

**COMPREHENSIVE PLAN 2019  
PITTSVILLE, MARYLAND  
Version 10-10-19**



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## **INTRODUCTION**

The 2019 Pittsville Comprehensive Plan (the Plan) establishes goals, objectives, and recommendations intended to promote the health, safety, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the development process. As a policy document, the Plan is general, providing “big picture” guidance as a framework and direction for all components of what may be considered the Town’s planning program. The Plan is not a “stand-alone” document but is supported and in turn, supports related program documents such as the following:

- Zoning Ordinance;
- Subdivision Regulations;
- Capital Improvements Program;
- Water and Sewer Facilities Plans; and
- Other Town ordinances such as Sediment and Erosion Control, Floodplain Management, Stormwater Management, and Forest Conservation.

The planning area for this document encompasses the corporate limits of Pittsville and surrounding areas that may be annexed into the Town at some future point.

### **Maryland Planning Laws and Policies**

Planning for Pittsville must be mindful of context derived from State enabling legislation. State law requires Town to coordinate its growth and development policies with those of Wicomico County and the State. The following briefly summarizes State laws intended to ensure coordinated and effective growth management and resource protection policies and programs at all levels of government.

#### The Land Use Article – Planning & Zoning Enabling Act

The Land Use Article of the Annotated Code of Maryland is the Planning and Zoning enabling legislation from which the Pittsville derives its powers to regulate land use. Title 3, Subtitle 1 of the Land Use Article sets forth the minimum requirements for a comprehensive plan, which shall include, among other things:

- a community facilities element;
- an area of critical State concern element;
- a goals and objectives element;
- a land use element;
- a development regulations element;
- a sensitive areas element;

- a transportation element;
- a municipal growth element;
- a water resources element; and
- if current geological information is available, the plan shall include a mineral resources element.

### Maryland's Visions

Planning for Pittsville has been guided by the twelve components of Maryland's visions outlined in § 1-201 of the Land Use Article. Maryland's "Visions" are as follows:

1. **Quality of Life and Sustainability:** A high quality of life is achieved through universal stewardship of the land, water, and air, resulting in sustainable communities and protection of the environment.
2. **Public Participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. **Growth Areas:** Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers.
4. **Community Design:** Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.
5. **Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.
6. **Transportation:** A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.
7. **Housing:** A range of housing densities, types, and sizes provide residential options for citizens of all ages and incomes.
8. **Economic Development:** Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities is encouraged.

9. Environmental Protection: Land and water resources, including the Chesapeake Bay and its coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources.
10. Resource Conservation: Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.
11. Stewardship: Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
12. Implementation: Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these visions.

### Sensitive Environmental Areas

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

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

### Smart Growth Areas Act of 1997

The "Smart Growth" Areas Act of 1997, Chapter 759 of the Laws of Maryland of 1997, requires the State to target funding for "growth-related" projects to Priority Funding Areas (PFAs) beginning October 1, 1998. Growth-related projects are defined in the legislation and include most State programs which encourage or support growth and development such as highways, sewer and water construction, economic development assistance, and State leases and construction of new office facilities.

The legislation intends to marshal the State’s financial resources to support growth in Maryland’s communities and limit development in agricultural and other resource conservation areas. At the heart of the Smart Growth concept are the “Priority Funding Areas” (PFAs), which represent local growth areas targeted for State funding. PFAs include municipalities, rural

villages, communities, industrial, and planned growth areas served or planned for service by public water and sewerage.

Local comprehensive plans must show designated “Growth Areas” including areas planned for annexation by municipalities. Land within growth boundaries may be designated as a Priority Funding Area (PFA) provided a 10-Year Water and Sewerage Plan recognizes planned sewer service and such designation is a long-term development policy that promotes efficient land use and public infrastructure. Plans must include areas considered as PFAs, such as planned water and sewerage service areas, residential development areas, industrial development areas, economic development areas, and parks.

#### 2006 Maryland House Bill 1141

In 2006, the Maryland State Legislature passed House Bill 1141 (HB 1141), which amended the Land Use Article and Local Government Article, Subtitle 4-400 of the Annotated Code of Maryland. Amendments include provisions for the inclusion of a “Water Resources Element” and “Municipal Growth Element” in local comprehensive plans.

HB 1141 establishes additional substantive and procedural requirements for municipalities preparing comprehensive plans including provisions for inter-governmental coordination of land use and growth management planning.

