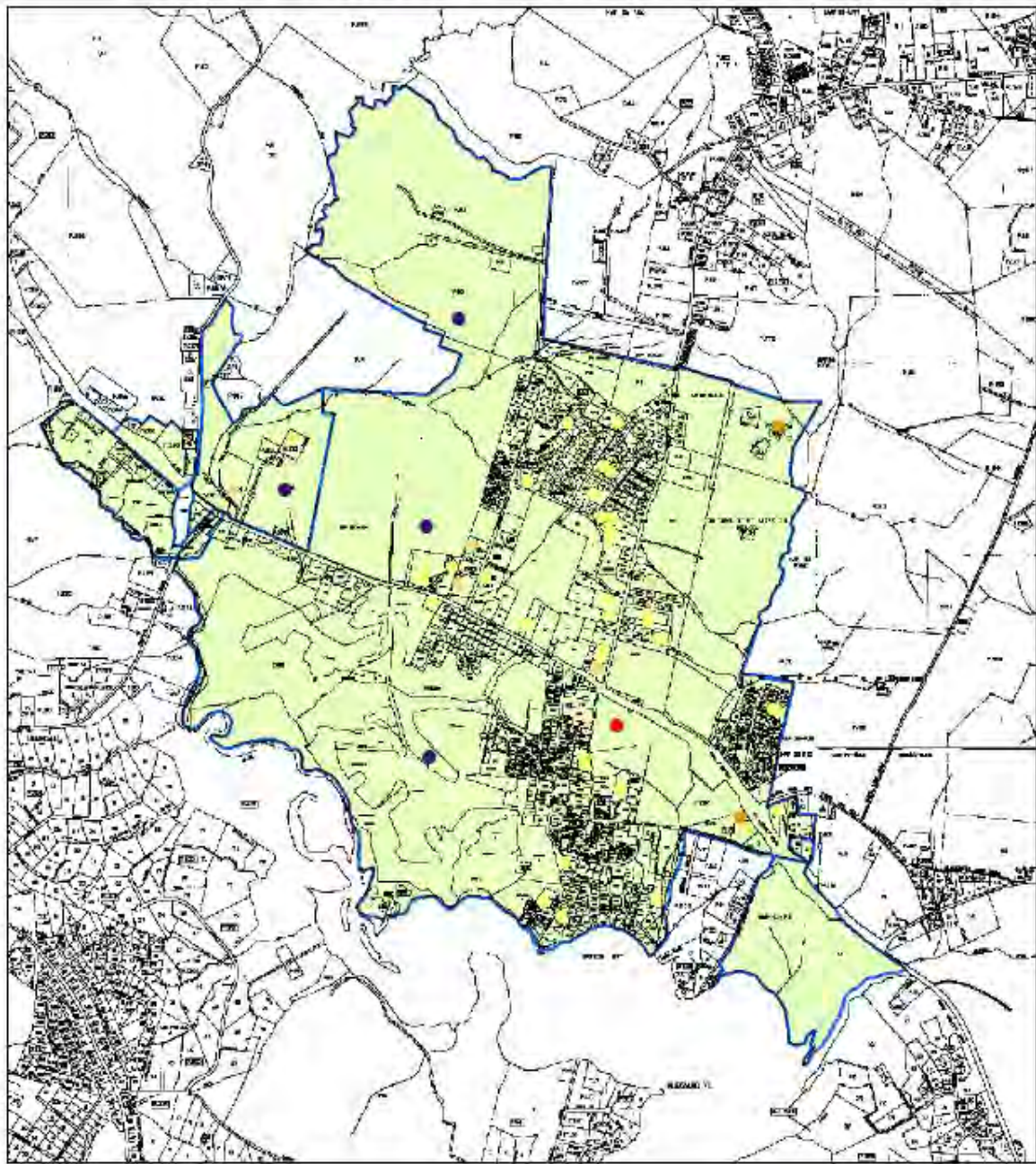
## Development Capacity Summary Report

### Leonardtown

Result	Process	Acres	Number of Parcels	Capacity
Total Acres in Parcels and Lots		1,873 acres	932	
	Subtract land zoned for nonresidential use (commercial, industrial)	394 acres	232	
Residentially Zoned Acres		1,479 acres	700	
	Subtract tax exempt land (tax exempt code)	405 acres	25	
	Subtract protected lands and environmentally sensitive parcels (ag easements, wetlands, HOA lands, etc.)	191 acres	44	
	Subtract other parcels without capacity (built out acres, etc.)	227 acres	585	
Acres and Parcels with Capacity	Total capacity	691 acres	47	1,613
Capacity Inside PFA		691 acres	47	1,613
Capacity Outside PFA				
<b>Subsets of the Analysis of Interest (these are not additive)</b>				
Acres and Parcels with capacity associated with Underdeveloped land.	Improved Parcels (>\$10,000), less than 5 acres.	27 acres	15	37
Acres and Parcels Associated with Small parcels.	Parcels <2 acres in size (improved or unimproved)	22 acres	29	38
Acres and Parcels associated with larger, undeveloped parcels.	Includes unimproved parcels, greater than 2 acres with capacity and improved parcels greater than 5 acres with capacity.	653 acres	13	1,555

This data is subject to change, please contact the Maryland Department of Planning for the latest information.  
 This report was created on: 9/15/2009

# Leonardtown Capacity



0 0.2 0.4 0.8  
Miles



Prepared by the Maryland Department of Planning  
September 2009

Legend  
Capacity

- 1 - 4
- 5 - 24
- 25 - 60
- 50 - 99
- 100 - 800



The analysis shows that there is capacity for an additional 1,613 households in the Town. There is sufficient capacity for Leonardtown's projected growth of an additional 367 households by 2030. While the capacity analysis indicates available land to support 1,613 new households, it is not intended to suggest that planned growth will exceed the 367 projected households to be accommodated within the 20 year planning period.

The attached Table 3 provides a general overview of how the Town's total capacity was calculated. This table also shows that 96% of Leonardtown's capacity can be found on large, undeveloped lots rather than smaller, infill-type lots.

## Impact on Public Facilities

Population growth will have impacts on public services and facilities provided by the Town. Population growth in Leonardtown will, in some cases, also impact services and facilities provided by St. Mary's County. The following tables summarize the estimated potential impacts on public facilities and services (Town and County) associated with Town growth. New development, infill and redevelopment within Leonardtown is projected to result in the potential for an additional 367 residential units by the year 2030. The impacts of this projected growth for Leonardtown summarized in Table 11-4.

Table 11-4: Potential Impacts of Residential Growth on Public Facilities & Services 2008-2030*		
Classification and standard used		Infill/Redevelopment Areas
Total new Dwelling Units		367
Additional Population @ 2.8 per unit		1,026
Sewer (gallons per day) GPD (250 per dwelling unit)		91,750 (131,750 including non-residential development)†
Water (gallons per day) GPD (250 per dwelling unit)		91,750 (131,750 including non-residential Development) †
School (new students) (.476 per dwelling unit)		175
	-High School (.154 per dwelling unit)	57
	-Middle School (.107 per dwelling unit)	39
	-Elementary School (.215 per dwelling unit)	79
Library (gross floor area)GFA (1sq.ft. per person)		1,026 sq. ft.
Police (personnel) (1.6 officers per 1,000 pop).		1.6
Recreation Land (acres) (30 acres per 1,000 pop)**		31
Fire and Rescue (Emergency Services)		
	-Personnel (one per 500 pop)	2.1
	-Facilities (gross floor area) GFA (.7 sf per pop)	718 sq. ft.

**Sources:**

1. Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand);
2. Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit);
3. American Library Association (library facility square footage multiplier);
4. International Association of Police Chiefs and other organizations (personnel multiplier);
5. 2000 U.S. Census for Leonardtown (persons per household ).based on descending trend in household size);
6. International City Management Association. (fire personnel multiplier); and National Planning Standard (fire facility square footage multiplier).

\* These impacts do not include demands for service prompted by Commercial /Industrial Development unless noted.

\*\* Recreation land standard represents land provided by State, County, and Town.

† Projected demands for non-residential water and wastewater based on estimate of 400,000 square feet of commercial, industrial and institutional uses by year 2030 with consumption estimated at .1 gallon/per square foot.

Based on the development capacity analysis, impacts associated with growth at Town build-out (Table 11-5) are substantially greater but are expected to occur over a period in excess of 50 years, providing the Town time to plan for infrastructure and services to support it.

Table 11-5 Potential Impacts of Residential Growth on Public Facilities & Services at Build-Out*	
Classification and standard used	Infill/Redevelopment Areas
Total new Dwelling Units	1613
Additional Population (@ 2.8 per unit	4,516
Sewer (gallons per day) GPD (250 per dwelling unit)	403,250 (473,250 including non-residential development)†
Water (gallons per day) GPD (250 per dwelling unit)	403,250 (473,250 including non-residential Development) †
School (new students) (.476 per dwelling unit)	768
-High School (.154 per dwelling unit)	248
-Middle School (.107 per dwelling unit)	173
-Elementary School (.215 per dwelling unit)	347
Library (gross floor area) GFA (1 sq. ft. per person)	4,516 sq. ft.
Police (personnel) (1.6 officers per 1,000 pop).	7.2
Recreation Land (acres) (30 acres per 1,000 pop)**	135
Fire and Rescue (Emergency Services)	
-Personnel (one per 500 pop)	9
-Facilities (gross floor area) GFA (.7 sf per pop)	3,161 sq. ft.

**Sources:**

1. Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand);
2. Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit);
3. American Library Association (library facility square footage multiplier);
4. International Association of Police Chiefs and other organizations (personnel multiplier);
5. 2000 U.S. Census for Leonardtown (persons per household ).based on descending trend in household size);
6. International City Management Association. (fire personnel multiplier); and National Planning Standard (fire facility square footage multiplier).

\* These impacts do not include demands for service prompted by Commercial /Industrial Development unless noted.

\*\* Recreation land standard represents land provided by State, County, and Town.

† Projected demands for non-residential water and wastewater based on estimate of 700,000 square feet of commercial, industrial and institutional uses at build-out with consumption estimated at .1 gallon/per square foot.

Gross density anticipated as a result of infill development is expected to be approximately 3.5 units per acre, in keeping with “smart growth” development principles. Growth on larger tracts of land zoned PUD, will sustain lower gross densities at approximately 2 units per acre, but will also achieve net densities of approximately 3.5 units per acre due to clustering to avoid sensitive resources and will have substantial amounts of open space ranging from 30 to 50% of each site’s respective total land area. Impacts identified in Table 11-5 include demands on sewer and water, as well as other public facilities and services such as schools, libraries, police, recreation land demand, and fire and rescue (emergency services) based on total projected dwelling units from development and corresponding projected population increases.

## Potential Future Town Growth within the Town Planning Area

Leonardtown’s growth will not be limited to areas currently located within the existing corporate limits of the Town. Several locations adjacent to the Town’s corporate limits have the right to petition for annexation at any time. Town policy is to evaluate any requested annexation on its own merits and to assure growth through annexation is sustainable and does not exceed the capacity of Town infrastructure to support it. The Hayden Farm, recently acquired by the County, represents one area where annexation is being considered to support new school facilities, a library and park facilities. Any annexation will be subject to substantial consideration in keeping with recommended annexation policies identified later in this element of the comprehensive plan.



## **SUBSEQUENT REVISIONS TO COMPREHENSIVE PLAN**

**April 2010**

### **Potential Future Town Growth within the Town Planning Area**

Leonardtown's growth will not be limited to areas currently located within the existing corporate limits of the Town. Several locations adjacent to the Town's corporate limits have the right to petition for annexation at any time. Town policy is to evaluate any requested annexation on its own merits and to assure growth through annexation is sustainable and does not exceed the capacity of Town infrastructure to support it. The Hayden Farm, recently acquired by the County, represents one area where annexation is being considered to support new school facilities, a library and park facilities. Any annexation will be subject to substantial consideration in keeping with recommended annexation policies identified later in this element of the comprehensive plan.

**March 30, 2015**

### **Potential Future Town Growth within the Town Planning Area**

Leonardtown's growth will not be limited to areas currently located within the existing corporate limits of the Town. Several locations adjacent to the Town's corporate limits have the right to petition for annexation at any time. Town policy is to evaluate any requested annexation on its own merits and to assure growth through annexation is sustainable and does not exceed the capacity of Town infrastructure to support it. The Hayden Farm, recently annexed into the town, represents one area where annexation actually contributed to the Town's infrastructure. With its new elementary school, future middle school, possible early childhood education facility and soccer and ball field facilities, this parcel is a welcome addition to the Town. Several other nearby parcels to the Hayden Farm are also ripe for possible annexation into the Town Limits. These include the John Wathen Farm (Map 0032, Parcel 0175- 73 acres), the Wilkinson Farm (Map 0033, Parcel 0104 - 137.53 acres) and several smaller parcels located between the Hayden Farm and Hollywood Road (Map 0032, Parcels 0340 & 0341 - ±19 acres). In an effort to control growth at our borders and because the current residents already utilize the town's utilities these areas are a natural extension of the town boundaries. Any annexation will be subject to substantial consideration in keeping with recommended annexation policies identified later in this element of the comprehensive plan.

**August 31, 2020**

### **Potential Future Town Growth within the Town Planning Area**

Leonardtown's growth will not be limited to areas currently located within the existing corporate limits of the Town. Several locations adjacent to the Town's corporate limits have the right to petition for annexation at any time. Town policy is to evaluate any requested annexation on its own merits and to assure growth through annexation is sustainable and does not exceed the capacity of Town infrastructure to support it. The Hayden Farm, Wathen and Wilkinson Farms have been annexed into the town, representing one area of Town where annexation actually contributed to the Town's infrastructure. With its new elementary school, possible future middle school, library/senior center, soccer and ball field facilities and residential homes these parcels are a welcome addition to the Town. Several other parcels south on Rt. 5 of Cedar Lane and the Medical Arts Building are also ripe for possible annexation into the Town Limits. These include Parcels 2, 57,120, 121, 195,196, 220,221, 266 on Tax Map 41 and Parcel 133 on Map 40. In an effort to control growth at our borders and to facilitate needed public facilities these areas are a natural extension of the town boundaries. Any annexation will be subject to substantial consideration in keeping with recommended annexation policies identified later in this element of the comprehensive plan.

## **Section 11 - Municipal Growth Plan Element- Revision for Proposed Newtowne Neck Road Annexation**

### **Background**

The Leonardtown Comprehensive Plan was adopted April of 2010 and is scheduled for update in 2022-2025 per the 10-year cycle. The last revision was August 31, 2020 adopted by Ordinance No. 200 initiated by a previous annexation request. Leonardtown has received a recent request to annex two properties totaling 95.7900 acres of land more or less on the northwestern side of the town boundaries. This request has prompted this recent revision to the Leonardtown Comprehensive Plan.

### **Growth Trends and Patterns**

Leonardtown lead the State in growth percentagewise over the last decade with an astonishing 28.9% growth. Maryland Department of Planning projections for St. Mary's County show that the area will continue to grow significantly over the next 25 years and Leonardtown will continue to be a prime choice for those relocating to St. Mary's.

