

A Concept Vision for the Leonardtown Waterfront



A Concept Vision for the Leonardtown Waterfront

Prepared for Leonardtown

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Concept / Vision Plan for the Leonardtown Waterfront

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THE VISION

The Mayor and Town Council and Town Administration have called for a vision for the town's waterfront that identifies and responds to the concerns that Leonardtown's waterfront remains a resource that must benefit the town and community at large. As the waterfront has increasingly become attractive to development by private interest, the town needs to establish guidelines that direct and define appropriate use, location, access and design of improvements. While zoning and special districts provide directives to private developments, this study examines the interface of private waterfront development to public waterfront ownership and how they can be successfully fitted together that is mutually beneficial.

THE PURPOSE

The purpose of this study is to define the framework for the on-going and future development of this major town resource. This framework should establish an appropriate scale and character that reflects the adjacent neighborhood and the existing town center. This scale and character should also serve as the framework for new development. Further, specific natural and manmade features must be analyzed to identify their value and to consider their impact on land use. These include the towns' plan as it exists and to immediate and future town expansion both adjacent and away from the waterfront that will add an increased population and access pressures. The natural features would include: the vegetative cover, forest to wetlands, the topography, habitats, water depths and views that form the character of the land.

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Other overlays such as zoning, critical area setbacks and water depth restrictions further define the use and access to the waters edge and actual water use. The town's and Breton Bay's history have shaped the specific plans for the Leonardtown wharf development at the end of Washington Street and these interests and plans should continue to influence further developments specific to the interface of land and water upstream from this pending improvement.

Historically the town has had only a small access to the waterfront with a limited Washington Street right-of-way edged by private lands. Most public access initially was for waterfront commerce via sail and steamships, then for a private marina and restaurant. For over ten years, public access to the waterfront was derelict and disconnected to the town center with little public / town interest of focus to waterfront use by the general population. This area of the town has now become an area of opportunity for growth and development.

As can be shown by the property maps, the largest undeveloped waterfront land owner who can control and direct the future fate of this major resource is the town of Leonardtown. The integration of land use and water use will be the key to the town's success and provision as an amenity attractive to the entire community.

STUDY PROCESS

The preparation of this study has followed several steps intended to define issues of concern, provide options to resolution and develop a preferred recommended concept plan of action. The concepts and guideline presented herein are proposed not as a final plan but rather as a means to provide an initial vision of the waterfronts, use of public land and to solicit conditional community input and response.

The steps in the process define the relationship of the land and water and provide direction to where and how development should occur.

The steps include:

1. Defining the town pattern, context
2. Analyzing the site
3. Providing a summary analysis and findings
4. Defining the planning issues and problem statement
5. Comparing similar towns and cities
6. Forming concepts
7. Identifying management and maintenance responsibilities
8. Forming recommendations
9. Implementing strategy

STUDY GOALS AND OBJECTIVES

This study's goals are primarily to develop a vision and initial concept plan that will define the future character of the waterfront.

The objectives of this vision are:

1. To ensure the existing town pattern continues to the water utilizing public land and incorporating private developed open space.
2. To maximize public access to the waterfront
3. To provide a framework for development that capitalizes on the waterfront resource
4. To promote appropriate land use relative to the sites land form and key assets
5. Protect, strengthen and encourage a more natural shoreline and slopes to maintain the existing character asset while promoting sensitively planned public access and upland development.
6. To accommodate increased demand for recreational boating, slips and piers while protecting water quality.
7. To provide a continuous public pedestrian access system that would link the proposed wharf to the McIntosh Run and the existing kayak facility at Route 5.
8. Promote public access to the conservation area from the town edge, new development on private land, and from the water's edge.

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9. Identify best preferred areas of waterfront development and access as determined by the site's assets and water depth, land form and adjacent proposed land uses and vistas.
10. Identify environmentally sensitive areas for non-development and limited access.
11. Provide potential access areas to the water's edge related to upland links of development considering streets, parking, public services, fire, police protection access and handicap needs.
12. To consider public street access and open space links that provide town wide waterfront access while minimizing traffic impact on existing and new proposed adjacent neighborhoods.
13. To promote "appropriate" density, height and massing of upland development that impacts the waterfront.
14. To recognize and preserve views and vistas of the opposite shore as well as from the water to this waterfront.
15. To consider upland private development without creating a barrier between the existing town edges and the waterfront.
16. To establish a balance between development and no development areas.
17. To identify and develop initial design guidelines to shape future development of public access to and along the waterfront.

BOUNDARIES

Provided herein is a map identifying the parameters of consideration and identifying the public town owned land and private parcels. While the larger context includes from the water to Route 5, this study is focused on the key 400 to 600 feet from the water edge to the upland areas intended for development, including the McIntosh Run to the edge of proposed development.

PLANNING OPPORTUNITIES AND CONCERNS

1. As exists in 2006 the public has had little physical access to the waterfront that is limited primarily to the end of Washington Street. There has not been a concerted effort to develop a public presence at the water's edge until the soon to be implemented Leonardtown Wharf Plan. Due to numerous private properties that extend to the water's edge downstream from Washington Street, general public access along the shore is non-existent.
2. As can be seen on the boundary map the water edged lands upstream from Washington Street, up the McIntosh Run to Route 5 are currently town owned lands. Private lands are situated mostly between these public lands and the existing town edges, and by Route 5, and beyond Route 5 to the proposed growth areas. (See Map)
3. Therefore, the private lands, except for Parcel K, are strategically assembled in a manner as to create potential barriers to increased town wide public access to the 2 miles of linear waterfront owned by the town.
4. As Leonardtown itself and the surrounding region continue its development pace, those changes therefore will create new

relationships between adjacent communities and the waterfront. Measures need to be taken by the town to ensure the new communities provide adequate public access through private lands by public street extension of the town grid or by public and "HOA" open space corridors to the water's edge. It is not intended that the waterfront is separate from private neighborhood development.

5. The public land holdings along the waterfront are unique. The shoreline is a beautiful scene including views across Breton Bay. The shoreline interest is created by a gentle rhythm of coves and capes, the water quality and sheltered water edged by vegetated hills and wetland habitat. These important elements that define the site character are vital components of any development. Design guidelines and land use must be sensitive to the environment.
6. Total water edge development of this resource should be discouraged. By identifying the best opportunity sites to link upland use to water edge access, anticipated increased public access should fit or be able to fit into this environment.
7. Plans should identify building to water edge setbacks and height of building, and building mass to minimize buildings

overburdening the environment as character of the place.