Information developed under the provisions of HB 1141 will be reviewed and evaluated by State agencies, including the Maryland Departments of the Environment, Natural Resources, and Planning. Procedural requirements include the following:

- A “Municipal Growth Element” that specifies where Pittsville intends to grow during the planning period, if at all, outside its existing corporate limits. It also must discuss how the Town plans to address services, infrastructure, and environmental protection needs for the Growth Area.
- The Town must develop the “Municipal Growth Element” in coordination with Wicomico County. Before approving a Growth Element, the Town must provide a copy to the County, accept their comments, meet and confer with the County, and, on request from either entity, engage in mediation to facilitate the Growth Element.
- The Town and County must include in their respective comprehensive plans a “Water Resource Plan Element” that identifies drinking water and other water resources to meet current and future demands. It also must identify suitable water and land areas to receive stormwater and wastewater derived from development.

- 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, including infill and redevelopment opportunities.
- In addition to the Municipal Growth Element, HB1141 requires local jurisdictions to include within an update of their Comprehensive Plan a Water Resources Element.
- The Town must develop and share with other planning agencies an “Annexation Plan” that is consistent with its Growth Element in the Comprehensive Plan.

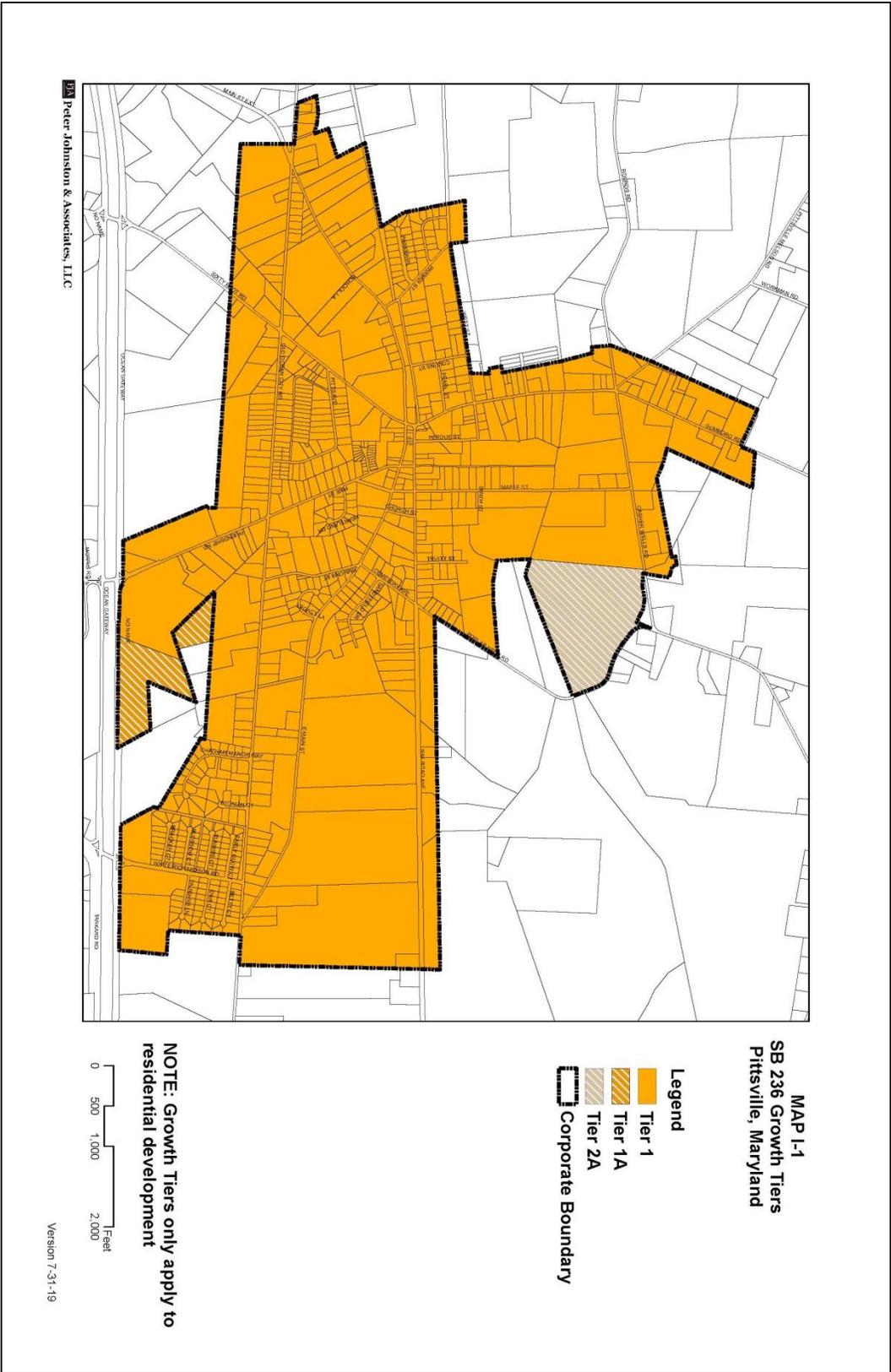
HB 1141 requires the Maryland Department of the Environment (MDE) to provide technical assistance to local governments regarding the development of a Water Resources Element. The Maryland Department of Planning (MDP) also is required to provide technical assistance to a municipality regarding the “Municipal Growth Element.”