### **Leonardtown Development Capacity Analysis**

Within the Leonardtown existing boundaries there are 251 acres currently under development at the Clark's Rest and Meadows at Leonardtown neighborhoods. Leonardtown is positioned well for future residential growth as there remain 668.5 acres remaining available for residential or mixed-use growth. All of these properties are zoned PUD-M for the most flexible zoning with a density of up to 5 units per acre. The Tudor Hall Farm project has begun to design the 390 acres directly adjacent to the downtown. This will be a spectacular waterfront community that will continue to ensure successful growth for the Town.

### **Impact on Public Facilities**

Leonardtown has done a significant amount of planning of our road network system. A major connector road opened in 2020 between Clark's Rest and Leonard's Grant and a link to the downtown from Rt. 5 is planned in the Tudor Hall development. This would complete a circular connection to downtown from the major neighborhoods that avoids Rt. 5.

The Town is bisected by 2 major state highways (Rt. 5 and Hollywood Road). Work continues with SHA to complete the widening of Rt. 5 and the Hollywood Road sidewalk project. Traffic on Rt. 5 is currently at 30,440 cars per day and is projected to reach 38,100 per day by 2040. The widening project from Hollywood Road to Newtowne Neck Road in its entirety is vital to the Town. The proposed project would have no traffic impact on the road system as a very limited number of participants would be scheduled by reservation only.

The Town works closely with St. Mary's County government and St. Mary's County Public School system to plan for the growth in town. The new Captain Walter Francis Duke Elementary School opened in 2015. A site for a middle school is available on the same campus. The Town collects the County school impact fee and passes it on to the County to aid in school funding. This project would not add any residential homes to the town and have no impact on the school system.

The Town completed a Water Capacity Management Plan with our engineers, GHD, Inc. in 2019 and are in design for a 800,000-gallon water storage tank to be located on the Wilkinson Farm and should be complete by FY23. A new well is also slated to be built by FY24/25 to accommodate the demand.

In 2018 the expansion of the towns wastewater treatment plant was revisited and is now at 50% design completion and completion of an expanded facility to 1 mgd is to be complete by FY25. No municipal water or sewer is required for the proposed use. Porta Johns are planned to be used at the starting point of the trail.

### **Potential Future Growth Areas**

A petition has been filed with the Town of Leonardtown to annex two parcels of land at the northwestern most boundary of town to accommodate Leonardtown Overlanding to utilize wooded acreage as a much-needed outdoor recreational activity site on both parcels consisting of 95.7900 acres of land. No clearing or development is planned and the residential zoning would remain. The project would be a by reservation only jeep trail system.

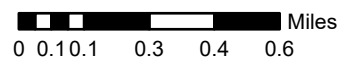
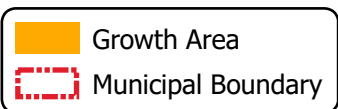
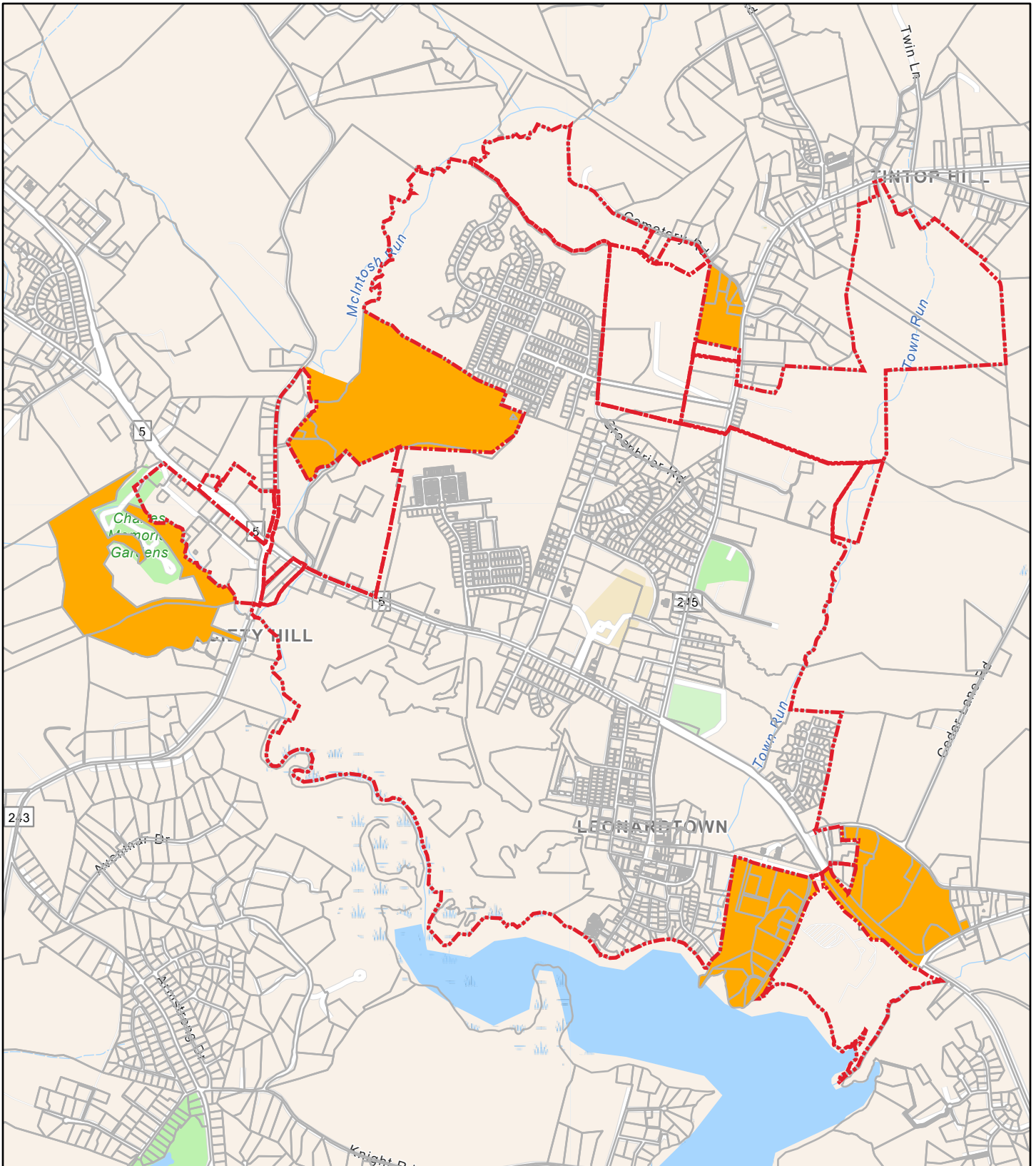
### **Protection of Sensitive Areas**

Leonardtown is fortunate to have a significant amount of waterfront, a majority of which is public land and can be planned to protect the area while keeping access to the public. The Town adopted update mapping of the Critical Area in December 20 18 and updated its Critical Area Ordinance to comply with the CAC regulations in January 2021. The proposed use of the 95+ acres of residential property will maintain the natural wooded beauty of the property and provide outdoor tourism/economic development for the town without changing the character of the land.

### **Annexation Policies**

Prior to annexing any land area, a comprehensive Annexation Plan is required to fully understand the impacts of parcels being annexed.

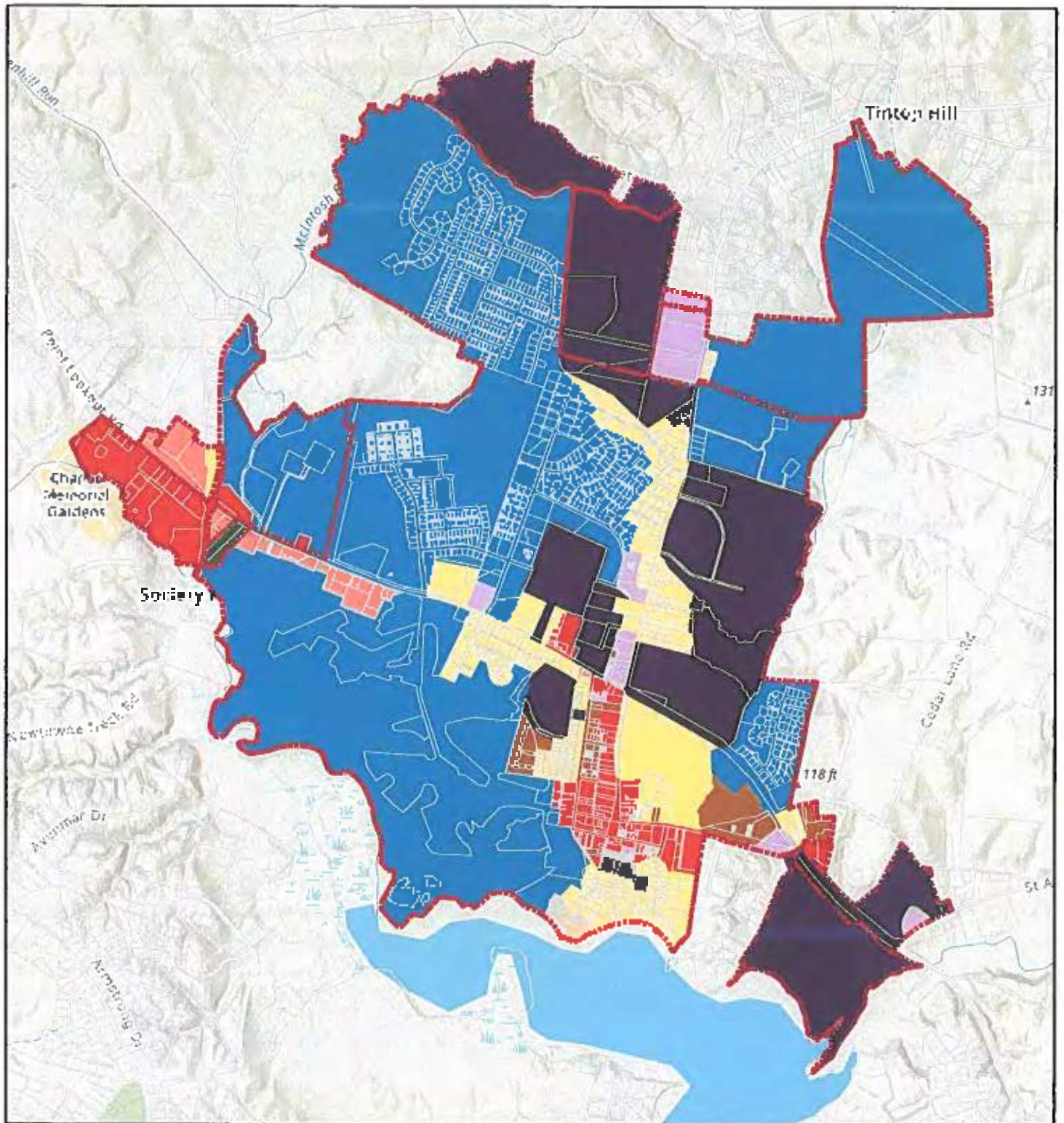
# Leonardtwn Growth Area



Prepared June 2021



# Leonardtown Zoning



## Legend

Zoning

RSF

RMF

PUODM

CH

CB

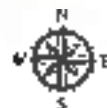
CM

CO

IO

RP

Municipal Boundary



0 0.1 0.2 0.4 0.6 Miles

Maryland  
GOVERNMENT OF THE STATE

Prepared January 2021



## Priority Funding Areas

Leonardtown is a designated growth area in St. Mary's County and designated a "Priority Funding Area" (PFA). The requirement for designating PFAs was established under the 1997 *Neighborhood Conservation and Smart Growth Areas Act* (Smart Growth) and supports the State's "Visions" for growth as expressed in the 1992 Planning and Zoning Enabling Act (*Article 66B of the Annotated Code of Maryland*).

PFA's are locally designated areas targeted as eligible for State funding. PFA designations include municipalities, rural villages, communities, industrial areas, and planned growth areas to be served by public water and sewerage. The corporate boundaries of Leonardtown define the municipal portion of the PFA.

The intent of the State's "Smart Growth" legislation, as well as other recent changes to Maryland laws affecting PFAs, is to marshal the State's financial resources to support growth in existing communities and limit development in agricultural and other resource conservation areas. The designation of new PFAs in the State of Maryland must meet minimum density, water and sewer service and other criteria outlined in the law.

In addition to the Leonardtown municipal PFA there is a County designated PFA located adjacent to the Town, to the north. Total land area in the adjacent County PFA is estimated to total approximately 600 acres. The Hayden Farm and lands located between the Farm and the Route 245 corridor represent a substantial portion of this PFA.

It is important to note that as of October 2006, new municipal annexations seeking PFA designation must be submitted to the Maryland Department of Planning (MDP) for “PFA Certification.” According to MDP, County properties annexed into the Town that currently have PFA status, do not retain such status and do not automatically become PFAs if annexed. The primary objective is to assure that the land area designation of Town or adjacent County PFA’s corresponds to areas the Town may annex in the future.

## Additional Facility Needs

The Town also recognizes that any gain in population will require an equivalent increase in demand for municipal services. Demands on sewer and water facilities are documented in the water resources element of this plan. Satisfying school facility demands will be the primary responsibility of the County although the Town will work with the County to ascertain needs generated by growth in Town population and increases in Town generated student population enrollment.

Town administrative staff, and demand for municipal services (street repairs, trash collection, etc.) and the existing town office may prove to be too limited in its size to handle some of these functions in the future.

A review of staffing levels for both administrative and public works employees as well as Town Police Department employees should continue to be conducted periodically (or every five years) to determine adequacy. Expansions to support administrative functions, Town staff, and municipal services can be made and funded as the assessable tax base in the Town expands. In some cases, planning for both offices and meeting space should be considered in conjunction with one another to determine the feasibility of satisfying multiple needs under one roof. In others, satellite locations for specific functions may prove more efficient or cost-effective.

The Town should also encourage provision of access to high speed internet services throughout the Town and within any properties that may be annexed in the future to support employment from home and to benefit local businesses.

In the future, large-scale developments with significant potential impacts should be required to conduct a fiscal impact analysis to determine if revenues will cover the cost of public services and facilities. If a shortfall is determined, the Town should continue to require a Developer Rights and Responsibilities Agreement (DRRA), that includes offsetting fees, or the Town may enact appropriate impact fees.



# Recommendations to Prepare for or Mitigate the Impacts of Growth

## **Adjustments to Designated Priority Funding Areas**

The current County designation of priority funding areas adjacent to Leonardtown should be reviewed in cooperation with the County. Areas located north of the Hayden Farm property, may not be appropriate for PFA designation.

The Town should work cooperatively with the County and State to evaluate these areas and any others that the Town may consider potential annexation areas in the next few years to secure PFA designation of these areas or eliminate their designation if it is determined they are not likely to be candidate areas for annexation over the next 20 years. Areas identified as potential growth areas appropriate for PFA designation in cooperation with the County are shown on Map 11-1 titled “Potential Municipal Growth Areas”.