8. Traffic and parking generated by marinas or other uses must respect the land form, vegetation, views and be sensitively fitted to the topography and not create barriers to pedestrian waterfront access.
9. The built environment on private and public land needs to contribute to and form a sense of place that is unique and dynamic to the existing fabric of the waterfront.
10. As the town and region grows there will be increased awareness of the waterfront. Controlled and access alignment must be planned in advance of development.
11. A process for maximizing private funding must be established.
12. Methods of land exchange and potential reconfiguration of public and private lands needs to be analyzed.

THE CONCEPT

There are several key underlying elements that shape the concept and vision for Leonardtown's waterfront.

1. Context of the existing town form.
 2. Expansion of local and regional population.
 3. Limited real and perceived public access to the waterfront.
 4. The fit between private upland development and the public waterfront.
 5. The site's specific characteristics of natural and manmade determinants.
 6. Identification of private vs. public lands and the knitting together to form a fabric of land use and access.
 7. The use and control of the waterfront by existing regulations or identifying additional policies required.
 8. Design guidelines specific to waterfront use access and development.
 9. Identification of development / no development areas along the entire Breton Bay segment and the McIntosh Run.
- 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 in both cases would be influenced strongly by the physical characteristics on the land, the water depth, slopes, ravines and land use. The intersection of these north south and east west access routes would create special places of activity related to the unique conditions of the natural shoreline. The varying character of these places provides a sequence of events as one moves to and along the waterfront.

- Referring to the town's existing street pattern as shown on enclosed map, a diagrammatic plan illustrates the north south streets and east west streets that if extended would connect this neighborhood portion of the town to the waterfront. While topographic conditions or private land ownership may alter the direction of these extensions as streets, they could continue as public right-of-ways for links to the waterfront. While these local streets may need to be prioritized as to the most effective routes to the waterfront, it nonetheless reinforces the idea of public streets or right-of-ways as a means of access. This concept exists in Ocean City, New Jersey and nearby in portions of Cambridge, Maryland.
- 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. To maintain and enhance the street public right-of-way concept, north south right-of- ways need

to extend from the proposed street to the waterfront as directly as possible as “one main route to the sea” or as multiple right- of-ways with or without paved streets in them. This method is particularly needed where private land development will occur. It is paramount that the most direct obvious route to the waterfront be provided to encourage town wide access beyond Washington Street.

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.

- Additional public access is possible through open spaces such as HOA land within developments. However, it is recognized that these encourage walking relative short distances from nearby residences, and may be of concern with general public access overlap.
- Providing town wide access predominantly by automobile and buses for institution use will require a specific need for parking that may be independent of local adjacent neighborhoods with little sharing overlap. Providing public waterfront access and parking in advance of or without private development may need to be provided with allowances for additional later private development. The need, quantity of parking and location needs to be timely and coordinated with appropriate waterfront development and nature of activities being encouraged at these locations. Parking location and the access size and design

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are impacted by topography, elevations and slopes, adjacent land use and views. Using the right-of-way / corridor concept would place town wide parking capacities along at or near the right-of-way terminus.

- 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 then walking, whereas the extension of access from the end of Washington Street will be more appropriate for only pedestrian use. New housing west off 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.

THE INTERFACE BETWEEN PRIVATE TO PUBLIC OWNERSHIP

As indicated on the boundary map, there are approximately 389 total acres. **238.96** +/- acres of public land are owned by the town, interspersed is **145.64** +/- acres of private ownership. They are arranged in an irregular order somewhat shaped by natural determinants. It is assumed that the sale or exchange of some public land would enable land areas (land bays) to be improved for more efficient land use and connectivity to each other. It further could improve access by forming vehicular and pedestrian systems that would knit the community together with an orientation and connection to public water access and land use.

It is significant here that the perceived and real public access is achieved through both private and public land, while weaving through the natural and built environments.

Absent private development, the town should reserve public access corridors that eventually will knit landowners together and assure future public access to the waterfront by the public shareholders. As new development occurs on the private lands and forms new land ownerships and tax base for the town they too will share in the concept of waterfront access. Another benefit is providing to developers identifiable concept of access and intended public use waterfront use and ownership.

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The “seam” common to public private land is most important toward the Breton Bay. At this interface most of the public land will be low density to no build and predominantly natural, whereas it is assumed the private land will be maximum build out allowed by zoning and land use policies and infrastructure capacity. The western edge private land will build out to the edge of an established conservation area.

At the seam the connections and needs caused by public access from Route 5 / town wide and the needs of the new adjacent community are met or passed through the town to the water edge. Priority points of transition from the built to the more natural environment can be selected and shaped by developers, open space and street system and by strong determinants as the topography and views dictate. (See map)

East to west predominantly pedestrian access parallel to Breton Bay could move along this seam, collecting new community pedestrians and providing access perpendicular to the shore line at key locations to maximize the sites natural assets. While this route is mainly uphill and inland from the waterfront other lower routes may be accommodated.

THE LINK

The property called Tudor Hall, west of Washington Street and South of Route 5, has a mix of public and private land ownership with the possibility to keep existing lines or to negotiate, sell or other to reassemble a new property

configuration that would maximize public and private benefit. If this occurs, there could be more efficient land areas assembled for development, an increase in protection of environments and most important to assure a continuing town wide access from Route 5 through to the waterfront at Breton Bay and McIntosh Run, and from Washington Street parallel to Breton Bay upstream to Route 5.

The determinants that strongly influence the location of the line between public and private ownership control and use for the specific site are:

1. The commitment to assure town stakeholders that the waterfront is and will remain accessible.
2. Recognition that the value of the waterfront is a major public asset.
3. Promote development of the public portions that create activities and appropriate uses that are attractive and encourage people to come to the waterfront.
4. Provide control of private land use that is appropriate to the site in density, height restrictions, building mass and provision for private open space links to public lands.
5. Commitment to a balance of active, development or no development and conservation proportions.
6. Alignment of public access corridors that reinforce the traditional pattern of the existing town and provide an appropriate fit between old and new. (See Diagrammatic Corridor Map)

7. Establishing a series of public access corridors as part of future development projects that extend the public space of the existing streets or new streets out to the public space of the waterfront. (See Sketch)
8. By the character and natural determinants of land use (as illustrated in site analysis mapping and cross sections).
9. By analysis of space requirements to accommodate potential and planned use and the land form required to fit the use.
10. By analysis of private land developments proposed to determine the best (if any) viable location of the line that is mutually beneficial to land use and access.

SUGGESTED SETBACK MINIMUMS FOR PUBLIC LANDS TO KEEP PUBLIC ACCESS PARALLEL TO BRETON BAY

The line setback may vary by site conditions and uses. As illustrated in plan and sections, the land form from north to the water edge varies in its slope. In the eastern proportion it is relatively a continuous moderate slope up to about 80 feet from the edge of Breton Bay where it dramatically drops steeply (25 percent) about 25 feet to the water. The slope is stabilized by major vegetative cover. To accommodate a pedestrian route east to west the first 80 – 100 horizontal feet from the water edge is a detriment to access and activities that fit better on flatter slopes. The land form in the next 100 feet north has a moderate slope to promote other uses.