#### Sustainable Growth & Agricultural Preservation Act of 2012

The Maryland General Assembly approved the Sustainable Growth & Agricultural Preservation Act of 2012, also known as the septic law, during the 2012 General Assembly session. Mapping the Growth Tiers (Tiers) is intended to be a straight-forward exercise based on existing local government plans and goals for growth and land preservation. Tier mapping is expected to reflect existing zoning, comprehensive plans, and sewer service. The law applies only to residential subdivisions, not to commercial, industrial, or other non-residential subdivisions.

Four Tiers of land use categories are created to identify where major and minor residential subdivisions may locate in a jurisdiction and what type of sewerage system will serve them. Tier I areas are currently served by sewerage systems. Tier II areas are planned to be served by sewerage systems. Tier III areas are not planned to be served by sewerage systems. These are areas where growth on septic systems can occur. Tier IV areas are planned for preservation and conservation and prohibit major residential subdivision. Pittsville adopted its Tier Map in 2012.

Title I, Subtitle 5 of the Land Use Article ("LU") of the Annotated Code of Maryland established the standards for designating growth tiers. Following these standards, Pittsville adopted its first Growth Tiers map in 2012. The Tiers 1 and 1A shown on Map I-1 encompass Pittsville's planned growth including recently annexed land. As required by LU § 1-505 of the Annotated Code Map I-1 is hereby incorporated as an element of the Pittsville Comprehensive Plan.



Map  
SB  
Growth Tiers

Other Changes

Other changes in Maryland planning requirements since 2006 include a requirement that local jurisdictions provide quantitative growth measures and indicators annually and a Five-Year Mid Cycle Report assessing the plan implementation. Also, Planning Commissioners must now complete training, and comprehensive plans must be updated at least every ten (10) years.

**Pittsville's Vision**

Pittsville's vision is a town living environment that supports the health, safety, and welfare of its residents and financially sustainable improvements that strengthen the physical structure of neighborhoods, enhance the sense of community, increase property values, and expand employment opportunities.

## CHAPTER 01 - LAND USE

### Introduction

Under the provisions of Maryland’s Economic Growth, Resource Protection, and Planning Act of 1992 (Planning Act of 1992), all regulations (e.g., zoning) that are used to implement comprehensive plans must be consistent with the recommendations and policies of the plan. Also, State and local funding decisions must be consistent with the local plan and the twelve State visions.

As stated in the Land Use Article, the plan should contain, among other minimum elements, a land use plan which “proposes the most appropriate and desirable patterns for the general location, character, extent, and interrelationship of the uses of public and private land, on a schedule that extends as far into the future as is reasonable.” Beyond these minimum requirements, the plan must be responsive to Maryland’s growth management requirements as established Maryland’s “Smart Growth” initiatives, including in the Planning Act of 1992, the Neighborhood Conservation and Smart Growth Areas Act of 1997, 2006 Maryland House Bill 1141, and the Smart and Sustainable Growth Act of 2009.

The Land Use Plan also must reflect careful consideration of factors that influence how land is used to ensure minimal conflict. Public policy concerning municipal growth, community facilities and services, transportation infrastructure, resource conservation, housing, and community design, and fiscal management must be balanced against such things as existing land use, expectations created by existing zoning, existing and future private investment and market forces. The Land Use Plan element defines “most appropriate and desirable” land use pattern for the Town and what the Town considers as “smart growth” within the guidance provided by the State and tempered by the other factors that influence land use.

### Existing Land Use

Map 01-1 depicts existing land use patterns. The single-family residential land use category dominates developed land within Pittsville (see Table 01-1). Vacant land, much of which is in agriculture or forest use, is the next leading land use category. Nonresidential uses (commercial and industrial) account for approximately eight percent of the developed land within the Town.