## **Chesapeake Bay Critical Area Land Classification Definitions**

Any future Town development that is proposed within 1,000 feet of tidal waters and is currently designated a Resource Conservation Area (RCA) under the terms of the Chesapeake Bay Critical Area Program will require the award of growth allocation to permit development exceeding a density of one residential unit per 20 acres.

A portion of the Tudor Hall Farm holdings, located along Breton Bay, is currently designated a “limited development area” (LDA), with the exception of the Conference Center site which is (IDA), under the terms of the Critical Area Program. At such time as development may be proposed for this site, portions of the site may require use of growth allocation to designate them as “intensely developed areas” (IDA) to permit “Town-scale” development density. Since portions of these sites in near shore locations may be retained as future greenways or possibly limited to public trail system use, not all such lands may require the award of growth allocation. The Town and property owner should work with the County and State prior to any development approvals to assure such an award can and will be made at such time as it may be required. Any other areas that may present similar circumstances that are located within the Critical Area should also be given similar consideration and treatment.

## **Water and Sewer Planning**

In 2003, the Town developed a water and sewer master plan to accommodate future development, while maintaining the highest quality water and sewerage service. Earlier sections of this plan element have noted projected growth will require increases in capacity and investments in Sewer and Water system infrastructure over time. With diminishing prospects for federal and state funding for these services, the Town should continue to collect funds from developers whose projects will directly benefit from these systems. This capital fund should be created by hookup fees for new service, and those

fees must be high enough to cover the cost per unit at the central treatment facility. The fund should not be used for operating costs. The Town is currently planning to increase wastewater treatment capacity to treat 1.2 million gallons per day with enhanced nutrient removal (ENR) technology. Costs for this improvement were estimated in 2005 to be in excess of twenty million dollars. Preliminary needs analysis for both water and wastewater facilities and the results upon completion should form the basis for supporting any needed changes in ready-to-serve fees, connection or hook-up fees or additional fees to offset major capital improvements to these facilities as may be prompted by larger development or annexation proposals. If the Hayden Farm is annexed, the County should provide funding to offset a pro-rated share of the costs to upgrade water supply and waste treatment facilities based on the projected demand they place on these facilities. Water and wastewater demands from these facilities can be converted to equivalent dwelling units (EDU's) to permit calculating a reasonable contribution in support of these infrastructure improvements.

### **Greenbelt**

Preservation of agricultural land and the agriculture economy in the region is viewed as a means of framing the town's identity within the larger rural County context. In this regard, the Leonardtown Comprehensive Plan clearly supports the creation of a greenbelt to distinguish itself in the larger County landscape. From a land use perspective, agricultural easements also restrict future development and changes in land use. As noted earlier, these easements are therefore an important consideration in shaping or defining the potential future growth pattern of Leonardtown.

The Town should work with the County cooperatively to assure that future lands placed under easement or the formation of Agricultural Preservation Districts that may lead to Maryland Agriculture Land Preservation Foundation (MALPF) easements in the future, do not pre-empt opportunities for expansion of the Town in targeted areas.

The key issue is defining where the growth area ends and the greenbelt begins, in locations that are mutually acceptable to the Town and County. The County needs to keep in mind that if easements preclude continued sustainable Town growth, then pressures for growth in other less appropriate locations in the County will result over time, and be detrimental to current County Planning policy. By the same token, the Town needs to be reassured that ample opportunities for long term growth can be realized. Therefore, ongoing County and Town coordination in this regard will be important.

The greenbelt can also be further supported by the Town through open space development design in future areas that may be annexed. Development design within the Town's outer edges would be made up of open space lands that would be prevented from development by a variety of means, including dedication of open space, dedicated easements or other land conservation techniques. These lands would be within the corporate limits of the Town in the growth area and would be credited in tabulation of the overall gross density permitted on the parcel. Near town portions of the parcel would be

permitted to develop at higher “smart growth” densities (3.5 units per acre) in exchange for conservation easements on remaining portions of each parcel that would serve as open space or remain in agricultural use. In this regard they permit the Town to create portions of its own greenbelt within its corporate limits to supplement County easement acquisition efforts and to separate developing areas from potential nuisances associated with farming on County easement lands at the Towns edges. Combinations of low intensity recreation and conservation uses could also be permitted, such as forest conservation programs, passive recreation activities, hiking/biking trails and agricultural uses. Acquisition of parcels that would make up the Greenbelt could occur over time as part of the development review process by dedication of individual areas of open space.

### **Protection of Sensitive Areas**

The ultimate form of the Town of Leonardtown at build-out will likely be largely defined by McIntosh Run, Town Run and Breton Bay as it’s western, eastern and southern edges respectively. Uses adjacent to these bodies of water should continue to be buffered to minimize the impact of land disturbances and activity on water quality and wildlife habitat.

This plan element, the plan’s Sensitive Areas Element and the plans Water Resources Element all recognize each of these water resources as sensitive areas. The Town’s goal is to preserve and enhance its streams and buffers. Improving stormwater management in developed areas is also critical, including the use of retrofit to address existing problem areas, and providing incentives for developers constructing new stormwater management structures to address areas that currently do not have such structures.

The Town will continue to prohibit new development within stream buffers and will prohibit alteration of streambeds or stream banks, except for Best Management Practices (BMPs) to reduce erosion or stabilization.

### **Annexation Policies**

Prior to annexing any land area not included in the Growth and Annexation Plan, the Town will first consider appropriate amendments to this Comprehensive Plan and will follow the procedural requirements for comprehensive plan amendments and annexation established in State law (Articles 66B and 23A), including those of Maryland House Bill 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that County and State agencies are afforded an opportunity to comment on the proceedings. In addition, the following annexation policies will apply to future annexations:

- Proposed annexation areas will be economically self-sufficient and will not result in larger municipal expenditures than anticipated revenues, which would

- indirectly burden existing Town residents with the costs of services or facilities to support the area annexed.
- The costs of providing roads, utilities, parks, other community services will be borne by those gaining value from such facilities through either income, profits, or participation.
  - Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address, among other things, consistency with the goals, objectives and recommendations contained in the *Leonardtown Comprehensive Plan*, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the Town. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA).
  - For annexations involving larger parcels of land, like the Hayden Farm, the Town may require appropriate impact studies, including a fiscal impact study, an environmental impact assessment, or a traffic impact assessment that addresses the potential impact of the proposed annexation and planned development on the environment of the site and community infrastructure in affected areas.
  - If considered necessary or appropriate, applicants for annexation shall pay the cost of completing all studies related to expanding capacity of existing public facilities and/or services.

## Vision of Leonardtown's Future Character

Leonardtown is expected to remain a largely residential community, while sustaining its role as County seat, governmental center and a center for medical facilities in the County. The areas around Leonardtown are expected to remain agriculturally oriented, due in large part to lower density zoning established in these areas by the County.

Leonardtown's insistence on maintaining its small-town character and rural identity as growth occurs over time is clearly stated in the Comprehensive Plan's Land Use Plan element. To preserve its community character, the Town will insist on high quality in future development, across the board.

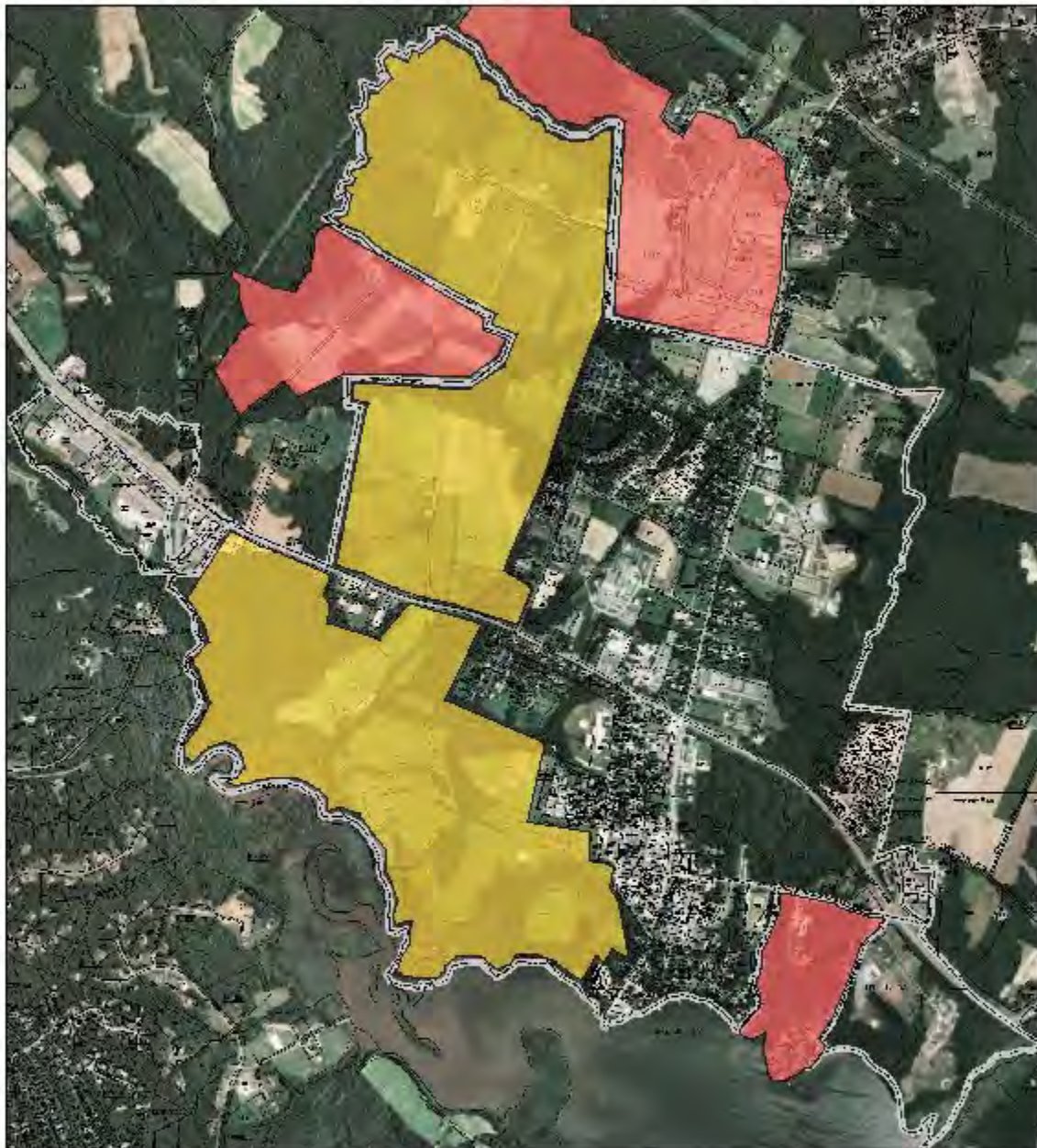
The Town's vision of its future character is best expressed through a number of design principles that are expected to guide all future development. They include:

- **Mixed Uses Are Desirable** – The Town wants to maintain a reasonable mix of residential and commercial uses within and near neighborhoods. It does not want to repeat errors of past decades, in which housing was located far from places to shop and work.

- **Natural Features Should Determine Design** – This means all development should be environmentally sensitive and that the natural character of land to be developed should be maintained. Environmentally sensitive development means creating pedestrian-friendly streets, so that people can walk to work or shop.
- **Automobiles Should Not Determine Design** – The Town does not want garages to be the most prominent feature of houses, nor does it want streets that are too wide and huge parking lots that are seas of asphalt. These are mistakes of the past, not to be repeated.
- **Ample Open Space Must Be Provided** – This means that every developer must provide significant, usable open space as integral parts of projects and neighborhoods – not as afterthoughts. This also means the Town will work to improve existing open space to create green corridors of connected open space.
- **Substantial Landscaping Should Be Incorporated In Design** – This will include a number of approaches, including requiring developers to leave as much existing forest as possible, requiring large, healthy nursery stock, native species, irrigation systems and replacement and maintenance bonds. It will mean treating signage and lighting as landscaping elements and requiring maintenance agreements for care of common areas.
- **Architecture Should Reflect Leonardtown's Traditional Development** – Very simply, new development in the Town should look to the Town's existing qualities for examples of what to emulate, e.g. scale, size, materials, form and quality. The Town will insist on high quality architectural diversity and will not allow itself to be surrounded by generic residential and commercial development.

Growth occurring around the Town of Leonardtown today is expected to maintain a similar appearance to that established in the Town through extended use of a grid street pattern and compatible architectural forms. Design standards will reinforce the Town's interest in preserving the character of a small, rural town. Future developments within the growth area will be expected to flow from these design principles.

Map 11-1: Leonardtown Potential Municipal Growth Areas



- Growth Areas within current Corporate limits
- Growth Areas within potential annexation areas

**MDP** Prepared by the Maryland Department of Planning  
August 2009





## Section 12: Water Resources Plan Element

### Background

The Leonardtown Comprehensive Plan's "Water Resources Plan Element" (WRE) is a new plan element added to the Comprehensive Plan. This plan element is mandated to assure compliance with the requirements of Maryland House Bill 1141 (HB 1141). The purpose of the WRE is to provide additional layers of planning for water resources in relation to existing use and proposed land use, based on an analysis of growth and development trends to assure that demands for water supply, wastewater treatment and stormwater management can be satisfied as Town growth occurs and to assure adequate measures are taken to minimize impacts to water quality.

The Leonardtown WRE is directly linked to a number of other Comprehensive Plan elements. They include: 1) the Land Use Plan; 2) the Municipal Growth Element; 3) Community Facilities; and 4) Resource Conservation elements. The Water Resources element addresses three major areas including water (both supply and quality), wastewater treatment and discharge, and stormwater management.

Among other things, preparation of the WRE is an exercise intended to test water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate development of coordinated management strategies. The Town of Leonardtown represents a very small portion of the much larger Breton Bay watershed. Since water resource protection issues are of concern watershed wide, much of the effort to protect or enhance water quality will be dependent on County and State actions and programs. Nevertheless, this plan element evaluates Leonardtown's role in protection of Water Resources in this larger context.

The purpose of the Water Resources Element (WRE), as defined in Maryland House Bill 1141, is to establish a clear relationship between existing and proposed future development; it further establishes the relationship between drinking water sources and wastewater facilities that will be necessary to serve that development and measures to limit or control the stormwater and nonpoint source water pollution that will be generated by new development.

Specifically, the statutory requirements are:

- Identify drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the land use element of the plan, considering available data provided by the Maryland Department of the Environment (MDE).
- Identify suitable receiving waters and land areas to meet the stormwater management and wastewater treatment and disposal needs of existing and

future development proposed in the land use element of the plan, considering available data provided by MDE.

- Adopt a WRE in the comprehensive plan on or before October 1, 2009, unless extensions are granted by Maryland Department of Planning (MDP) pursuant to law. Zoning classifications of a property may not be changed after October 1, 2009 if a jurisdiction has not adopted a WRE in its comprehensive plan.