Similarly, the land west of the large ravine is steeply sloped to the water's edge with abrupt elevation descending down 30 feet. Large upland areas are also steep at 15 to 20 percent slope. Elevations north are up to 60 feet above the water level, with long vistas over the water possible through the vegetation.

The seam - the line between private land existing or as negotiated - can vary to meet major site conditions or potential land use however it is suggested a public use line from the water should be a minimum of twice the required 100 foot setback at 200 to 300 total feet from the water's edge.

THE MCINTOSH RUN AREA

The McIntosh Run is a pristine clear water course traversing a diverse habitat wonderland. The adjacent topography varies from wetlands to elevation twenty within a designated conservation area. The varied vegetation further reinforces nature's contributions.

The concept use of public land and response to private development potential east and north of the McIntosh Run is the same as those demonstrated for land along Breton Bay. That there is a need to provide for public town wide public access corridors to the McIntosh Run and to the conservation area via public street R.O.W. and H.O.A. While significant wetlands provide natural setbacks to private development, there should be public lands on both sides of the water to maintain a green corridor about 200 feet inland. With public access parallel to the run, no private lotting should extend to the water's edge. The intent is to maintain McIntosh Run as a natural area but allow special place access to the wetlands and water edge for habitat observation / education purposes and a limited eastern edge small boat, kayak access.

Increasing public interest in the environment should be encouraged by sensitive alignment of trails, placement of parking and provision for education structures and a restroom.

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A system of low key public trails, bridges, catwalks, for bicycle and pedestrians only should form a network that would link all the water oriented lands from Route 5 to Washington Street.

THE MCINTOSH RUN AREA SETBACK

The set back along the McIntosh Run is primarily established by wetlands. The elevation toward the east is about 10 feet and mostly wooded, screening views into private land use that may develop there. The lands adjacent to the McIntosh Run should contain some measure of usable space that could contain activities such as upland trails that continue the public access toward Route 5. A large existing conservation area also protects the scenic and environmental habitat of McIntosh Run.

It is suggested that activities along the McIntosh Run be appropriate to the environmental quality, however a corridor 150 feet wide minimum from wetland edges should be established to maintain a variety of habitat outside of that of the wetland.

THE WATER'S EDGE (SEE MAP AT 50 SCALE)

This resource is the most valued real estate in the town's control and will through its sensitive development for public use be a major town asset for the future. The waterfront area extends from the private public interface to the water's edge and beyond. It is visually linked to the opposite shore of Breton Bay and physically at its end to the proposed wharf, east and west to a pine studded peninsula – island and to the outfall of McIntosh Run and north to Route 5. Uphill is mostly wooded extending to the water's edge where the trees are reflected in the mirror like surface provided by a sheltered cape and cove like land form. Vistas extend parallel to the shore and capture the serenity proffered by wetlands, habitats and silence.

Historically, the town's waterfront shipping and commerce links to the land terminated at Washington Street. Some decaying unused piers remain as evidence of boating activity but little land or water activity extended west – up stream. Water use is now by kayaks and small craft which navigate on the McIntosh Run from a kayak facility at Route 5. Keeping within the pattern of waterfront development would suggest that development of the remaining waters edge be limited. Recognizing potential limitations caused by government agency interest, and the town's wish to protect the value of this unique environment, it is proposed that Breton Bay's edge not be totally developed. Edge market driven development such as marinas, piers, plazas and promenades and structures would be special places

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that are carefully fitted into the natural environment that dominates.

The water's edge is subtly punctured by outfalls from upland drainage via several swales that vary from steep sided valleys to flat areas containing wetlands. (See Map)

Public east west access from the end of Washington Street is strongly shaped by the land form and top of the slope – development lands. Parallel to the water's edge the route must initially traverse from and link to the end of the sweeping curve of the proposed wharfs catwalk over wetlands, pass between private recently built housing and proposed boat slips as the access moves west. (Topographic Map)

The slopes to the immediate west and along the entire line parallel to the water are steep from 25 percent at the water to nearly flat at the tops of the slopes. Two options exist to address this condition, one is to wind uphill to the flat area that at 25 feet higher than sea level affords water overviews, looking east back to the curving wharf promenade and proposed historic ship. The view west extends toward the pine tree curve and island. This uphill route would edge private development and encourage pathway use. A second option is to skirt the shoreline with a boardwalk 40 to 60 feet away from the shore edge.

This would introduce pedestrians, and shoreline environment views typically visible only to boaters. Water edge and in-water habitats could be observed and graphically identified for education value. Additionally in some selected locations boat slips could be accessed. The ravines and outfalls

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illustrated need to be crossed by potentially exciting designed footbridges ,bank to bank or across the wetlands with the opportunity for first hand low observation of the natural habitat. As can be visualized, this pattern of access will provide a corridor with an interesting series of special places.

A series of public access corridors perpendicular to the water extend from the upland street grid or development open space and extends to the public space to the waters edge. The intent is a system that provides continuous public access to the water and that creates links to the town and adjacent development.

The plan recognizes that special places should be created along these corridors that relate to the unique site conditions, or land use as well as where the north south, east west corridors intersect. A rhythm of receding and projection of access is created at the water's edge leaving some edges for development and some in its natural form.

The key points of access would promote waterfront use for boating, marinas, observation piers and would correspond to upland development and natural determinants.

MEASUREMENT MAP

The measurement map illustrates approximate distances corresponding to the prime site characteristics that determine access and use. Areas of development and no development are shown and reinforced by natural determinants.

WATER USE (SEE MAP CONCEPT VISION PLANS)

There exists approximately 1500 linear feet of water edge (see dimension map) from the end of Washington Street to the end of the first cape. Beyond that point 1000 feet upstream a major pine tree filled island projects into Breton Bay. This island is the pivot point for a mile and one half journey up McIntosh Run to Route 5. By increasing town wide access to the water and new future development on the adjacent uplands, some development at the water's edge will be needed to accommodate expected water front activities. What is intended in the plan is to provide a balance between active and natural use. Logic would locate the active portion related to the north south corridors that extend the town to the water's edge.

The active area needs to be shaped by the land form and accessible topography, water depth and potential vistas.

The far western cape that turns the land southward, forms a sweeping curve, creating a harbor like shape with a significant view east down Breton Bay. It mimics the sweeping curve of the "wharf" development with both contrasting the straight line water edge between. This natural cove of water has 860 linear feet of shoreline that at both ends terminate in wetlands of the ravine outfalls. The approximate off shore distance, bank to bank in this cove is 600 feet. Assuming the most active development on Breton Bay occurs in this cove, the remaining 600 feet of water edge from here east to the wharf at Washington Street

would remain natural, except for occasional observation piers, habitat boardwalks and upland overlooks.