**Table 01-1: Existing Land Use**

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
Single Family Residential	385	40.1%
Multifamily Residential	11	1.1%
Commercial	74	7.7%
Public	27	2.8%
Industrial	3	0.3%

**Table 01-1: Existing Land Use**

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
Vacant	436	45.5%
Other	23	2.4%
<b>Total</b>	<b>959</b>	<b>100.0%</b>

Source: MdProperty View, Wicomico County 2015/16 Edition

### **Existing Zoning**

Pittsville's zoning ordinance divides the Town into nine zoning districts (see Map 01-2). Not shown on the official zoning map are two zones, the R5 High-Density Residential, and the M2 Heavy Industrial districts. Over three-quarters of the land in the Town is zoned either R1 or R2, both of which only allow single-family dwellings or manufactured homes (see Table 01-2).

**Table 01-2: Zoning Districts**

<b>Zoning Districts</b>	<b>Acres</b>	<b>Percent</b>
R1 Prime Residential, Single-Family	459	51%
R2 General Residential, Single-Family	235	26%
R3 Residential Multiple Family	80	9%
R4 Mobile Home Residential	51	6%
R5 High Density Residential	0	0%
C1 Central Commercial	12	1%
C2 Highway Business	26	3%
M1 Light Industrial	41	4%
M2 Heavy Industrial	0	0%

Source: Peter Johnston & Associates, LLC

### **Land Use Goals, Objectives, and Policies**

#### Goals

1. Enhance the unique identity of Pittsville by encouraging an appropriate mix of residential and nonresidential uses organized around an identifiable town center.
2. Maintain residential property values and encourage infill and redevelopment that makes efficient use of existing infrastructure.
3. Encourage the development of new, well-designed, and suitably located commercial facilities and maintenance and revitalization of existing commercial uses.
4. Utilize the unique location advantage of the Town near the U.S. 50 corridor for development that will increase employment opportunities for town residents and improve the assessable base of the Town.

### Objectives

1. Encourage context-appropriate infill and redevelopment on vacant and underutilized land within the existing corporate area.
2. Establish sewer allocation policies that give priority to residential and nonresidential infill and redevelopment of vacant and underutilized land within the town center and nonresidential development at the fringes and in annexed areas with demonstrable economic benefits for the town.
2. Maintain opportunities for a viable economic base which encourages further investment, diversification, and expansion, offers a broad range of employment and business opportunities, and enhance the tax base of the Town.
3. Adopt flexible development regulations that support commercial, business, and light industrial uses in appropriate locations, including small businesses in mixed-use settings.

### Policies

1. Pittsville will encourage growth and development to occur in locations and in a manner which enhances community identity and can be supported by the availability of transportation and public facilities.
2. Pittsville will amend the Zoning Ordinance and Subdivision Regulations to support the recommendations contained in the Comprehensive Plan.
3. Pittsville will support increased availability of affordable housing to provide a diversity of housing opportunities.
4. Pittsville will encourage universal design in the development of housing and communities to expand opportunities for residents of all ages and abilities to live in areas near their employment and/or desired services.

### **Land Use Categories**

The “Land Use Plan” (Map 01-3) is a primary component of the Pittsville Comprehensive Plan. It describes in words and mapped units the preferred land use characteristics deemed consistent with the Town’s vision. It is intended to provide adequate land to accommodate population and economic growth consistent with the Town’s land use and municipal growth goals, objectives, and policies. Also, these land use planning areas provide the basis for public decisions concerning such things as land use regulations and public facilities programming. Table 01-3 summarizes the acreage in each land use category. The Land Use Plan includes the following areas:

**Table 01-3: Land Use Plan Districts**

<b>Land Use District</b>	<b>Acres</b>	<b>Percent</b>
CBD – Central Business	22	2%
CM – Core Mixed Use	44	5%
CR – Central Residential	281	29%
SR – Single Family Residential	468	49%
RC – Regional Commercial	17	2%
MUE – Mixed-Use Employment	71	7%

Source: Peter Johnston & Associates, LLC

### Central Business District (CBD)

The CBD serves as an identifiable community focal point. It also is planned as the primary location of community-serving retail, service, and business uses within one-story and two-story buildings and may contain other compatible uses, such as civic and institutional uses of community-wide importance, specifically including second-floor residential uses. The Town will encourage infill and redevelopment of properties, including adding shops and businesses to serve neighborhoods within a comfortable walking distance. Capital improvement programming for this area will emphasize safe travel routes for pedestrians and bicyclists, especially for school students. Special attention will be given to streetscape qualities, including public parking, landscaping (e.g., street trees), signage, and lighting.

### Core Mixed Use (CM)

The CM planning area is where the Town will encourage infill and redevelopment that increases the number of residents adjacent to and within easy walking distance to the CBD. Mixed residential infill and redevelopment, including multifamily, duplex, and townhouse units at higher densities will be encouraged. Also, the Town will support small business formation by allowing small retail and business establishments to develop as part of the mix of uses here. Capital improvement programming will focus on safe travel routes for pedestrians and bicyclists. Development regulations will address streetscape qualities, including landscaping, signage, and lighting - continuing the patterns established in the CBD.