This element of the Comprehensive Plan assesses the Town's drinking water sources and wastewater treatment facility and their ability to support existing and future development. It also identifies suitable receiving waters for existing and future wastewater and stormwater discharges. The Town of Leonardtown has prepared this Water Resources Element to assure the Town will focus growth to areas best suited to utilize the Town's existing and planned water and wastewater infrastructure; to nurture efficient patterns of growth, protect and preserve the natural environs, promote economic growth, and support diversity of living environments in the Town.

## Water Resources

The Town of Leonardtown and St. Mary's County lie within the Northern Atlantic Coastal Plain (NACP) aquifer system. The NACP system extends from the North/South Carolina border to Long Island, New York. In Maryland the NACP is bounded in the west by the Fall Line and in the east by the Atlantic Ocean. The Coastal Plain system consists of sand and gravel aquifers interspersed with layers of silt and clay called confining beds. Beneath this system lies a layer of consolidated rock at depths ranging from zero at the Fall Line to about 8,000 feet at Ocean City.



The Northern Atlantic Coastal Plain Aquifer System  
Source: A Science Plan for a Comprehensive Regional  
Assessment of the Atlantic Coastal Plain Aquifer System

Leonardtown's water system is supplied by the Aquia and Patapsco aquifers which are among many located within the Atlantic Coastal Plain. Water quality in the Aquia is generally good. Maryland Department of Environment (MDE) has researched and identified potential sources of contamination for confined aquifers and analyzed a number of water systems for susceptibility to pollutants originating at the land surface. MDE concluded that due to the protected nature of confined aquifers, the water supplies were not susceptible to surface contaminants. Some naturally occurring pollutants, such as arsenic and fluoride, do pose a risk to water systems supplied by the Aquia Aquifer but

do not exceed EPA’s maximum contaminant level (MCL). The Town issues water quality reports periodically which indicate current water quality is good.

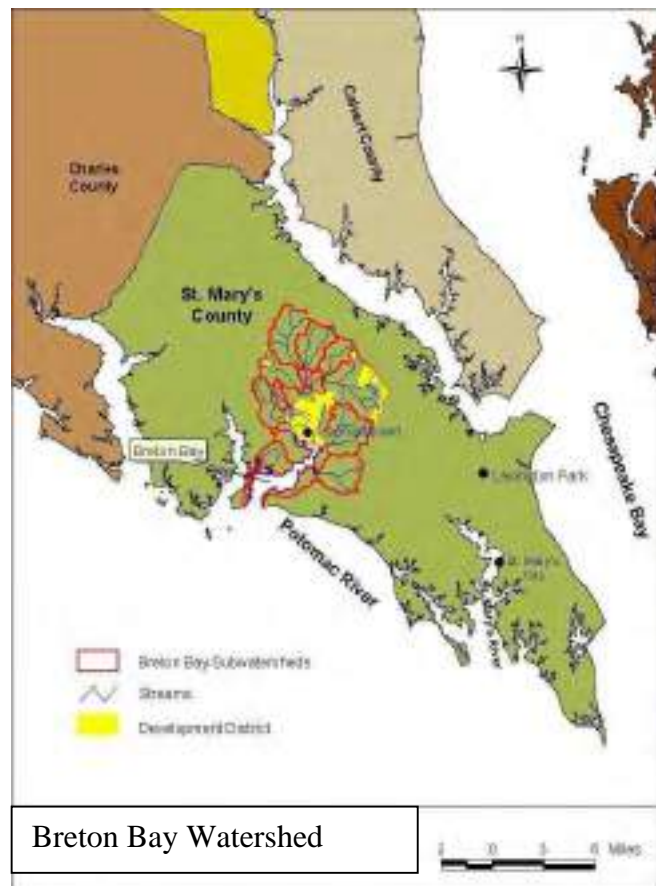
Although the Town makes use of a confined aquifer, which is less prone to contamination (p. 12-2), the Town should maintain wellhead protection measures in coordination with the Maryland Department of the Environment (MDE) that continue to monitor for the presence of contaminants to assure the continued quality of current potable water supplies. Since the aquifer outcrop or recharge area for the Aquia is further north the Town will have little control over rates of aquifer recharge. Nevertheless, this plan element notes the importance of ensuring adequate recharge of this outcrop area to sustain the Town’s current water supply.

## Watershed Characterization

Leonardtown is located in the Breton Bay Watershed. Breton Bay is a 38,500 acre watershed lying on Maryland’s Coastal Plain between the Potomac and Patuxent Rivers in St. Mary’s County, Maryland. Breton Bay itself is an approximately 3,000 acre tidal body of water.

The largest tributary stream to Breton Bay is McIntosh Run, encompassing approximately 22,000 acres of the overall Breton Bay watershed. In its entirety, the Breton Bay Watershed is approximately 60% forested, with more than 40% of the watershed supporting high quality forest interior habitat. The largest block of forest in the watershed lies in the McIntosh Run sub-watershed. The McIntosh Run sub-watershed is nearly 80% forested.

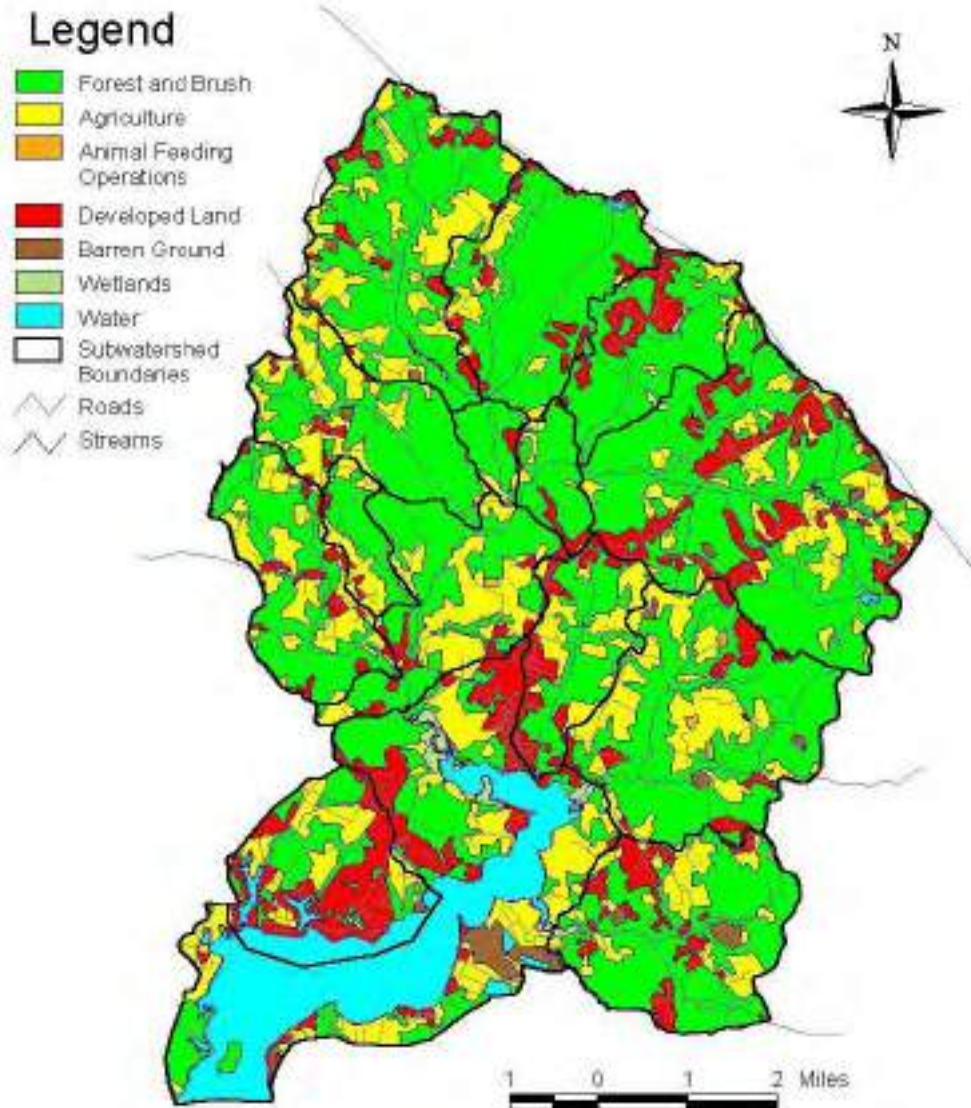
Of the non-forested land in the Breton Bay watershed, about 14% (4,900 acres) was developed by the year 2000 with about 25% (8,800 acres) in agricultural production (Table 12-1). Figure 1 depicts the pattern of land use in the Breton Bay watershed. While the majority of the watershed is undeveloped and forested, less than 1% of the watershed is currently protected from development activities.



Source: Breton Bay Watershed Restoration Action Strategy

Breton Bay Watershed Acreage Summary MDP 2000 Land Use/Land Cover		
Land	Water	Total
35,193	3,256	38,449





**Table 12-1**

2000 Land Use Summary Breton Bay Watershed in St. Mary's County		
Category	Description	Acres
Agriculture	Field, Pasture, farm buildings	8,800
Forest	All woodlands and brush	20,900
Urban	All developed areas	4,900
Wetlands	Tidal marsh, Emergent wetlands	200
Other	Extractive industry, bare ground (sand and gravel pits, etc.)	400
Watershed Total – excluding open water		35,200
Watershed Total – including open water		38,449

The watershed includes some of the most ecologically diverse and sensitive biological communities in the Chesapeake Bay region. McIntosh Run, the largest tributary to Breton Bay, has not only been designated a Natural Heritage Area by the State of Maryland, but has been identified as a significant forest block by the Nature Conservancy in the *Chesapeake Bay Lowlands Ecoregional Plan*

The Nature Conservancy found that this 10,480 acre forest block had the lowest road density of any forest block in the State of Maryland and that it was one of only three that exceeded 80% overall forest cover.

McIntosh Run also supports a significant population of dwarf wedge mussels, a federally endangered, globally rare species. In addition to the dwarf wedge mussels, the Breton Bay watershed also supports six plant species classified by the State of Maryland as rare, threatened, or endangered (RTE) The following table identifies these RTE species found in the McIntosh Run Watershed.

Rare, Threatened and Endangered Species of the McIntosh Run Watershed <sup>11</sup>		
Common Name	Scientific Name	Status (Maryland unless noted)
Dwarf wedge mussel	<i>Alasmidonta heterodon</i>	Federal endangered
Purple cress	<i>Cardamine douglassii</i>	watch list
Cat-tail sedge	<i>Carex typhina</i>	highly rare
Red turtlehead	<i>Chelone obliqua</i>	threatened
Deciduous holly	<i>Ilex Decidua</i>	threatened
Large-seeded forget-me-not	<i>Myosotis macrosperma</i>	threatened
Climbing dogbane	<i>Trachelospermum difforme</i>	endangered

Source: Breton Bay Watershed Restoration Action Strategy

Despite possessing these unique attributes, Breton Bay exhibits some of the same impairments that affect more urbanized watersheds in the State, namely non-point source (NPS) pollution. Nonpoint source pollution encompasses a wide array of pollutants and pollutant sources, ranging from nutrient and pesticide runoff from agricultural fields, pastures and lawns to heavy metals, hydrocarbons, and sediments running off roads, parking lots and driveways.

## Water Quality

The State-designated use of Breton Bay is Shellfish Harvesting Waters (Use II). Upper Breton Bay, near Leonardtown is "restricted", in that no harvesting of shellfish is permitted. The central portion of Breton Bay is conditionally restricted in that shellfish harvesting is prohibited for three days after heavy rains (one inch or greater in 24 hours). These restrictions are due to elevated fecal coliform bacteria levels in Upper Breton Bay.

The sources of these bacteria are generally broken down into two categories, human and non-human. Human sources can include leaking sewer pipes, illicit sewer connections to stormdrains, failing septic systems, and improper disposal of waste (i.e., recreational vehicles, boats, and septic pump-out). Non-human sources generally include domestic pets, livestock, and wildlife. Unless there is an inappropriate sewage discharge present in a watershed, most of the bacteria present in stormwater are generally assumed to be of non-human origin.

Even small levels of development (agricultural, residential, or commercial) can greatly increase bacteria levels in receiving waters (Schueler, 1999). And it is unlikely that a single source is the cause of elevated levels in Breton Bay. Pet waste, livestock, geese, wildlife, stormwater, and road runoff, all contribute to the bacteria levels.

An additional factor that likely contributes to elevated bacteria levels in upper Breton Bay is the potential for poor tidal flushing and circulation. The length and shape of the upper portion of Breton Bay may be a contributing factor. In calm waters, bacteria can settle out of the water column onto the bottom sediments, where they may remain viable for extended periods of time. These bacteria can then become re-suspended during storm events. The upper bay is also where the largest tributary stream enters the bay, making transported sediments, bacteria and nutrients from the watershed first available. With poor circulation and limited flushing, these elements may remain in the upper Bay, promoting algae growth and higher turbidity and bacteria levels.

Aside from bacteria levels, other pollutants were found at relatively low levels in Breton Bay. In the Breton Bay watershed, there is only one permitted wastewater discharge to surface waters, the Leonardtown wastewater treatment plant (WWTP). There are two groundwater discharges (St. Clements and Forrest Farm WWTPs). The Leonardtown WWTP, the largest point source in the watershed, was upgraded in 2003 with biological nutrient removal (BNR) capability, to reduce nutrient loading to the bay.

The remaining sources of pollutants in the Breton Bay watershed are non-point source runoff related. As noted, the watershed also supports seven rare, threatened, or endangered (RTE) species. All seven are known to occur in the McIntosh Run sub-watershed.

As noted earlier, the Breton watershed is nearly 60% forested. Large blocks of forest that meet Maryland's criteria for high quality forest interior habitat cover about 42% of the land in the watershed. The most significant of these forest blocks, from a habitat perspective, the McIntosh Run Forest Block, covers about 80% of the McIntosh Run subwatershed (as delineated by The Nature Conservancy). This extensive forest cover suggests that nonpoint sources of nutrients in the watershed probably arise from a relatively small land area. About 14% of the watershed is categorized as a Priority Funding Area, where State funding may be available to improve infrastructure associated with new development. Slightly over 6200 acres (18%) of the watershed is wetlands, most of which are forested. About 16% of the watershed has hydric soil and about 18% has highly erodible soil.

The Maryland Tributary Strategy, Lower Potomac River Basin Summary Report, prepared in August 2007, indicated that SAV presence is growing in abundance in more recent years in many of the Lower Potomac's tributaries, including Cuckhold, Herring and St. George Creeks, the lower portions of St. Clements and Breton Bays and St. Mary's River.

## **Total Maximum Daily Loads (TMDLs)**

A TMDL is a calculation of the maximum amount of a pollutant that a body of water can receive and still meet water quality standards. Point sources include urban stormwater systems and wastewater treatment plants with direct discharge permits into waterways (National Pollutant Discharge Elimination System Permits-NPDES). Non-point sources are all discharges other than point source discharges, including stormwater runoff from



land and erosion of streams and river banks. A TMDL is used as a regulatory mechanism to identify and implement additional controls on both point and non-point source discharges in water bodies that are impaired from one or more pollutants and are not expected to be restored through normal point source controls.