Government regulations establish no boat slips or boat access in water less than four and one half feet deep. Water depth mapping indicates this depth occurs eighty feet off shore. This would preclude any need to bulkhead the land to provide boating access.

While the cove area would contain facilities related to marina use, it could also include promenades, boardwalks, parking and street access. The cape point with its sweeping views would provide a destination while as well it would be the beginning of a public pedestrian system to the pine island and up the McIntosh Run.

CONCEPT PLAN / VISION SUMMARY

As illustrated in the schematic concept vision plan the elements discussed herein have been considered and form the plan's framework.

The objective is to create a continuous waterfront that is clearly accessible, public in function and provide a series of spaces that are varied in size, location, use and design.

The primary unifying element of public access along the waterfront is a pathway tailored to pedestrian use including handicap, Seniors and bicycles. Its location will vary related to the rhythm and relationship to adjacent environments, site conditions and land use. The pathway should vary in character and design to meet its purpose and site location. It will form activity areas at key pathway intersections thereby creating a sequence of activities that vary in character and use. Public spaces in the terminus of street access corridors provide focal points along the pathway further defining its public purpose and accessibility.

As illustrated in the Concept Vision Plan Map this public pathway is located in varying places along Breton Bay and along the McIntosh Run and crossing over to the existing kayak facility at Route 5. Along its route the pathway is touching the waters edge as well as traversing inland to connect to uses on private lands. Assuming multiple public street corridors extending toward the water front, the

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intersection of pathway and corridors offer public spaces for various uses. Piers, and catwalks would provide direct links to water activities and habitats, while upland locations offer prime vistas and overlooks. Foot bridges across ravines maintain bay orientation and continuous access. Boardwalks could edge the water and provide for boating interest with slips and services. Catwalks would edge or traverse wetlands with graphic displays educating about these unique habitats. Upland use on public lands would be non-sports field programs as would be determined by the community and town administration.

As street corridors and land form allow, parking would be carefully fitted to provide for water use and upland access to non water activities. Selected access points to the McIntosh Run environment could be via catwalks and low bridges with educational markers informing and leading along. To meet a growing awareness of the new waterfront, and its potential for use, boat slips and piers are provided in one prime cove. Public street access from Route 5 could lead to parking and a public promenade as part of a marina facility. Concentrating a marina facility here will leave most of the existing shoreline undisturbed. A public pathway would connect from this facility upstream on the McIntosh and downstream connecting to the adjacent community and terminating at the Leonardtown wharf.

MANAGEMENT

The managing and maintenance of public / private waterfronts requires strategic cooperation by public and private interests. There is a need to distinguish between the two and allocate responsibilities and cost.

Absent private interest or development, the town would have full responsibility to fund and build improvements including the townwide access to the waterfronts. If private assistance is available, there needs to be a vision plan, criteria, policy and regulations that clearly inform the private interest as to what is expected.

Key issues that need to be addressed include:

- 1.) Identify funding to adequately maintain areas.
- 2.) Decide which entity responds to immediate needs regarding the built environment – pathways, plazas, bridges, boardwalks, piers, streets, parking, lighting, utilities.
- 3.) Provide a method to assign costs.
- 4.) Identify operating and access issues regarding security, safety and associated costs.
- 5.) Decide who manages public spaces - the town and who manages private spaces – HOA or form a separate third party entity that is responsible for all.
- 6.) A single entity centralizes responsibility and minimizes conflicts when two or more organizations try to do the same job.

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- 7.) Identify who builds improvements and what standards are implied.
- 8.) Determine budgets to build improvements and identity area of shared costs.

OTHER WATERFRONT TOWNS MANAGEMENT EXPERIENCE

Crozier Associates has researched various jurisdictions to explore opportunities for funding, managing public amenities, and developing amenities with private development. Specific public amenities include parks, plazas, marinas, boat landings, and street and sidewalks.

Jurisdictions reviewed were Calvert County, North Beach, Cambridge (Dorchester County), Chestertown (Kent County), Crisfield (Somerset County) and Baltimore City, Silver Spring (Montgomery County) and Columbia (Howard County).

North Beach, Cambridge, Chestertown were contacted as they are waterfront communities that are experiencing growth and development, and have similar characteristics to Leonardtown. After an initial review and contact with these jurisdictions, site visits were conducted. Crozier Associates and Leonardtown officials met with Cambridge and Chestertown officials and visited each town/city.

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DEMOGRAPHICS¹

Demographics reviewed for each jurisdiction researched allowed for some comparative analysis to Leonardtown. Population, Median Age, Median Income, and House costs provide a means to assess characteristics.

| TOWN/ MUNICIPALITY | LAND AREA (SQ. MILES) | POP 2000 | POP 2004 | MEDIAN AGE | MEDIAN INCOME | MEDIAN HOUSE VALUE |
|-------------------------------|--|---------------------|---------------------|-----------------------|--------------------------|-------------------------------|
| LEONARDTOWN | 3.1 | 1,896 | 1,983 | 44.2 | \$35,562 | \$150,600 |
| CHESTERTOWN | 2.6 | 4,746 | 4,475 | 37.6 | \$31,530 | \$131,600 |
| CAMBRIDGE | 6.7 | 10,911 | 10,826 | 38.8 | \$25,967 | \$79,300 |
| NORTH BEACH | .4 | 1,880 | 1,875 | 33 | \$46,111 | \$116,000 |
| COLUMBIA | 27.6 | 88,254 | | 35.5 | \$71,524 | \$180,500 |
| SILVER SPRING | 9.4 | 76,540 | | 34.2 | \$51,653 | \$187,300 |

¹ Demographics obtained from: www.city-data.com/city

TOWN/MUNICIPALITY REVIEW

Although every town is unique, with its own special attributes and problems, both Cambridge and Chestertown offer a glimpse into what is possible for Leonardtown in terms of development and growth characteristics of each town could be applicable to Leonardtown both for present and future growth considerations. The town of North Beach offers an additional way of treating the waterfront as a public amenity. Some characteristics and approaches are listed below:

1. Both Cambridge and Chestertown are county seats, as is Leonardtown.
2. Each town has a historical district which it has embraced.
3. Both are water front communities
4. Each has a different approach to maintaining a water front as a public amenity.
5. Each town is in the midst of growth and each have a comprehensive plan
6. The town of North Beach, smaller in land area but similar in population, has the developed its waterfront through the use of public right of way easements.