### Central Residential Area (CR)

A primary objective for the CR area is to encourage infill and redevelopment that increases the number of residents living near the CBD. The Town will seek to maximize value here by encouraging mixed residential infill and redevelopment including multifamily, duplex, and townhouse units at moderate densities.

Single Family Residential (SR)

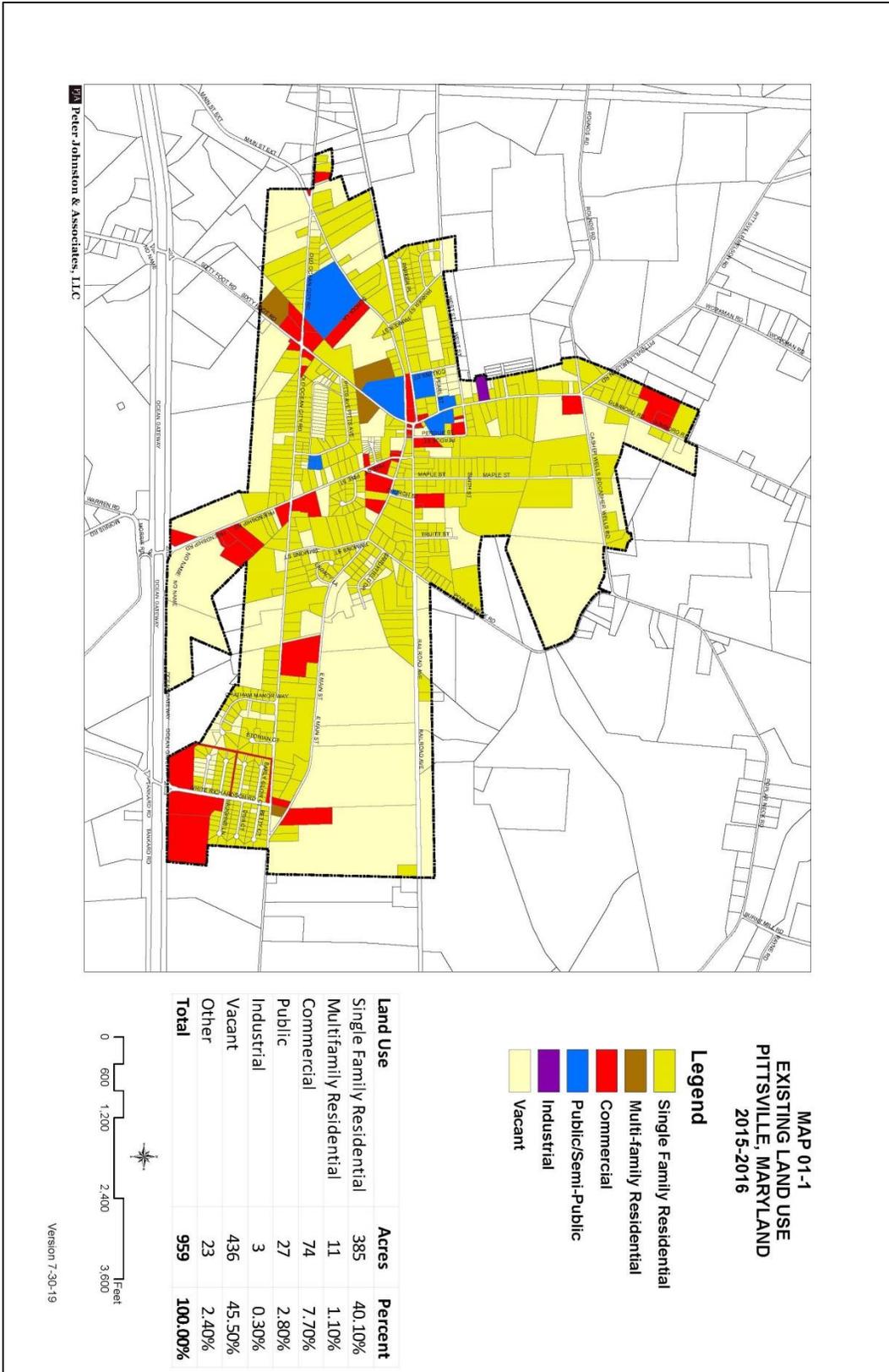
SR is the primary location for moderate density residential neighborhoods consisting of one and two-unit dwellings. New, infill and redevelopment should achieve net densities approaching 3.5 dwelling units per acre. To increase value in the SR planning area, the Town will amend the Zoning Ordinance to allow clustering of smaller units in cottage development.