TMDLs establish limits or “caps” on the amount of pollutants permitted from point and non-point sources through an allocation system. A primary determinant of future growth is the assimilative capacity of local receiving waters for the input of pollutants. Assimilative capacity is expressed in the TMDLs for the receiving waters.

The pollution forecasts provided in this plan element, although capable of comparing the relative benefits of different land use plans, are not precise enough to allow for a direct comparison to nutrient TMDLs. The Town of Leonardtown recognizes though that Breton Bay, because of the presence of nutrient TMDLs, can only be considered suitable receiving waters if future nutrient impacts are offset. This WRE includes recommendations for pollution control efforts to help achieve that goal. In addition, this WRE recommends refining the pollution forecast in the future to allow for direct comparison to nutrient TMDLs as information becomes available.”

***Average Annual Flow Condition:***

TMDLs for nitrogen, phosphorus and BOD, which address average annual conditions, are allocated between point sources and nonpoint sources in Breton Bay. The average annual TMDL for nitrogen is 187,195 lbs/year. The nonpoint sources are allocated 119,902 lbs/year of total nitrogen. The point sources are allocated 62,580 lbs/year of nitrogen. The average annual TMDL for phosphorus is 11,627 lbs/year. The nonpoint sources are allocated 7,265 lbs/year of total phosphorus. The point sources are allocated 4,019 lbs/year of phosphorus. The average annual TMDL for biochemical oxygen demand (BOD) is 244,219 lbs/year. The nonpoint sources are allocated 202,520 lbs/year of BOD. The point sources are allocated 31,050 lbs/year of BOD. Explicit margins of safety make up the balance of the allocation.

<b>Table 12-1: Annual Nutrient &amp; BOD* Caps for Breton Bay Watershed</b>			
<b>Source</b>	<b>Nitrogen Cap (lbs/yr)</b>	<b>Phosphorus Cap (lbs/yr)</b>	<b>Biochemical Oxygen Demand (BOD) lbs/yr</b>
Point Sources	62,580	4,019	10,206
Non Point Sources	119,902	7,265	202,520
Total Sources	187,195	11,627	244,219

Source: Total Maximum Daily Loads of Nitrogen, Phosphorus and Biochemical Oxygen Demand for Breton Bay in St. Mary's County, Maryland, Maryland Department of Environment and EPA, June, 2005

Within the Breton Bay Watershed, TMDLs for nitrogen, phosphorus and BOD, which address the growing season, are also established for the period between May 1 and October 31. These TMDLs are allocated between point sources and nonpoint sources as follows: The growing season TMDL for nitrogen is 4,746 lbs/growing season. The

nonpoint sources are allocated 630 lbs/growing season of total nitrogen. The point sources are allocated 4,086 lbs/growing season of nitrogen.

The growing season TMDL for phosphorus is 342 lbs/growing season. The nonpoint sources are allocated 30 lbs/growing season of phosphorus. The point sources are allocated 306 lbs/growing season of phosphorus. The growing season TMDL for biochemical oxygen demand (BOD) is 11,838 lbs/growing season. The nonpoint sources are allocated 1,548 lbs/growing season of BOD. The point sources are allocated 10,206 lbs/growing season of BOD. Explicit margins of safety make up the balance of the allocation.

**Table 12-2: Growing Season Nutrient & BOD\* Caps for Breton Bay Watershed**

<b>Source</b>	<b>Nitrogen Cap (lbs/season)</b>	<b>Phosphorus Cap (lbs/season)</b>	<b>Biochemical Oxygen Demand (BOD) lbs/season</b>
Point Sources*	4,086	306	31,050
Non Point Sources	630	30	1,548
Total Sources	4,746	342	11,838 lbs. per season

Source: Total Maximum Daily Loads of Nitrogen, Phosphorus and Biochemical Oxygen Demand for Breton Bay in St. Mary's County, Maryland, Maryland Department of Environment and EPA, June, 2005

\* Point source growing season allocation is designated for Leonardtown WWTP only.

The water quality goal of these TMDLs is to reduce high chlorophyll *a* (Chl*a*) concentrations (a surrogate for algal blooms) and to maintain dissolved oxygen (DO) at a level supportive of the designated uses for the Watershed. Loading caps for total nitrogen and total phosphorus entering Breton Bay are established for the growing season (critical conditions) and for average annual flow conditions. The growing season TMDLs apply from May 1 through October 31.

Problems associated with eutrophication are most likely to occur during the growing season (May 1st to October 31st). The rest of the year is referred to as the non- growing season. During the growing season, there is typically less stream flow available to flush the system, more sunlight to grow aquatic plants, and warmer temperatures, which are favorable conditions for biological processes of both plant growth and dead plant matter decay. Because problems associated with eutrophication are usually most acute during the growing season, the temperature, flow, sunlight and other parameters associated with this period are key variables driving water quality in the river.

The Leonardtown Wastewater Treatment Plant (WWTP), discharges into the Town Run, a tributary of Breton Bay about 5.0 river miles from the mouth, with a permitted discharge capacity of 680,000 gallons per day, and is the only significant point source on the Breton Bay Watershed. Maryland's Tributary Strategy establishes a point source cap for nitrogen and phosphorus loadings for the Town's wastewater treatment system. The point source cap established by the Maryland Tributary Strategy for the Town's Wastewater system discharge is 8,284 lbs/yr of nitrogen, and 621 lbs/yr of phosphorus. This cap limits the surface water discharge of the Leonardtown WWTP to no more than

0.68 MGD with upgrade of the wastewater treatment system to utilizing ENR technology and assumes nitrogen concentrations in effluent will be 4 mg/L. It is important to note that nutrient trading strategies and offsets may be required to achieve these caps and the State is continuing to work with local governments to establish criteria and programs to facilitate such strategies. Since the Town is proposing to expand its WWTP to 1.2 MGD, sustaining State established nutrient caps will present real challenges. Even with plans to improve treatment utilizing ENR treatment technology the Town will need to work with State agencies to explore nutrient trading, land application, wastewater reuse or other options to exceed its Tributary Strategy point source cap. The Town and the County are currently cooperating in reviewing feasibility, identifying potential sites, and identifying funding sources for land-based application of treated water from the Leonardtown wastewater treatment facility. This approach holds significant promise in reducing discharge into Breton Bay by providing additional capacity that is cost effective and environmentally benign.

At present, the estimated annual nutrient loadings for Breton Bay watershed are 266,317 lbs for total nitrogen and 19,866 lbs for total phosphorus. These loadings are generated from both point sources (including WWTP and urban stormwater) and nonpoint sources (including agriculture, forest and air deposition). Effluent from the Town's Wastewater Treatment Plant is estimated to represent approximately 16,638 lbs/yr or roughly 6% of the total nitrogen load to the watershed. Phosphorus loads from Town Wastewater Treatment facilities represent an estimated 4,144 lbs/yr. and represent a higher percentage (21%) of total watershed phosphorus loads

**Table 12-3: Loads Attributed to Point Sources Used to Compute the Average Annual Flow TMDL for the Breton Bay Watershed.**

<i>Point Source Name</i>	<i>Permit Number</i>	<i>Nutrient Loads (lbs/year)</i>			<i>Flow (MGD)</i>	<i>Concentration (mg/l)</i>		
		<i>TN</i>	<i>TP</i>	<i>BOD</i>		<i>TN</i>	<i>TP</i>	<i>BOD</i>
Leonardtown Wastewater Treatment Plant	MD0032767	12,420	622	31,050	0.68	6	.3	15

Source: Technical Memorandum *Nutrient Point Sources in the Breton Bay Watershed*, Maryland Department of Environment, March, 2005

## Water System

The Town Water system is served by 3 permitted wells, 3 storage tanks and a distribution system. The Town holds a water allocation permit or groundwater appropriation permit issued by the Maryland Department of Environment for 750 thousand gallons per day (mgd) average daily production and 1.1 mgd for the month of maximum use. Based on the Town's and State's definition of demand for 250 gallons per day per Equivalent Dwelling Unit (EDU), the water system has the permitted capacity to supply approximately 3,000 EDU's. Since only commercial customers are metered, demand estimates and forecasts are based on water production records from the 3 wells at this time. Meters are currently being installed in all residential units and will be online in early 2011. The two older wells are located in the northern and southeastern areas of the system. Well #3 is located on Greenbrier Road and the other (well #4) is located on

Courthouse Drive. These two existing wells are reported to have a total pumping capacity of 762 gallons per minute and are now used for emergency backup only. The Town's newest well (Well #5), also located on Greenbrier Road, was constructed in 2006 and has a pumping capacity of 1.1 million gallons per day. The new well draws from the Patapsco aquifer and serves as the primary water supply source at the present time.

Since the source of Town drinking water is now the Patapsco Aquifer (November 2007) which lies about 800 feet below the earth's surface, it is less susceptible to the naturally occurring Arsenic levels found in the Aquia aquifer which serve as the source for the two older wells. The Maryland Department of the Environment's Water Supply Program (WSP) has conducted a Source Water Assessment for the Leonardtown water supply and has determined that it is not susceptible to contaminants originating at the land surface due to the protected nature of confined aquifers. The water supply is, however, susceptible to naturally occurring arsenic (based on the new EPA standard). The Town's current Water Appropriation and Use Permit (#SM1967G00306) was issued effective May 1, 2001 and will expire May 1, 2013. The Groundwater appropriation permit issued by the Maryland Department of Environment is for 750,000 gallons per day average daily production and 1,100,000 gallons per day for the month of maximum use. Wells #3 and #4 are now used as backups for emergency use with the Town's appropriation permit limiting use to 60,000 gallons per day and 650,000 gallons of maximum monthly use. The pumping capacity of supply wells, authorized by permit, indicate the supply wells average daily capacity exceed the Town's present demands.

## Current and Projected Water Demand

Significant water users in Leonardtown are shown on Table 12-4.

Table 12-4: Town of Leonardtown, Maryland Significant Water Users for CY 2001			
Rank	Customer	Annual Million Gallons	Equivalent Dwelling Units (based on 250 gpd/EDU)
1	St. Mary's Hospital	22	241
2	Leonardtown WWTP	15	164
3	St. Mary's Nursing Center	10	110
4	St. Mary's Detention Center	5.2	57
5	St. Mary's Home for the Elderly	5.6	61
6	Meadow's Farms Nursery	3.6	39
7	Kwik Wash Laundromat	2	22
8	Town Cleaners	1.8	20
9	Breton Bay Associates (Apts)	1.8	20
10	St. Mary's Courthouse	1.6	18
11	Burch Car Wash	1.6	18
Total:		70.2	770

Source: Water Master Plan, Stearns & Wheeler, LLC, September, 2003

These water users consume 70 million gallons annually and represent the equivalent of 770 residential units.

Metered water use for residential customers averages approximately 240 gallons per Equivalent Dwelling Unit (EDU). Approximately 6% of the water users, which are metered, accounted for nearly 40% of the annual water demand in 2001 based on system analysis conducted by Stearns & Wheeler in 2003. In the month of July, 2009 the average Town water usage was 626,065 gallons per day. There are 659 residential and 198 commercial customers for a total of 857 accounts.

To calculate future demand on Leonardtown's water system, a per-household water usage multiplier of 250 gpd (MDE estimate of single family household daily water usage) was applied to projected dwelling unit increases forecast for the Town. Water demand is based on existing dwellings as well as potential units, which may be built through infill development of vacant and underutilized lots within the current municipal boundary and/or in Town designated municipal growth areas (see Table 3).

This growth scenario indicates that in the year 2030, population will be approximately 3,254 residents, consistent with projections established in Section 3 of this Plan and shown in table 12-5. Assuming, an estimated current population of 2,214 residents, this growth scenario will result in 1,040 new residents over the next 20 years. Assuming the average household size remains constant over the 20 year period, an estimated 367 new households are forecast.

<b>Table 12-5: Selected Population Projections for Leonardtown</b>							
<b>Year</b>	<b>2,000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Population	1,896	2,076	2,283	2,495	2,727	2,980	3,254
Households	598	655	720	787	860	940	1026

Figures shown in Table 12-6 indicate the present permit and well pumping capacities of the system can support projected growth to the year 2025.

<b>Table 12-6: Projected Water Demand based on projected population growth within the Town of Leonardtown Corporate limits (infill) and in designated municipal growth areas.</b>						
<b>Year</b>	<b>2009</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>Increase 2009-2030</b>
Population	2,214	2,495	2,727	2,980	3,254	1,040 ***
Household Units*	659	787	860	940	1026	367
Residential Water Demand (GPD)**	164,750	196,750	215,000	235,000	256,500	91,750
Non-residential Demand (GPD) †	461,315	471,315	481,315	491,315	501,315	40,000
Combined Demand	626,065	668,065	696,315	726,315	757,815	131,750
% average daily flow capacity****	83.5%	89.1%	92.8%	96.8%	101.0%	17.5%
% maximum daily flow*****	56.9%	60.7%	63.3%	66.0%	68.9%	12%

Projections shown here based on incremental 5 year growth projections established in Section 3 of this Comprehensive Plan and as used in the Comprehensive Plan Municipal Growth Element for consistency.

Notes:

- \* Household units includes all Equivalent Dwelling Units (EDU's) projection assuming a sustained average of 3.17 persons per household as evident in 2000.
- \*\* Water consumption/demand for years 2015 through 2030 assumes demand for 250 GPD per each additional household as per guidelines provided by MDE.
- \*\*\* Population increase includes growth of existing population as a result of infill development and/or annexation.
- \*\*\*\* Average daily flow capacity/maximum daily flow: 750,000 gpd/1,100,000 as per current Groundwater Appropriation Permit.
- † Estimated Sewer and Water demand in GPD's for non-residential uses assumes construction of 400,000 square feet of commercial or industrial space through the 20 year planning period and that demand will be approximately .1 gallon per day per square foot.

A Water Analysis, completed by Stearns & Wheeler Companies in April, 2005 indicates that in spite of sufficient well capacity to meet water supply needs, the Town will need to make a number of improvements in the form of line replacements and capacity upgrades in key Town locations over the next 15 years. These recommendations are more specifically defined in their report. Projected growth over the next 20 years will also require additional water storage capacity to meet future needs. The same water system analysis indicates that the Town should budget for an additional water storage tank with the capacity to store between .5 and one million gallons over the next several years. This capacity increase would then satisfy fire protection and operational needs, while providing one day's emergency storage. Future growth will also prompt the extension of water distribution lines to areas where growth is proposed within the 20 year planning period.

## Waste Water Treatment Facilities

In 2003 the Town completed a Water and Wastewater System Master Plan. Prepared by Stearns and Wheeler LLC, the plan indicated that the wastewater treatment plant, completed in 1983, is very well maintained. The plant was upgraded to a Biological Nutrient Removal process in 2003, which reduced both nitrogen and phosphorus loadings entering Breton Bay, but did not increase the plant's treatment capacity. At that time the wastewater treatment plant was designed to process 680,000 gpd. In 2003, the plant processed an average of 387,400 gpd. Assuming the treatment plant was to utilize its entire 680,000 gpd capacity, it would be able to serve 2,720 equivalent dwelling units. Current planned development targeted within the existing corporate limits would exceed the current available capacity of wastewater treatment facilities. The following table describes how these EDU's were planned to be allocated in 2003.