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CAMBRIDGE

Cambridge, with a population of 10,896 and a land area of 6.7 square miles, has a city owned public marina and waterfront park, the town grid ends at the water so as one walks through the residential neighborhood one sees the water. The public dock is the home port for the Nathan of Dorchester a historic skipjack. A major development (State sponsored) was the Hyatt Resort and Conference Center, located 4 miles to the east of downtown Cambridge. Town officials consider the center a “good neighbor” in that the resort has put Cambridge on the map. During our recent site visit, the President of the United States was preparing a visit for a Republican event. However, political officials don’t necessarily agree that Cambridge is receiving its fair share given the value of the waterfront land and building bonds that were obtained by the developer. Citing the only monies contributed to the town is the four percent sales tax. Town officials, however, believe that the resort is now the front door that allows visitors to experience the city and many new residents are first time visitors who have decided to make Cambridge their home or second home.

The waterfront borders the town, and a public waterfront park, promenade, and marina are all town owned and maintained. The marina, as a funding mechanism, is viewed positively by all officials.

CHESTERTOWN

Chestertown, on the other hand, has a water front that is mostly privately held with historic mansions along the waterfront. The town has begun to develop and maintain a waterfront promenade which began with the building of the Sultana, a private educational sailing vessel that is docked along the waterfront. Little by little the town is hoping to connect the waterfront via promenade connections through a working marina to a public park. Its historic district is significant and there is much new development and renovations. The town is unique in that it is home to Washington College a liberal arts college and boasts an active senior living community, Heron Point. Private institutions such as the college have provided funds to help the town build public amenities such as waterfront pavilions at Wilmer Park. Homeowners associations cover maintenance of community property, but they also place significant workload considerations on town staff (answering questions and fact finding).

NORTH BEACH

Although the smallest in land area encompassing a land area of .4 square miles, North Beach has a similar population to Leonardtown.

Historically, the boardwalk that runs along its waterfront is bordered by private residences and was built on a public easement. North Beach developed its public amenity as a right of way easement. The 1.25 mile long, 16 feet wide boardwalk was built with Federal/State monies. Recent storm damage required significant repairs. The town is insured through Local Government Insurance Trust, and coverage provided for replacement/repairs to the boardwalk. The town's public works department (four people) maintains (trash removal, routine maintenance) the boardwalk and the rest of the town. Additionally, the town's House and Garden Club assist with landscaping this area of town. A public beach was accomplished by purchasing property from a private owner.

Additionally, a review of larger municipalities was conducted to provide insight into issues relating to developer/government initiated public amenities. The jurisdictions of Columbia in Howard County, Silver Spring in Montgomery County, and Baltimore City offer some perspective into managing public amenities on a large scale. Even on this scale Leonardtown could be served well to look at how larger jurisdictions are handling growth and change.

COLUMBIA, HOWARD COUNTY

Columbia in Howard County is in the process of reviewing the downtown masterplan and through a series of charettes has formulated a “Draft Columbia Downtown Master Plan”, Design Guidelines, and Proposed Zoning Implementation. Through this exercise the issue of maintaining, managing public amenities and a long term plan for continuing development of public amenities in Downtown Columbia was pursued as an issue for discussion and research. Those issues and resulting research is presented as follows:

Background: There is no single comprehensive management of public spaces and as new development occurs a new model may be needed that includes the Columbia Association, General Growth Properties, other property owners and the County.

Currently: Construction and management of public spaces with the downtown area is shared by the public (Howard County), the nonprofit (Columbia Association) and the private sector (General Growth Properties) and other land holders. Improvements, programming and maintenance have generally resulted from individual initiatives rather than from a coordinated effort that conforms to a master plan. Therefore, the relationship and cooperation will change as the master plan is adopted.

An examination of how other downtown areas (such as Baltimore City) foster partnerships among property owners, businesses, community organizations and government allows for an assessment of the situation. Specifically, **Business**

Improvement Districts (BID) – which are assessment-financed districts are areas defined by legislation. Owners of properties within a BID pay for the cost of desired services and facilities through a property tax assessment. BIDS allow the private sector to supplement services beyond what the local government provides.

SILVER SPRING, MONTGOMERY COUNTY

According to Mr. Greg Stith, Director, Silver Spring Regional Center, who manages the Silver Spring development program for the County and the Silver Spring Urban District Staff that maintains the public spaces in the downtown area, the County uses several methods to develop property when the owner of the land desires development and to provide services for citizens:

1. Disposing of the property – selling the property to the developer
2. Recapturing market value upon selling of developed property. To entice developers, property may be sold below market value, with a clause to recapture market value when developed property is sold.
3. Allowing for public access - Public Use Easement
4. Leasing Property

The county requests proposals from developers in order to proceed with disposing of property. The property is not sold to the developer until the county is assured that the developer has the experience to design and build the property and the financial capability to assure quality and completion. For example, the County does not go to settlement until the project is under construction. This way the County has the leverage to ensure the project will be accomplished rather than flipped.

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It is a long process, where a committee reviews the response to the RFP and after evaluating presents a request to authorize negotiation to the County Executive.

Part of the development/design control is legislated; for the most part the County does not dictate to the developer exactly what to build as the developer knows what the market will bear. Although the County will make provisions to accommodate a specific public benefit. A desire for more affordable housing necessitated a provision that 50 percent of the sites accommodate affordable housing market and the remaining 50 percent could be additional residential, mixed use, retail-office whatever the developer thinks the market will handle.

To accommodate additional parking demands, a recent RFP required 350 parking spaces for public use and then what ever number of parking spaces would be required through regulation.

Funding Mechanisms

Parking District Tax

The parking situation is funded through a parking district fund. Property Owners are taxed as well as revenue generated from parking garage users and enforcement fees. Developers that provide the required parking in their own developments are exempt from the parking district tax.

The Silver Spring area had to cope with change. The parking district was established 40 years ago for the

commuter and, now, the clientele has changed to retail. Part of the problem was that retail customers could and would go to shopping malls and centers where parking was free. So parking is free in the evenings and on the weekends.

Urban District Tax

Business improvement district, urban tax district --- responsible for ROW and sidewalk maintenance and private improvements (taxed – private developer is responsible for maintenance).

Grant Funding

Façade Easement Program – was a mechanism to obtain block grant funding for control for façade changes made to properties. Easements run for seven years, then property reverts back to property owner.

BALTIMORE CITY

The Baltimore Waterfront Promenade, a complete urban walkway that serves as a connector to area greenways and provides pedestrian linkages to attractions in the Inner Harbor and waterfront neighborhoods. A 7.5 mile continuous walkway rimming the shoreline of the northwest branch of the Patapsco River connecting the Canton Neighborhood to areas south of Federal Hill².

City purchased property or acquired property through eminent domain.