Regional Commercial (RC)

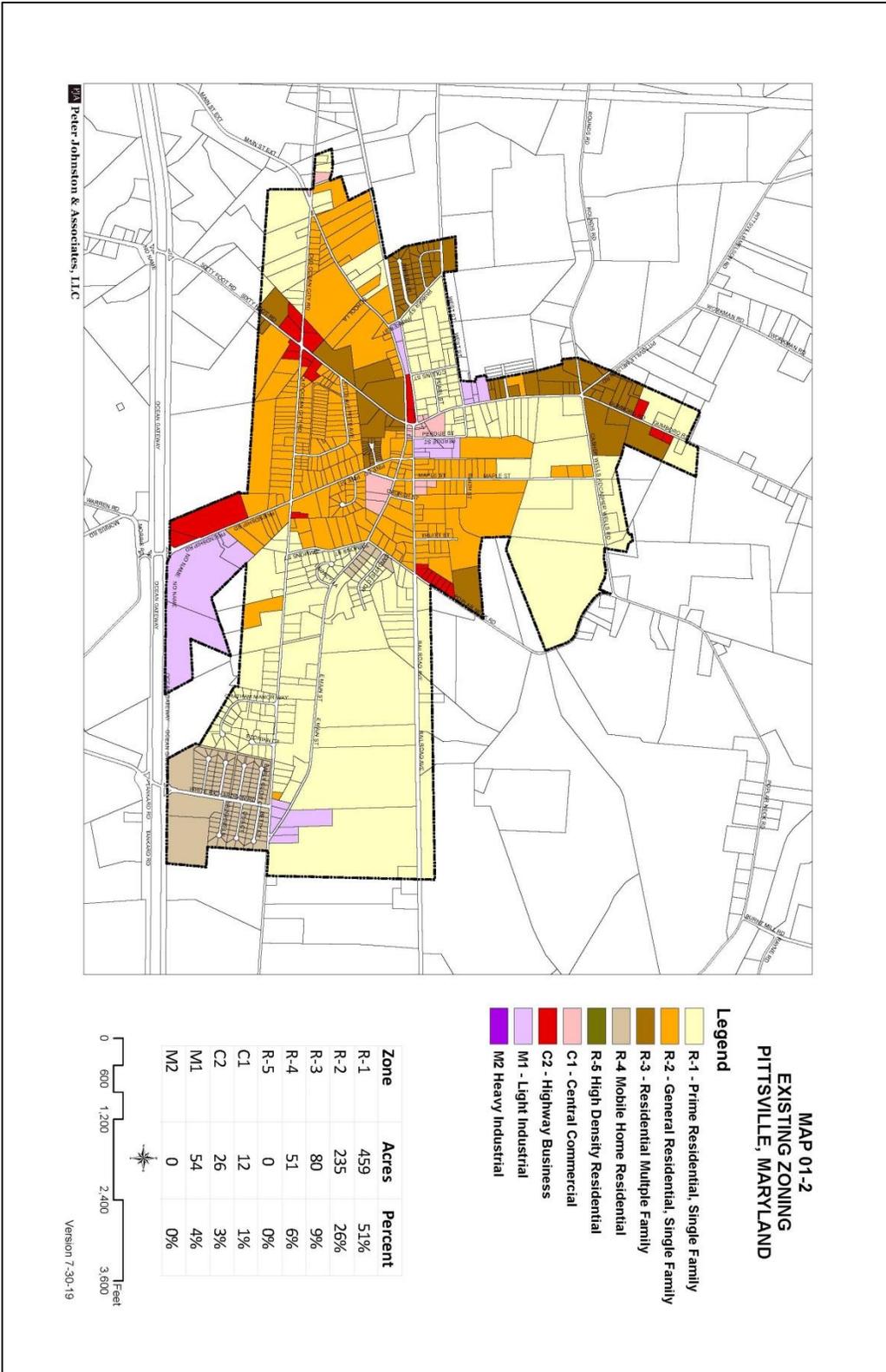
The RC area is the primary location for more intense auto-oriented commercial and business uses requiring larger sites and generating high traffic counts. Uses here serve the region as well as the Town and are located to take advantage of access from US 50. The Town will include measures to minimize adverse traffic impacts on local streets. Development standards will address landscaping, signage, and lighting at these locations to create a positive image of the town at its primary gateway entrances.

Mixed-Use Employment Area (MUE)

The MUE includes land within the corporate limits as well as land planned for annexation in the future. This area is intended for development with a mix of intensive commercial, business and light industrial uses that require larger tracts of land and may benefit from visibility and access for US 50. Uses here are located to take advantage of access from US 50 and generate minimal traffic on local streets. Development standards will include measures to minimize adverse traffic impacts on local streets. Development standards will address landscaping, signage, and lighting at these locations to create a positive image of the town at its primary gateway entrances.