Table 12-7: Town of Leonardtown EDU Allocations		
Description	EDU's	MGD Capacity
Total to be allocated	2720	0.680 MGD
Less		
Town not metered	560	0.140
Town metered	1071	0.268
METCOM (both)	625	0.156
<b>Subtotal</b>	<b>2256</b>	<b>0.564</b>
Committed to priority projects	295	0.074



Combined Unallocated	169	0.042
Less METCOM Unallocated	18	0.005
<b>Leonardtown Unallocated</b>	<b>151</b>	<b>0.037</b>

Source: Wastewater System Master Plan, Stearns and Wheeler, September, 2003

The Town is currently planning an upgrade of the treatment plant from Biological Nutrient Removal (BNR) to Enhanced Nutrient Removal (ENR) and an expansion of treatment capacity to 1.2 mgd. Based on information provided by MDE, the Total Nitrogen (TN) load assigned to the Leonardtown WWTP is 12,420 lbs/year. The Total Phosphorus (TP) load assigned to the Plant is 622 lbs/year. Under nutrient caps, NPDES permits will not be issued beyond these limits without appropriate offsets. Acceptable offsets, which include septic system elimination and nutrient trading with other point sources, are described in the “Maryland Policy for Nutrient Cap Management and trading in Maryland’s Chesapeake Bay Watershed,” issued by MDE on April 17, 2008.

The Town Wastewater system should be able to accommodate growth through infill and annexation projected in the Municipal Growth Element of this Plan through the year 2020 with its current permit to treat 680,000 gallons of effluent per day. At 250 gallons per equivalent dwelling unit, treatment capacity can accommodate a total of 2720 Equivalent Dwelling Units (EDU’s). The system currently treats waste generated by approximately 2,256 EDU’s and an additional 295 EDU’s have been committed to priority projects (see table 12-7). These 2,551 EDU’s (current and prioritized) are projected to utilize 637,750 gpd of the systems 680,000 gpd capacity over the next 10 to 15 years. Until such time as plant capacity is increased to 1.2 MGD, the Town does not anticipate allocating EDU’s to additional projects unless treatment capacity can support additional units within the current permitted treatment capacity and within TMDL limits established.

## Estimate of the future water and sewer demand from areas being considered for future annexation.

Previous sections of this plan have provided a “development capacity analysis” to identify projected future residential and non-residential development anticipated within the current corporate limits of the Town. (See Section 11) Three areas proposed for potential future annexation are shown on Map 11-1 in this plan. The Hayden farm, if annexed will be planned for institutional uses including 2 school facilities and a possible library. Lands identified on the map south of Fenwick Street are currently subdivided and partially developed and could represent an additional 25 residential units in the town over time. Lands identified on the map and located east of the Clark Farm represent approximately 180 acres and depending on any future zoning is estimated to be able to sustain approximately 250 to 300 residential units at such time as it may be annexed. All told, at such time as all of these areas are annexed, the demand for additional water supply and wastewater treatment capacity from residential use is estimated to be approximately 81,250 gallons per day. Demand for water supply and wastewater treatment from Institutional uses (schools and library) will depend on final school design capacities but can be estimated based on currently proposed capacities. Middle school capacity is proposed for 700 students within a 101,500 square feet facility. Elementary school capacity is proposed for 646 students in a 74,227 square feet facility. Assuming

enrollment at total capacity in both schools and demand for water supply and wastewater treatment at a rate of 25 gallons per day per student, overall demand for water supply and wastewater treatment can be expected to be approximately 33,650 gallons per day for months when both schools are in session.

<b>Table 12.7A: Estimated daily wastewater treatment and water supply demands from potential annexations</b>			
<b>Residential Demand</b>	<b>Estimated Demand from 2 school facilities</b>	<b>Estimated Library facility demand</b>	<b>Total</b>
81,250 gpd	33,650 gpd when in session (assumes 25 gpd per student with full enrollment)	400 gpd (estimate based on current demand and expected 1/3 increase with new facility)	<b>115,300 gpd</b>

## Planning Recommendations for Water and Wastewater Systems

The Town should develop a plan for accommodating future development while maintaining the highest quality of water and sewerage service. In the past, these services relied heavily on state and federal grants, but diminishing state and federal funds in the recent years mean the Town must plan to take financial responsibility for its own systems. Leonardtown has established a capital fund to build and maintain improvements to these systems, and in recent years has increased fees to support future facilities capacity increases and expansion. The Town will need to monitor required contributions to the fund, to assure hookup fees for new service are high enough to cover the cost of per unit replacement components of the water and wastewater treatment facilities. These funds should not be used for operational expenses. Other recommendations include:

- As part of ongoing consideration of larger development projects, the Town should require the developer to submit any reports and/or studies for the Town's review to demonstrate that each respective development will not have negative impact on the Town's water and wastewater treatment facilities. In some cases, the modeling program developed by Stearns and Wheler may provide adequate information to assess impacts.
- Capacity to satisfy infill development needs (see Municipal Growth Element) should be held in reserve to assure that proposed annexations do not utilize capacity that should be held for existing Town property owners.
- If it is determined that, in consideration of infill needs and the needs of any proposed annexation, the capacity of the Town's water and/or sewer facilities are exceeded, the Town should require that the annexation provide the necessary upgrades or funding for upgrades or reject the proposed annexation. Such upgrades or financial contributions should be included as part of an "Annexation Agreement" or "Developer Rights and Responsibilities agreement".

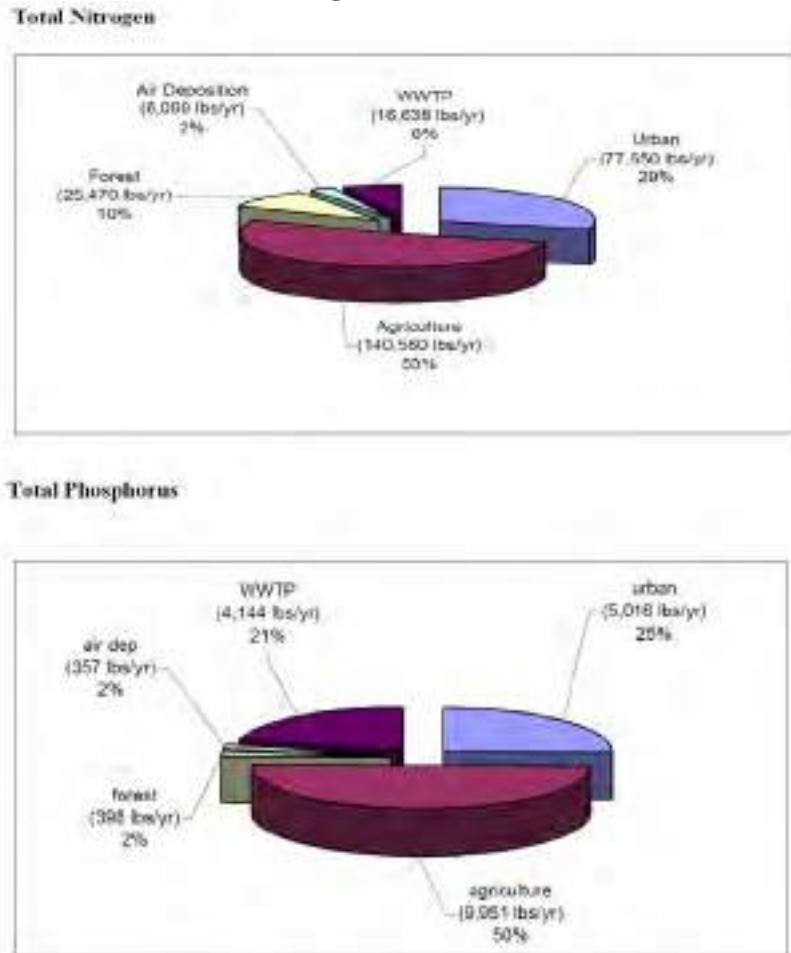
- If it is determined that infill needs and the needs of a proposed annexation exceed the nutrient cap for effluent, the Town should consider requiring that the proposed annexation(s) dedicate appropriate land for land application of wastewater.
- The Town should continue to track remaining capacity in water and wastewater systems with the Town's engineering consultant to assure that capacity is not overcommitted. Such a tracking system should also establish a point source pollution forecast to permit the Town to estimate when WWTP loads would reach the point source cap.
- If it is determined that, in addition to any contributions or upgrades made from developers, additional financial assistance is needed, the Town should seek funding support from MDE through the State Revolving Loan Fund (SRF) or from the U.S. Department of Agriculture (USDA), Rural Utility Service (RUS).
- Plan for improvements to components of the wastewater treatment system to sustain future growth. Components that will reach limiting capacities include the grit chamber (specified to handle up to 1.1 MGD, secondary treatment components (able to handle up to 1.2 MGD), and Clarifiers (limited to a flow of 1.36 MGD).
- Encourage or require use of water conservation fixtures and design techniques in new development to reduce water system demands and reduce flows to the wastewater treatment facility and thereby reduce point source nutrient loadings.

## Non-Point Source Pollution and Stormwater Management Considerations

Non-point source pollution occurs when rainfall, snowmelt, or irrigation runs over land or through the ground and gathers pollutants. Pollutants are then deposited into streams and rivers or introduced into ground water. Stormwater runoff is a significant contributor to non-point source pollutant loading. By all estimates, the largest non-point source of nitrogen in the Breton Bay Watershed was agriculture (approximately 53 percent). Agriculture was also the largest contributor of phosphorus (estimated 50 percent).

The Town of Leonardtown, together with other urban uses in the watershed, contributes an estimated 29% of non-point source nitrogen loadings and 25% of the non-point source phosphorus loadings to watershed tributaries (See figure 12-1). Stormwater runoff is part of the natural hydrologic process. Human activities and landscape changes resulting from urbanization can alter natural drainage patterns and add pollutants to rivers and bays.

**Figure 12-1**



**Figure 4: Estimated Annual Nitrogen and Phosphorus Loads**

In the past, efforts to control the discharge of stormwater, focused on quantity (e.g. drainage, flood control etc.) and only to a limited extent on quality. More recently, awareness of the need to improve water quality has increased. With this awareness Federal, State and, Local programs have been established to reduce pollutants contained in stormwater discharges to our waterways. These programs promote the concept and practice of preventing pollution at the source, before it can cause environmental problems.

In a growing number of communities, a primary determinant of future growth is the assimilative capacity of receiving waters for stormwater runoff associated with land use change. Assimilative capacity is expressed in the TMDLs for the receiving waters.

## Leonardtown's Projected Non-Point Source Loading

Table 12-8 illustrates estimated nitrogen and phosphorous loadings from stormwater runoff based on projected growth in the Town through 2030. To assist communities with preparing a methodology for calculating nutrient loading rates for various land uses, MDE developed estimates of nutrient loading rates and loads.

Land use acreage totals are applied to a formula developed by MDE that includes soil factors, average annual rainfall and impervious surface percentages (impervious surface percentages vary according to land use – generally, developed land has a higher percentage of impervious surface than undeveloped land). The result is a per-acre rate of loading for each land use. The “Developed Land” per acre rate of loading was applied to the Town of Leonardtown since it reflects a mix of residential, commercial and industrial uses.

<b>Table 12-8: Leonardtown estimated non-point source loading rates and loads (2009 and 2030)</b>				
Estimated Acres of Developed Land*	Nitrogen Loading Rate (lbs/ac)	Phosphorus Loading Rate (lbs/ac)	Estimated Nitrogen Load (lbs)	Estimated Phosphorus Load (lbs)
Year 2009 1,230 acres**	8.77	1.14	10,781	1,402
Year 2030 1,456 acres†	8.77	1.14	12,769	1,660
Net Increase	---	---	1,988	258

Notes: Loading rates are based on MDE/CBP land use load estimates.

\* “Developed” includes residential, commercial, industrial and institutional land uses.

\*\* The Town corporate boundaries include a total of approximately 2,274 acres. Figure shown subtracts approximately 1,044 acres within the corporate limits which are vacant or undeveloped.

† Year 2030 estimate of developed land acres assume development of 367 residential units at 2 units per acre and construction of 400,000 square feet of non-residential uses on 42 acres during the planning period.

Estimates shown in Table 12-8 indicate that approximately 1,988 additional pounds in nitrogen loading and 258 additional pounds in phosphorus loading can be expected from non-point sources of nutrients as a result of projected development over the period. This estimate does not account for development or annexation of any specific site or land area but assumes that development may occur as a result of both infill developments within existing corporate limits and/or annexation.

Table 12-9 represents results from use of an alternative method used to estimate future levels of pollution from non-point sources in Leonardtown. This method utilizes the "Watershed Treatment Model for Urban Watersheds", developed by MDE and the Center for Watershed Protection. The model incorporates estimates made using measurements of annual rainfall and impervious surface area based on land use and Environmental Protection Agency (EPA) estimates of standard concentrations of nitrogen and phosphorous in urban area stormwater runoff.

This model, also known as the “simple model” for calculating pollutant loads is as follows:

$$L = 0.226 * R * C * A$$

Where

L = Annual Load (lbs),

R = Annual runoff (inches),

C = Pollutant concentration (mg/l),  
A = Acres of impervious surface, and  
0.226 is the unit conversion factor for converting milligrams to pounds.

Use of the simple formula results in loadings for nitrogen and phosphorus that are somewhat less than those shown in Table 12-8 when compared with projected increases in Table 12-9. The two methods establish an estimated range of expected increases in non-point source nitrogen loadings of between 1,593 and 1,988 lbs. per year. Likewise, an estimated range for projected phosphorus loadings falls between 207 and 258 lbs. per year.

<b>Table 12-9: Leonardtown stormwater pollutant loadings from projected infill development and growth within areas considered for annexation.</b>					
	0.226 conversion factor for converting milligrams to pounds.	(R) Runoff (annual inches of water††)	(C) Pollutant Concentration (2.0 mg/l)	(A) Impervious Surface (acres) †††	(L) Total load (lbs/year)
Estimated Nitrogen loadings †	0.226	43.1 inches	2.0 mg/l Nitrogen concentration	81.76	1,593 lbs/year Nitrogen
Estimated Phosphorus loadings †	0.226	43.1 inches	0.26 mg/l Phosphorus concentration	81.76	207 lbs/year Phosphorus

† Source: Stormwater Manager's Resource Center (SMRC), EPA Offices of Water and Wastewater Management, "Watershed Treatment Model for Urban Watersheds", MDE and the Center for Watershed Protection. Medium density land use impervious surface multiplier (0.28) was used to calculate future impervious surfaces for residential use and (0.72) for commercial.

†† Source: Worldclimate.com Global Historical Climatology Network (GHCN) for Leonardtown, MD.

††† Impervious surface calculation assumes 367 new residential units at 2 units per acre and assumes 184 acres will be converted to residential land use between 2009 and 2030 and 42 acres are converted to non-residential use during the same period. Impervious surface calculation as follows (184 acres X .28 multiplier + 42 acres X .72 multiplier = total impervious surface created through the planning period.