Management: Historically, the concept of transforming old, dilapidated piers at the Baltimore waterfront into an urban center and destination site began in the 1960's under Mayor Theodore McKeldin. The initial success of realizing this vision of city renewal was established through a single, private corporation, the Charles Center-Inner Harbor Management, Inc., whose "sole client was the City of Baltimore and its singular purpose was the renewal projects surrounding Charles Center and the Inner Harbor." Funded through the city's budget, advising on policy, negotiating contracts with builders, developers, designers; Charles Center Inner Harbor Management was the "point person" for anyone (government, private sector, contractors, citizens) on urban renewal project matters.

² DNR August 2000 – Maryland Atlas of Greenways, Water Trails and Green Infrastructure

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A "quasi-governmental entity enjoyed significant power as its work was directed over city owned land as a result of passage of the Inner Harbor Project I Renewal Plan."³

During the 1980's-1990's, the corporation was folded into a new quasi-public non-profit corporation entity, the Baltimore Development Corporation. This, plus the 1990's recession and budget saving consideration by the city, brought a lack of focus and day to day attention in the management, maintenance, and operation of the Inner Harbor. Given fiscal constraints during the 1990's, general upkeep and maintenance of public lands was not consistent with mandated responsibility. The funds necessary for maintenance and upkeep were not part of the BDC budget, funds were in the Parks and Recreation budget who found the budget constrained, as well. Funding for maintenance and upkeep were further stretched when the responsibility for maintenance (including personnel) were transferred to Public Works.

The end result, "the lack of empowering a single agency or individual with the authority to oversee and direct harbor operations, as existed under the Charles Center-Inner Harbor Management, Inc., left the harbor and its interests without a leading advocate, proponent or manager to ensure its continued quality and attractiveness. This lack of attention and lack of empowerment of authority is the genesis of the current operational mismanagement that exists today."⁴

³ Managing Baltimore's Inner Harbor Operations, Report from the Greater Baltimore Committee's Inner Harbor Management Task Force, October 20, 2003

⁴ Managing Baltimore's Inner Harbor Operations, Report from the Greater Baltimore Committee's Inner Harbor Management Task Force, October 20, 2003

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Current Direction: Creation of Baltimore Waterfront

Partnership

As of 10-13-2005, the creation of Baltimore's Waterfront Partnership as was recommended by the Inner Harbor Advisory Committee which was formed by Mayor Martin O'Malley after a committee report to the Mayor found "fragmented management of the city's Inner Harbor resources.

In order to protect the Inner Harbor as an asset for the City:

The Waterfront Partnership will operate as a 501[c] 3 organization consisting of

- 17 member board of directors

- Property owners

- Directors of nonprofit attractions

- Several city department heads

- Funding

- Voluntary contributions from owners along the Harbor and by matching City contributions
 - After two year preliminary period of operation—legislation could be introduced to mandate special assessment on the inner harbor management district business owners which would fund operations

- Initial Boundaries of the management district:

- The Ritz Carlton on Key Highway to Bond Street Wharf, located at Thames and Bond Streets in Fells Point

- Initial Investors

- The Ritz Carlton

- Maryland Science Center

- General Growth Properties

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National Aquarium

The Cordish Company

H & S Properties

Brown Advisory

EXECUTIVE SUMMARY AND RECOMMENDATIONS

SUMMARY

This study is to serve as an initial response to the town's growing need to provide town-wide access to two miles of waterfront, to recognize the value of waterfront property as a major town asset, to identify a planning process that encourages development as well as conservation of this asset, and to establish setbacks that are in harmony with natural determinants and proposed uses.

Further this study determines best use of this natural resource to ensure that future development and public access is appropriate in use, density and design.

As exists, there is only one public access point to the waterfront at the terminus on Washington Street. To provide multiple points of public access, a framework of public access corridors has been formed by extending the town's grid-like pattern to the water's edge. This concept will assure that real and perceived public access to the water front is achieved through private and public owned land. While all of these corridors shown have not been prioritized nor exactly aligned to meet site conditions, it nonetheless satisfies the goal of bringing town wide access to the waterfront. This not only brings more value to the town but will increase substantially the public awareness of the wonderful environment.

It is not the purpose to discourage private development but to encourage cooperative planning within the suggested guidelines and setbacks established by the town in this study. A combination of private and public interest will create public spaces that are mutually beneficial, fundable and politically supportive.

The concept of a continuous public waterfront access is realized in two ways: One, by extending the town pattern to the waterfront from north (Route 5) to south – Breton Bay and west to the McIntosh Run and Two, by extending the new Washington Street wharf development – public access west to the McIntosh Run and Route 5. The intersection of these public corridors creates special places for activities while their frequency provides a rhythm of active and passive activities. In turn these spaces would be placed to capitalize on the lands form and character. Private land use attached to this system would further animate these special places. Linked together site wide systems of continuous public access are formed.

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To accommodate growing public interest in boating activities, plan provisions include designated places for this use. Here, all of the shoreline should not be developed; consequently a rhythm of development and non-development is formed in response to the land form, water edge condition and most valuable environment.

The land, water quality, vistas and habitat that exist now need to be respected and conserved in balance with development activities. Within this study, setbacks, to public and private development guidelines are identified. While public access corridors may extend through these areas they otherwise should be restricted to development. These setback distances of 200 to 300 feet from top of slopes or from key water edges form the seam between private ownership and public land holdings. No private ownership buildings should encroach within these setbacks nor should private lotting extend to the water's edge of Breton Bay or McIntosh Run. The setbacks provide reasonable and appropriate public activities in harmony to the sites character and land form. The building setbacks ensure building massing and heights will not over burden the vistas, tree edged waterfront and the sites natural assets.

The plans, graphics and the text support are intended to ensure that the waterfront is indeed public in character and function, and that clearly identifiable public access corridors provide existing and proposed communities links to the water's edge. To achieve this objective several recommendations are suggested.

RECOMMENDATIONS

1. Adopt public corridors and open space to the water's edge. Corridor size and alignment to be determined by natural determinants and links to "best place" to meet at water's edge.
2. Public access corridors through private property to be clearly defined and perceived as town wide accessibility.
3. Negotiate the "seam" which is the edge between public and private ownership for land use access, and visibility depending upon the environmental quality on the land. Its form location and character.
4. No continuous waterfront development visible from the water.
5. Provide a variety of spaces and access routes utilizing multiple means- bridges, cat walks, paved pathways and places.
6. Provide graphic "interpretation" system for education and way finding.
7. Private development land configuration and land use must demonstrate and ensure that public access is obvious and accommodated with parking or other supporting uses incorporated into their private development plan.