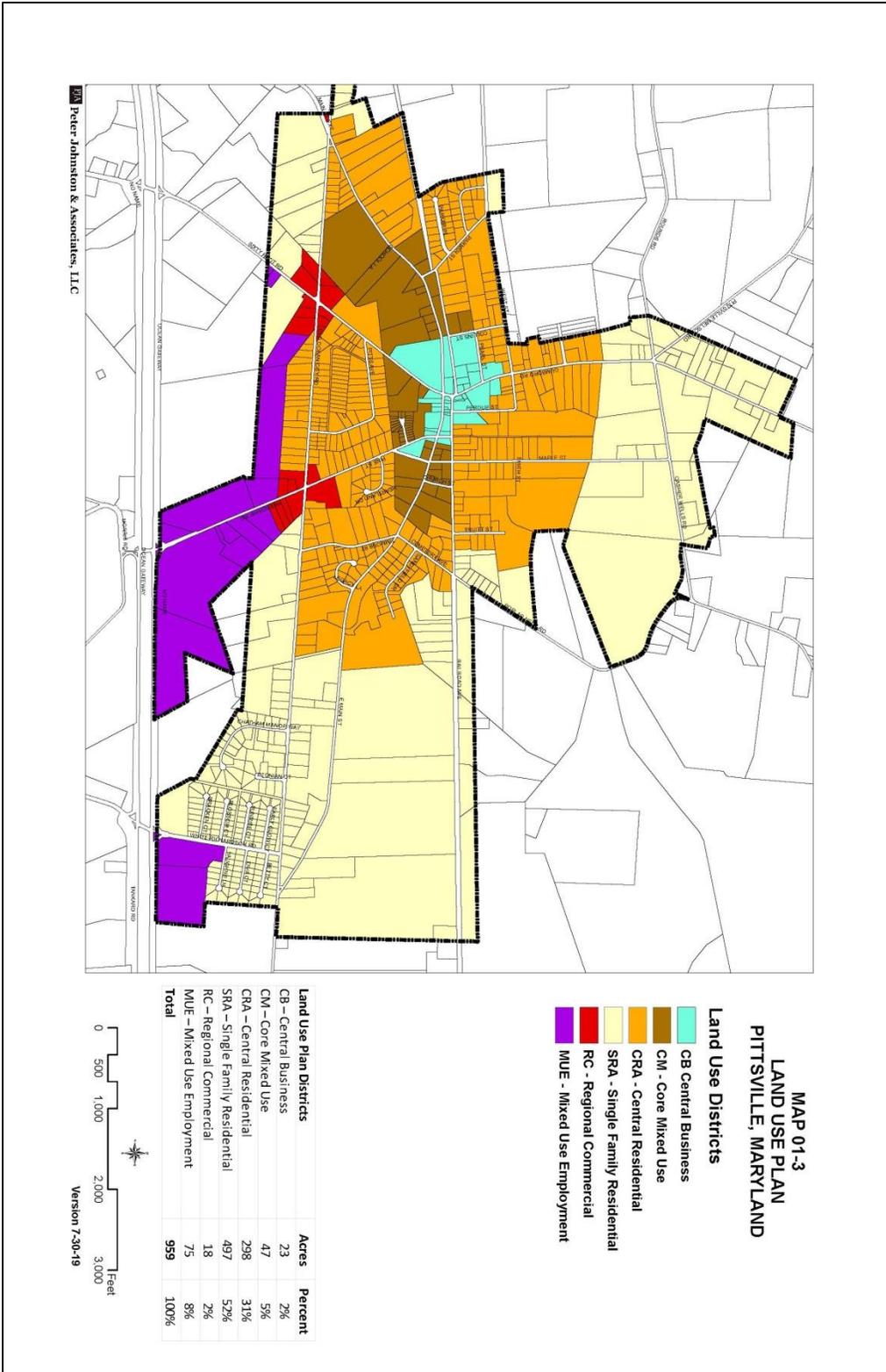
Map 01-1 Existing Land Use



Map

Existing Zoning

01-2



Map 01-3 Land Use Plan

## **CHAPTER 02: COMMUNITY FACILITIES**

### **Introduction**

The array, location, and capacity of public services and facilities are essential to the maintaining and improving the quality of life for citizens of Pittsville (see Map 02-1). Utility services, schools, recreation, and other amenities are vital to the welfare of the community. They also contribute significantly to the community's attractiveness and livability.