These estimates further assume that the loading rates per acre will remain the same through the period to 2030. Greater use of Best Management Practices (BMPs) for management of stormwater quality, which is required in future Town development, could reduce the projected increases in nitrogen and phosphorus loadings. Therefore, it would appear that Leonardtown's growth will represent a small proportion of total TMDL's likely to be allocated for non-point sources, and can be accommodated in watershed-wide context, particularly if other non-point sources sustain reductions as planned in the *Breton Bay Watershed Action Strategy*.

This conclusion, of course, does not take into account the demands on the assimilative capacity of the watershed from other growth or activities within the watershed (e.g., County growth and Agricultural use) and underscores the importance of regional planning and coordinated land use and growth management strategies based on sound watershed planning principles. It also underscores the importance of inter-jurisdictional coordination and cooperation between St. Mary's County, the Town, and State agencies



enjoined to support the Agricultural industry's efforts to reduce non-point loadings in the watershed.

For both TMDLs, Maryland has several well established programs that will be drawn upon to secure nutrient reductions. Also, Maryland has adopted procedures to assure that future evaluations are conducted for all TMDLs that are established. The implementation of point source nutrient controls will be executed through the use of NPDES permits. The NPDES permit for the Leonardtown WWTP will have compliance provisions, which provide a reasonable assurance of implementation.

Finally, Leonardtown's Land Use and Municipal Growth Plans reflect "smart growth" strategies. They are designed to concentrate development adjacent to the existing developed areas within the corporate limits. Growth will be permitted on lands at net densities ranging from 2 to 4 units per acre. The result is development concentrated within the existing corporate limits and in any areas that may be annexed and support development in cluster form. This approach maximizes opportunities to minimize additional nutrient loadings in the Breton Bay Watershed.

## Water Resources Goal and Objectives

The Water Resources Goal for Leonardtown is:

- To maintain a safe and adequate water supply and adequate capacities for wastewater treatment to serve projected growth at sustainable levels; to take steps to protect and restore water quality; and to meet water quality regulatory requirements in the Breton Bay Watershed.

Objectives to Support this Goal are:

- Assure that existing and planned public water systems meet projected demand in a sustainable fashion.
- Assure that existing and planned public wastewater collection and treatment systems meet projected demand without exceeding their permitted capacity.
- Assure that the Town's stormwater management policies reflect the most recent state requirements, and require Low Impact Development (LID) practices that utilize Environmental Site Design (ESD) principles for managing stormwater in both new development and by existing homeowners.
- Maintain land use patterns that limit adverse impacts on water quality.
- Continue to focus growth to areas best suited to utilize the existing and planned water and wastewater infrastructure efficiently and sustainably.

# Water Resource Non-Point Source Strategies and Recommendations

The Town should establish a land use planning framework that is supportive of water quality protection efforts. These include:

- Use of “Environmental Site Design” (ESD) Principles to manage Stormwater in new development. The Maryland Stormwater Management Act of 2007 is based upon Environmental Site Design (ESD) Principles, which attempt to mimic natural hydrology on developed sites. The Stormwater Management Act of 2007 is based upon 13 core principles, which are listed below:
  1. Increase onsite runoff reduction volumes
  2. Require a unified early ESD map
  3. Establish nutrient-based stormwater loading criteria
  4. Apply ESD techniques to redevelopment
  5. Integrate ESD and stormwater management together at construction sites
  6. Provide adequate financing to implement the Act and reward early adopters
  7. Develop an ESD ordinance that changes local codes and culture
  8. Strengthen design standards for ESD and stormwater practices
  9. Ensure all ESD practices can be adequately maintained
  10. Devise an enforceable design process for ESD
  11. Establish turbidity standards for construction sites
  12. Craft special criteria for sensitive and impaired waters of the state
  13. Implement ESD training, certification and enforcement

The Town should consider amendments to Stormwater Management Regulations to incorporate these principles in standards for future development and site planning.

- Requiring bio-retention as a means of treating stormwater runoff. Bio-retention, such as a rain garden, provides stormwater treatment that enhances the quality of downstream water bodies by using soil and both woody and herbaceous plants to remove pollutants from stormwater runoff.
- Determining the feasibility of implementation of a stricter lot coverage limit on all new development.
- Review of existing stormwater management facilities and practices and investigate innovative methods to retrofit these facilities to include enhanced water quality benefits.
- Creating incentives that encourage water quality improvements for existing development through stormwater management techniques such as rain barrels, rain gardens, and native planting plans.

- Educating existing and future homeowners regarding the importance of water conservation and stormwater management for sustainability.

Rain gardens serve as bioretention areas (see figure 1) which are vegetated surface depressions, often located at low points in landscapes, designed to receive stormwater runoff from roads, roofs, and parking areas. The gardens' sandy soils allow stormwater to infiltrate quickly to the native soils below and eventually contribute to groundwater recharge.

- Utilize Low Impact Development (LID) stormwater management techniques and devices in new developments to minimize flows and attenuate impacts near their source. These include:
  - Bioretention or vegetated depressions that collect runoff and facilitate its infiltration into the ground. These include rain gardens as discussed above. (See figure 1)

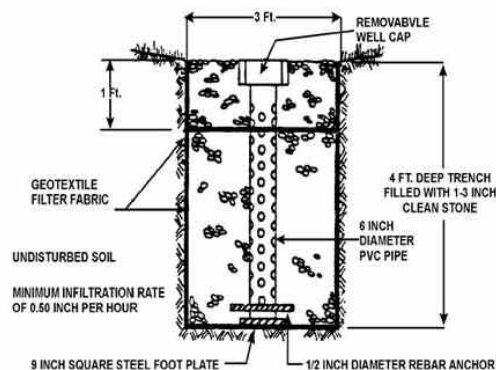
**Figure 1: Bioretention Area**



Source: Prince Georges County DER

- Infiltration Trenches: Trenches filled with porous media such as bioretention material, sand, or aggregate that collect runoff and infiltrate it into the ground.

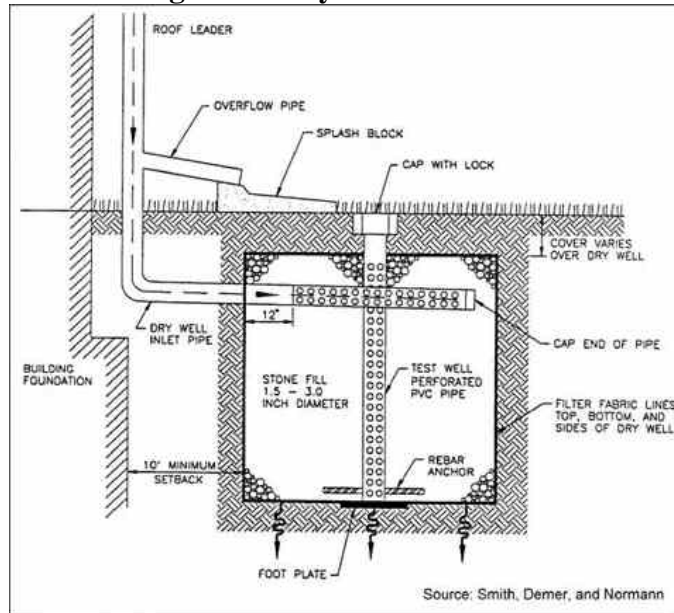
**Figure 2: Infiltration Trench Schematic**



Source: SWRPC, 1991. In EPA, 1999c.

- Dry Wells: Gravel or stone-filled pits that are located to catch water from roof downspouts or paved areas.

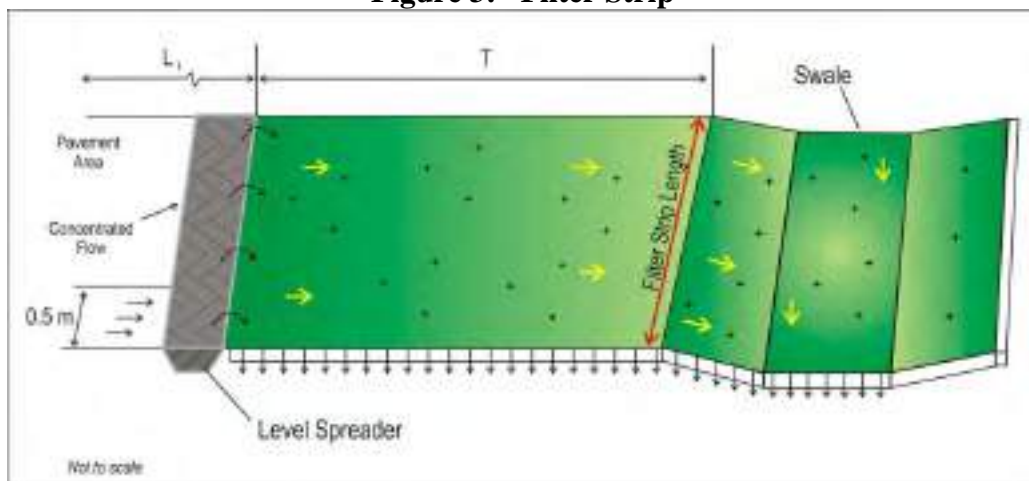
**Figure 2: Dry Well Schematic**



Source: Stormwater Management for Maine, 1995.

- Filter Strips: Bands of dense vegetation planted immediately downstream of a runoff source designed to filter runoff before entering a receiving structure or water body.

**Figure 3: Filter Strip**

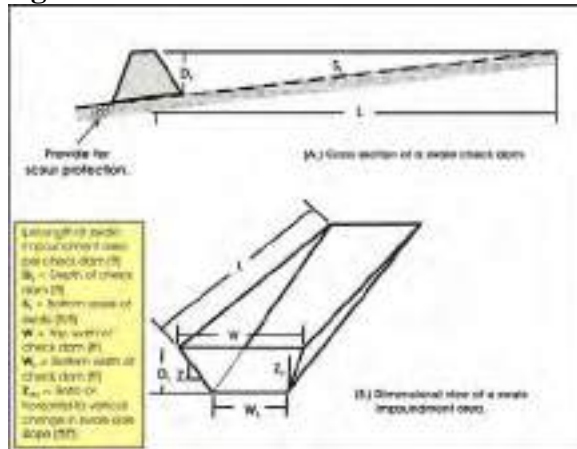


Source: Low Impact Design Manual, US Army Corps of Engineers, 2004

- Inlet Pollution Removal Devices: Small stormwater treatment systems that are installed below grade at the edge of paved areas and trap or filter pollutants in runoff before it enters the storm drain.

- **Grassed Swales:** Shallow channels lined with grass and used to convey and store runoff.

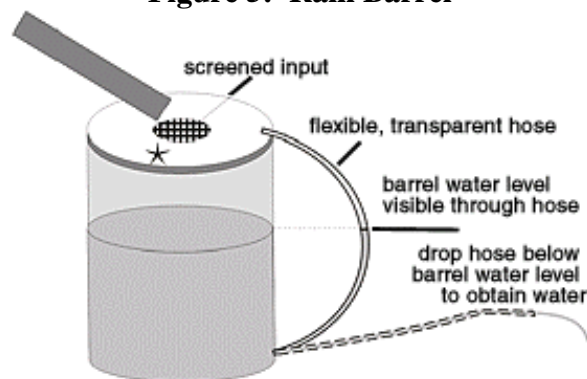
**Figure 4: Grassed Swale Schematic**



Source: NVPDC, 1991. In EPA, 1999d.

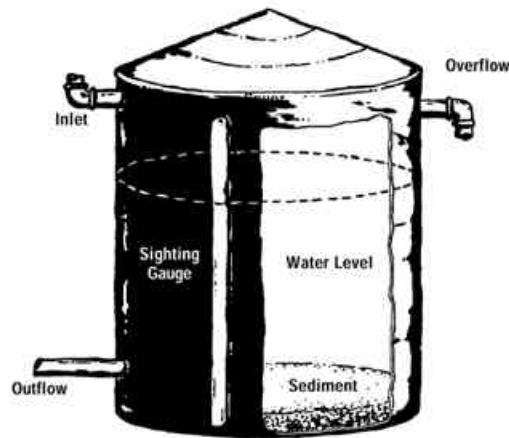
- **Permeable Pavement:** Asphalt or concrete rendered porous by the aggregate structure.
- **Permeable Pavers:** Manufactured paving stones containing spaces where water can penetrate into the porous media placed underneath.
- **Rain Barrels and Cisterns:** Containers of various sizes that store the runoff delivered through building downspouts. Rain barrels are generally smaller structures, located above ground. Cisterns are larger, are often buried underground, and may be connected to the building's plumbing or irrigation system. Rain barrels and cisterns are low-cost water conservation devices that reduce runoff volume and, for very small storm events, delay and reduce the peak runoff flow rates. Both rain barrels and cisterns can provide a source of chemically untreated 'soft water' for gardens and compost, free of most sediment and dissolved salts.

**Figure 5: Rain Barrel**



Source: Maryland DNR Green Building Program.

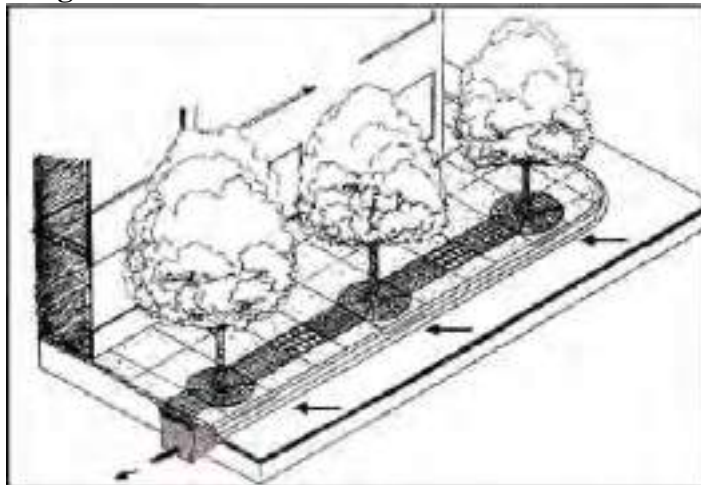
**Figure 6: Cistern**



Source: Texas Guide to Rainwater Harvesting.

- Soil amendments: Minerals and organic material added to soil to increase its capacity for absorbing moisture and sustaining vegetation.
- Weirs and check dams in swales
- Tree Box Filters: Curbside containers placed below grade, covered with a grate, filled with filter media and planted with a tree in the center.

**Figure 7: Manufactured Tree Box Filter**



Source: Virginia DCR Stormwater Management Program.

- Vegetated Buffers: Natural or man-made vegetated areas adjacent to a water body, providing erosion control, filtering capability, and habitat.
- Vegetated Roofs: Vegetated roofs, also known as green roofs, eco-roofs or nature roofs, are structural components that help to mitigate the effects of urbanization on water quality by filtering, absorbing or detaining rainfall.



**Figure 8-12. Vegetated Roof Cross-Section**



Source: American Wick Drain Corp.

## Alternative Land Use Plan Scenarios considered.

During the course of preparing this Comprehensive Plan for the Town of Leonardtown, several alternative land use plan scenarios were considered. Each was evaluated utilizing several criteria.