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8. Private developer should provide building mass – height and site plans prior to any approvals of any use within 300 feet of the water's edge.
9. Keep vegetation on steep slopes at shore edge. Selective trimming and “limbing” up to enhance views at only specific locations. No continuous thinning for entire shoreline.
10. McIntosh public access – open field meadow area Private Parcel A – no building within 300 feet of the edge of the run at this location.
11. Identify development opportunities that are mutually beneficial.
12. Follow research funding for improvements, maintenance, operations, utilizing other towns' experiences.
13. Form an entity that owns, operates and maintains public spaces as well as joint public / private spaces.
14. Maintain public ownership of all lands along the waterfront within a minimum setback of 300 feet or more as appropriate to conserving meadow and forest habitat as well as protecting land form, special character and significant vistas.
15. Establish land use controls and densities by recognized regulations such as: zoning, special districts, town policy, and by town guidelines of design criteria.



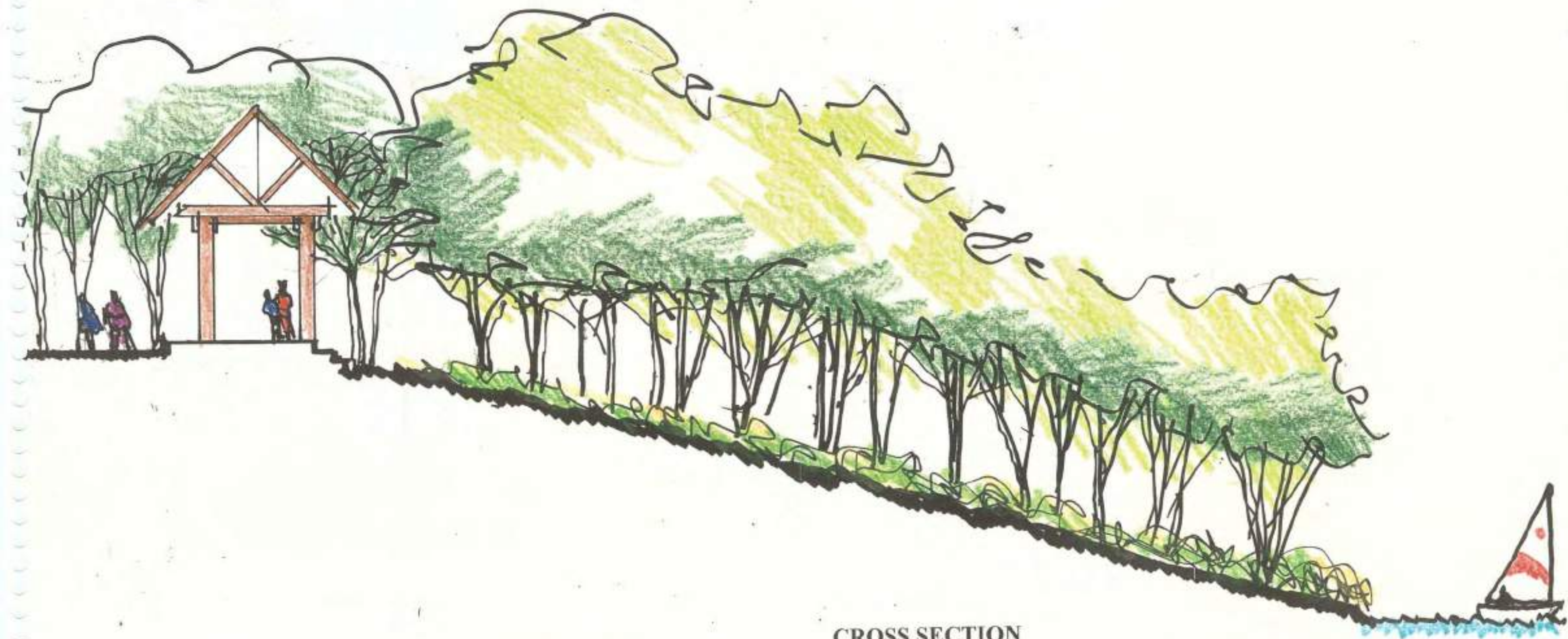
LEONARDTOWN WATERFRONT TOPOGRAPHY

ST. MARY'S COUNTY, MARYLAND

OVERSIGHTED
TOWN OF
LEONARDTOWN

LAND PLANNING AND
ARCHITECTURAL SERVICES
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AND CONSULTANTS, INC.
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FAX: 516-334-0000

N
SCALE: 1" = 100'
DATE: 08/11/00
BY: J. J. J.



CROSS SECTION



LEGEND

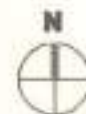
- OPEN MEADOW
- WOODS
- MARSH
- STREAM
- WATER

LEONARDTOWN WATERFRONT VEGETATION

ST. MARY'S COUNTY, MARYLAND

CONTRACT NO. 1000
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LEONARDTOWN

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LANDSCAPE ARCHITECTURE
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SCALE DATE PROJECT
1" = 100' MAR 2000



LEONARDTOWN WATERFRONT CAPES & COVES

ST. MARY'S COUNTY, MARYLAND

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LEONARDTOWN

LANDSCAPE ARCHITECTS
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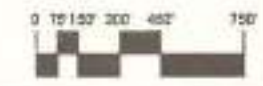