These criteria included:

- The combined point and non-point source pollution impacts of each scenario
- The likely results of each alternative in fostering greater or lesser impervious surface land cover.
- Degree to which each alternative achieved consistency with Maryland Smart Growth objectives.
- Degree to which each alternative supported the Comprehensive Plan's overriding goals to "Retain Leonardtown's small town character.
- The degree to which each alternative land use scenario was well received or not so well received by the members of the Comprehensive Plan Advisory Committee, Planning Commission and Mayor and Council of Leonardtown.

A no-build alternative was briefly considered and found to be inconsistent with both State and County Smart Growth initiatives. Leonardtown is a designated growth center under the terms of both State and County established policies and is therefore expected to grow over time to reduce pressures for growth in more rural areas of St. Mary's County.

Evaluation of alternative residential densities in various undeveloped land locations within the current corporate limits of the Town were also examined to ascertain where density increases or decrease might minimize impervious surfaces or reduce potential pollutant impacts. The Town selected the proposed plan to sustain the PUD zoning of key larger undeveloped parcels for several reasons. PUD zoning permits substantial areas of sites to be set aside in open space to correspond with sensitive areas adjacent to stream systems and Breton Bay front. This space accommodates buffer to minimize impacts associated with development disturbances along both the bay front and tributaries providing water quality benefits.

Additional areas were evaluated for potential to support commercial forms of development. Very few such areas were considered appropriate for non-residential development because a number of town objectives are established to foster downtown economic activity and other non-residential or commercial development locations were of concern since they might dilute the viability of the downtown and therefore be at cross-purposes with the downtown plan element objectives. (See Section of plan concerning the downtown.)

Finally, increasing densities on larger remaining undeveloped tracts was considered inconsistent with the Town's interest in maintaining its small town character with the exception of future consideration to be accorded portions of the Tudor Hall Farm, located adjacent to the existing downtown area where expansion of the Downtown, with both commercial and institutional uses as well as higher density residential uses may be considered appropriate in the future.

The selected land use plan scenario reflected in the Land Use Plan element of this Comprehensive Plan was determined to be the most appropriate land use scenario to achieve the best possible plan in the context of the criteria evaluated and the alternative considered to be of least impact toward achieving State and Town water quality objectives.

## Section 13: Sensitive Areas Plan Element



### Background

The Economic Growth, Resource Protection, and Planning Act of 1992 requires local governments to include a sensitive areas element in their comprehensive plans. This element must contain goals, objectives, principles, policies, and standards designed to protect sensitive areas from the adverse effects of development. Four environmentally sensitive areas that require protection under the Act are (1) streams and their buffers, (2) 100-year floodplains, (3) habitats of threatened and endangered species, and (4) steep slopes. Local jurisdictions may choose to protect other types of sensitive areas including natural and cultural resources such as scenic vistas, historic properties, and archaeological sites. The sections that follow describe sensitive areas in and around the Town of Leonardtown. Maps referred to below are on file in the Town offices.

#### Streams and their Buffers

Breton Bay and the major streams in Leonardtown are shown on the sensitive areas map in the Leonardtown Critical Areas Program. Preservation of natural land and vegetation along a stream provides a buffer that protects the stream from sediment, phosphorous, and other runoff pollutants. Major tributary streams to Breton Bay include Macintosh Run and Town Run.

#### Floodplains

The 100-year floodplain is the land area along a stream that is susceptible to inundation by a flood of a magnitude that would be expected to occur on average only once every 100 years as a result of rainfall and runoff from upland areas. The 100-year floodplains of streams in Leonardtown are shown on the Leonardtown Critical Areas Program maps.

#### Habitats of Threatened and Endangered Species

Certain areas, due to their physical or biological features, provide important elements for the maintenance, expansion, and long-term survival of threatened and endangered species. These areas, called habitats may include breeding, feeding, resting, migratory, or over wintering areas. Physical or biological features of habitats may include the structure and composition of the soil, vegetation, and the faunal community; water chemistry and quality; and geologic, hydrologic, and microclimatic factors. Habitats may need special management or protection because of their importance to conservation of threatened or endangered species.

## Map 13-1 Sensitive Species Habitat Breton Bay Watershed

### Wetlands Key

 Wetlands of Special  
State Concern

### Estuarine Inter tidal

 Emergent

 Scrub Shrub

### Palustrine


 Emergent

 Forested

 Scrub Shrub

 Unconsolidated  
Bottom

 Water

 WRAS Watershed  
Boundary

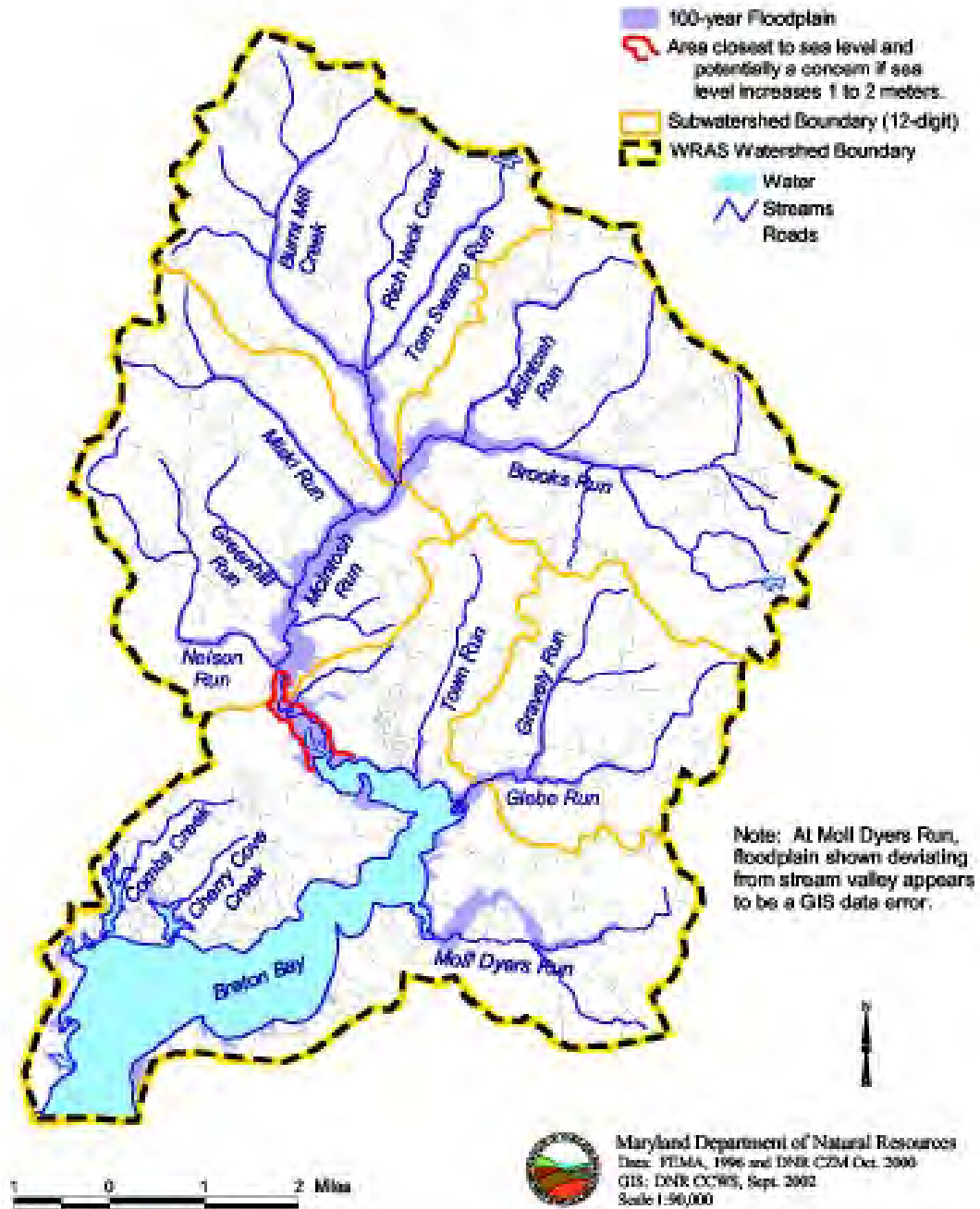
 Streams  
 Roads

Note: Key is limited  
to wetland categories  
visible at this scale.



Maryland Department of Natural Resources  
Data: DNR Wetlands, 1992  
GIS: DNR CCWS, Sept. 2002  
Scale 1:90,000

**Map 13-2 Floodplain and Sea Level Rise  
Breton Bay Watershed**



### Map 13-3 Sensitive Species Habitat Breton Bay Watershed



The Maryland Natural Heritage Program is responsible for monitoring and documenting the well-being of endangered and threatened species. Habitats for endangered or threatened species have been found within the borders of Leonardtown.

The bald eagle is the most frequently reported rare and endangered species near Leonardtown. One nest site has been identified near Camp Maria on Breton Bay. However, there are no nest sites in Leonardtown.

Species with special federal status, with a habitat near Leonardtown, include Dabbling Ducks and Diving Ducks. These species frequent the mouth of Breton Bay, and are found scattered offshore throughout the coast near Leonardtown.

There is a current population of the Dwarf Wedge Mussel, *Alasmodonta heterodon*, in McIntosh Run, north of Leonardtown which could extend into smaller tributaries of McIntosh Run. *Alasmodonta heterodon* is a state endangered species. There are also records of the *Chelone oblique*, or Red Turtlehead, in wetlands to the west of Leonardtown. The Red Turtlehead plant has been classified as a state threatened species by the Maryland Natural Heritage Program.

Approximately 58 acres of “Forest Interior Dwelling Species” or (FIDS) Habitat in Town ownership is located between McIntosh Run and Tudor Hall Farm. As shown in Map 13-3, much larger land areas upstream in tributary portions of the Run, have been identified by Maryland DNR as high quality FIDS habitat.

Since these species have been documented in some tributaries to McIntosh Run, development plans for any future projects in locations where these species might be present will be submitted to the Maryland Natural Heritage Program for review.

### Steep Slopes

Steep Slopes are considered sensitive areas because of their potential for soil erosion and slope instability, as well as the diversity of plant and animal species found on undisturbed slopes. Clearing and grading of land results in increased soil erosion. The steeper the slope is, the greater the erosion problem. Runoff from rainfall carries eroded soil into the streams. By increasing the turbidity of the stream, this sediment destroys the stream’s plant and animal life. In addition, the sediment carries heavy metals, pesticides, nutrients, and other pollutants that degrade water quality.

For planning and design purposes, slopes greater than 15 percent are considered to be steep. The Town of Leonardtown is situated in the low, flat plain region in the Atlantic Coastal Plain. Its developed area is bordered by land with slopes greater than 15 percent. These very narrow and steep areas are found to the east along Town Run and to the west, just beyond the developed residential area. Slopes greater than 15 percent also occur to the east and west of Washington Street along Breton Bay.



Elevations in Leonardtown range from 110 feet above sea level to sea level. The highest land is in the north west area of Town. The town center and historic area are situated on the edge of a gradually sloping plain at an elevation of 90 feet above sea level.

## Sensitive Areas Objectives and Policies

Sensitive Areas objectives include insuring that the type and intensity of development are appropriate to the natural capabilities of the land on which the development takes place. Development should be outside of the sensitive areas. Land and natural features important to maintaining the health of the town, which present constraints for development, and which are critical to reducing damage to Breton Bay as well as the Chesapeake Bay, should be preserved from disturbance and enhanced to increase the effectiveness of their benefits for erosion control, filtering of sediments and nutrients and provision of essential habitat for wildlife. In return, citizens receive the benefits of reduced construction costs, minimization of erosion and flood events, and improved water quality for drinking and recreational use.

Objectives and policies for protection of sensitive environmental features in Leonardtown include:

- Restrict development in sensitive areas. Direct growth away from such areas.
- Prohibit extensive alteration to major drainage courses.
- Protect vegetation in and around steep slopes, floodplains, and stream buffers. Prioritize these areas for preservation when open space dedication is required as part of the subdivision or development process.
- Prohibit development where sewage treatment will not be part of the central collection and treatment system operated by the Town.
- Encourage the linking and connection of forested areas required for preservation so that a wildlife habitat and corridors for wildlife movement can be maintained.
- Encourage best management practices (BMP's), utilizing "Environmental Site Design (ESD) principles such as low impact development techniques, as described in the Water Resources element of this plan.
- Minimize impacts on sensitive areas in both public and private sector development projects by siting and designing construction activities and necessary land disturbances to minimize adverse impacts on sensitive areas.

- Promote an environmental stewardship ethic through education and volunteer programs.
- Coordinate development approvals with the Maryland Chesapeake Bay Critical Areas Commission and the Maryland Department of Resources, Natural Heritage Program when located in the Critical Area or known habitats of sensitive plant and wildlife species.
- Utilize natural buffers as the preferred means of protection for streams, steep slopes, and floodplain systems over engineering solutions. Exceptions may be made where planned density or preferred land use configurations cannot otherwise be achieved. In such cases on-site or off-site mitigation may be required.
- Monitor the application of development regulations to facilitate development, while assuring protection is afforded to sensitive areas.
- Encourage waterfront property owners to preserve natural features and protect natural resources. Inform homeowners of practices they can apply or actions they can take to protect their land and the watershed. Such actions can include dispersing rather than channelizing stormwater runoff, widening stream buffers, forest management, invasive species management, soil stabilization/sediment control, landscaping, and tree preservation.

## Recommendations for Protection of Sensitive Areas

Action steps for the implementation of the policies of the Sensitive Areas Element include assuring that the Town Code includes regulations to accomplish the following:

- Application of development standards that will offer flexibility to the developer, while at the same time protecting the public interest and sensitive areas.
- Coordinate the requirements of regulation for sensitive areas with the Forest Conservation Act requirements, to encourage the conservation and creation of contiguous wildlife corridors and habitats.
- Provide a natural buffer of at least 100 feet from perennial streams and surface water impoundment areas.
- Protect and provide a buffer from steep slopes when they include an area of 5,000 square feet or greater and have a slope of 15 percent or greater.

Other recommendations for protection of sensitive areas that are non-regulatory in nature include:

- Establish and maintain a network of greenways along Town Run and McIntosh Run. Greenway connections to the governmental center, the library, the waterfront, Port of Leonardtown, and elsewhere within the town should be supported. Use of such greenways as pedestrian/bicycle trails should be pursued.
- Develop a pamphlet/brochure for rural homeowners on resource management/conservation issues, programs that are available to help them, and techniques they can use to manage their properties that will aid in protecting the watershed and Breton Bay. This pamphlet/brochure could be given to each homeowner/builder.
- Encourage school or civic groups to stencil “Don’t Dump – Breton Bay Drainage” (or similar language) on storm drain inlets around the bay. This has been a very popular and effective awareness tool for the Chesapeake Bay watershed. Several storm drains in Leonardtown have been stenciled in the past with “Chesapeake Bay drainage”, but these are now faded. This would be an excellent public/community service project.