SCALE: 1" = 100' DATE: 08/07
MAP 1000



LEGEND

- EXISTING MARSH
- EXISTING WOODS
- 0 - 4' WATER DEPTH
- 4' + WATER DEPTH
- STREAM



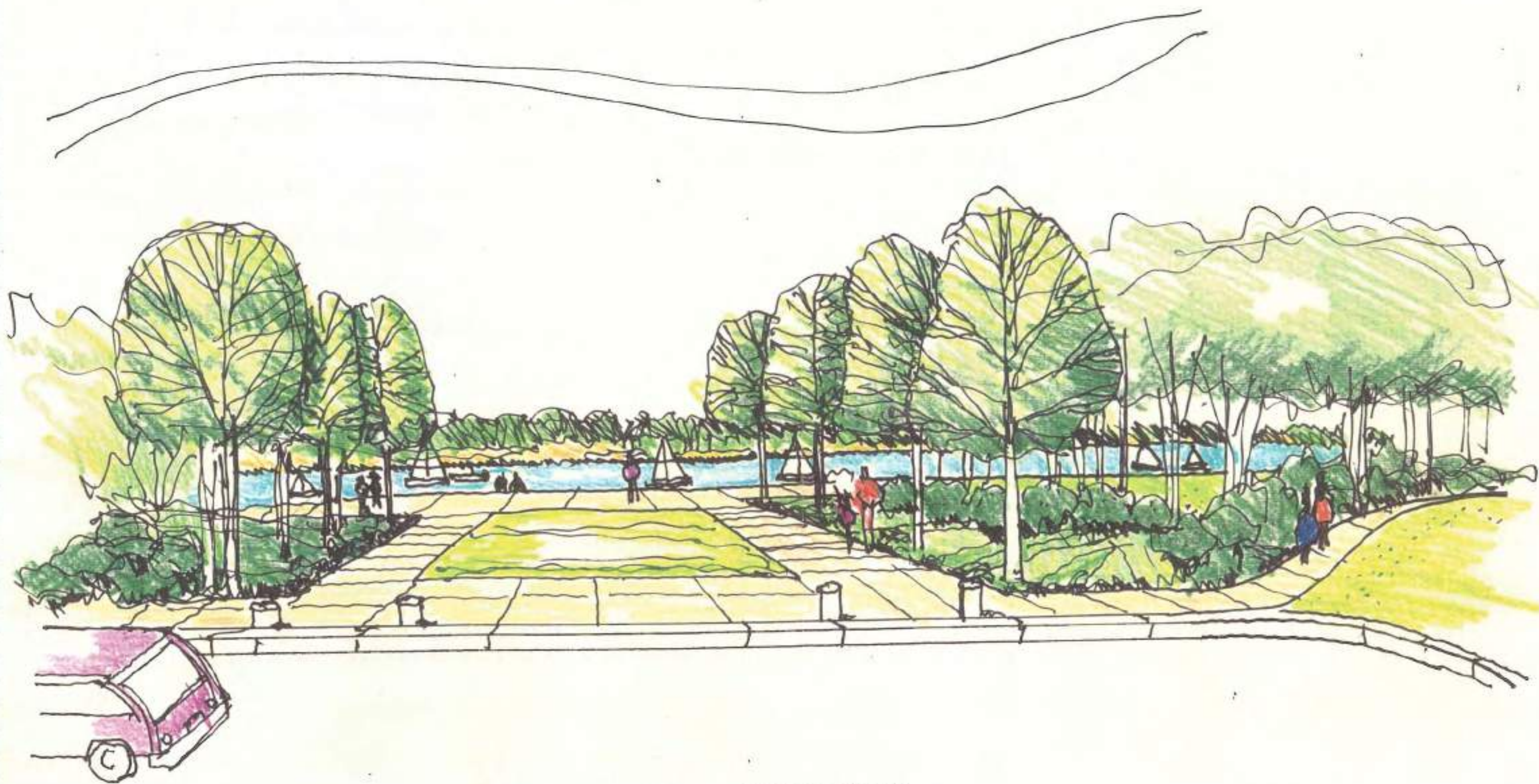
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1" = 300' MAY 2004

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LEONARDTOWN WATERFRONT PUBLIC ACCESS CORRIDORS

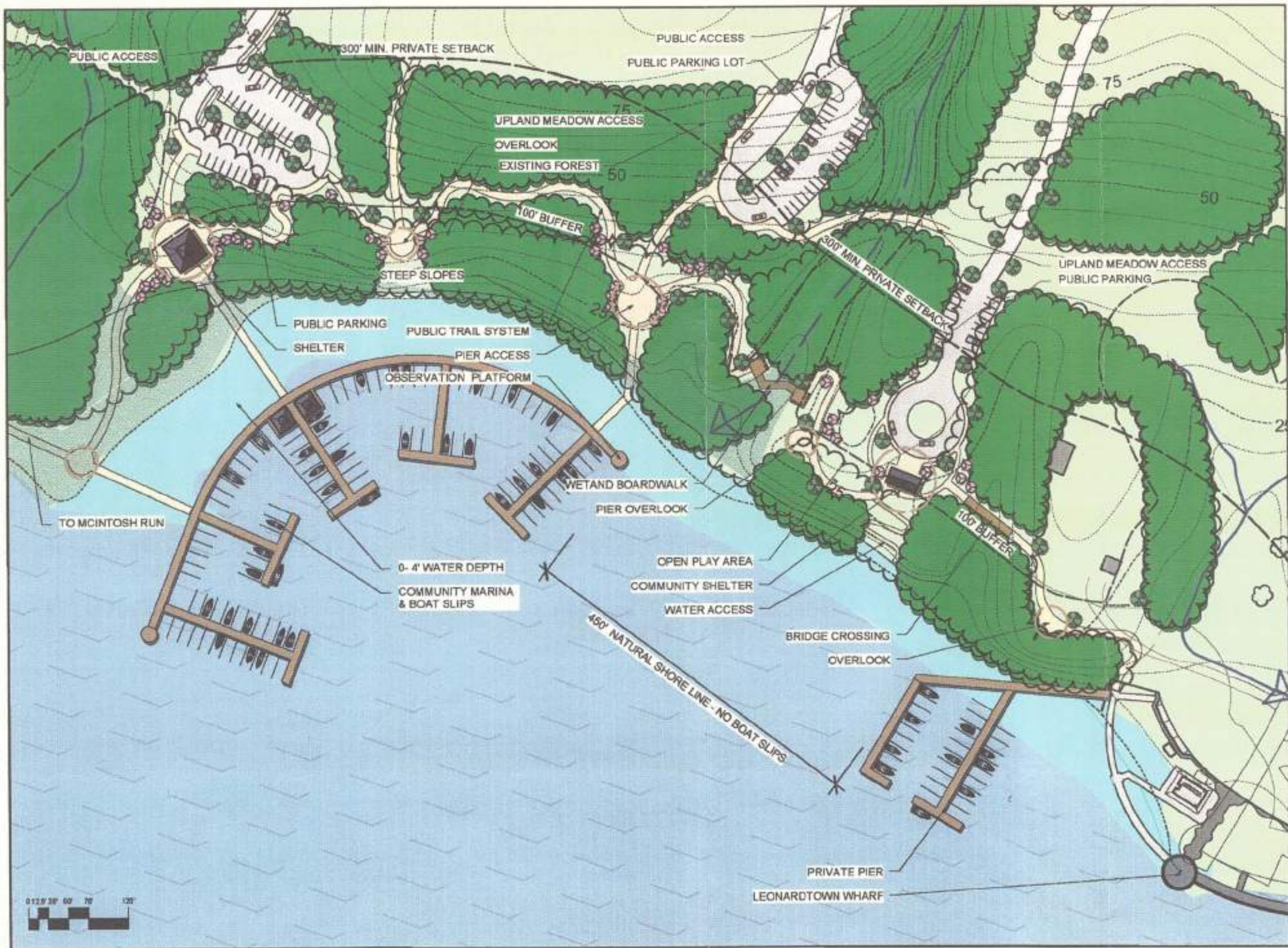
ST. MARY'S COUNTY, MARYLAND



END OF PUBLIC ACCESS CORRIDOR



PUBLIC ACCESS CORRIDOR



LEONARDTOWN WATERFRONT

DESIGN CONCEPT

ST. MARY'S COUNTY, MARYLAND

PREPARED FOR
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SCALE: 1" = 50'
DATE: MAY 2008