One of the most complex problems facing the Town is the continuation of existing levels of service at reasonable costs so that the public health, welfare, and safety of existing residents are adequately protected. This element describes the existing public facilities. The Municipal Growth chapter addresses issues concerning capacity and level of service in more detail.

### **Goals, Objectives, and Policies**

#### Goal

1. Provide an appropriate array of community facilities and services required to maintain the health, safety, and welfare of the residents of Pittsville.

#### Objectives

1. Assure the continued expansion of public facilities and services commensurate with local financial capabilities and the capacity of each system.
2. Balance the cost of providing and maintaining infrastructure with service demand by increasing the value of land uses adjacent to existing infrastructure to the maximum practical extent and consistent with the character of the surrounding area.
3. Provide community services and facilities in a manner least disruptive to the environmental qualities of the area.
4. Evaluate the costs and benefits of proposed annexations and associated development, taking into account life-cycle replacement cost of infrastructure.
5. Provide adequate parks, recreation and open space and opportunities equitably distributed throughout the Town to serve existing and future residents with particular consideration for pedestrian access.

## Policies

1. Pittsville will require new development to pay the cost of providing additional public facilities and services.
2. Pittsville will ensure that during development and redevelopment, sufficient land areas is retained for future schools, parks, greenways, streets, fire and police stations, and other public purposes and essential services as may be required.
3. Pittsville will align long-range construction and service plans with the Comprehensive Plan and growth and demographic projections to develop a Capital Improvement Program to meet future needs.

## **Existing Facilities**

### Potable Water

The Town of Pittsville owns and operates its water system constructed in the late 1970s. The Town's central water system consists of two wells, a treatment plant, an elevated storage tank, and a network of mains varying from 4" to 12" in diameter. The current average daily demand is nearly 0.13 million gallons per day (mgd), with a peak daily consumption of approximately 0.22 mgd. The treatment plant has a capacity of 0.14 mgd. The storage tank has a capacity of 200,000 gallons and provides a reserve and static pressure of approximately 72 psi in the service area.

“The Maryland Department of the Environment's Water Supply Program (WSP) has conducted a Source Water Assessment for ten community water systems in Wicomico County, including the Town of Pittsville community water supply. The required components of this report as described in Maryland's Source Water Assessment Program (SWAP) are 1) delineation of an area that contributes water to the source, 2) identification of potential sources of contamination, and 3) determination of the susceptibility of the water supply to contamination. Recommendations for protecting the drinking water supply conclude this report.

The sources of water supply wells in Wicomico County are unconfined and confined Coastal Plain aquifers. The Town of Pittsville water system, located in the Coastal Plain Physiographic Province of east Wicomico County, is currently using two wells that draw water from the confined Manokin aquifer. A Wellhead Protection area was delineated for Pittsville using U.S. EPA's approved methods specifically designed for each source.

Point sources of contamination were identified within and near the assessment area from field inspections and contaminant inventory databases. The Maryland Office of Planning's 2002 land use map for Wicomico County was used to identify non-point sources of contamination.

Map 02-1 Community Facilities

Susceptibility analysis includes a review of existing water quality data, the presence of potential sources of contamination in the assessment areas, well integrity, and the inherent vulnerability of the aquifer. The analysis determined that the Town of Pittsville water supply is not susceptible to contaminants originating at the land surface due to the protected nature of confined aquifers. The water supply may be susceptible to naturally occurring iron since the system has treatment for removal of iron from its raw water.”

### Sanitary Sewer

Constructed in the late 1970s the Pittsville wastewater facilities consist of a collection system and treatment plant. The collection system which serves some 600 accounts consists of a gravity sewerage system with lift stations. The treatment plant is an oxidation ditch activated sludge system with a tertiary filter system. The plant was built in 1983 and is permitted under Maryland Department of the Environment (MDE) discharge permit MD0060348 to discharge 115,000 gallons of effluent per day (gpd). The plant outfall is 8-inch diameter and discharges to the Aydelotte Branch. A 2005 ENR Study for the Town of Pittsville recommended a 12-inch diameter outfall in the future. A capacity management plan for this system is filed with MDE

Northern portions of Casher Wells Road and Maple Street and eastern portions of Railroad Avenue and Main Street within Town Limits remain unsewered. Current plans are for expansion of the existing wastewater treatment plant.

### Emergency Services

The forty-seven member Pittsville volunteer fire department serves an area around the Town of approximately 18,500 acres with an estimated population of 3,840. Its duties include fire suppression, rescue, and emergency medical service. Equipment includes three tanker units, a rescue unit, a command unit, brush unit, a transit van, an EMS response unit, and two ambulances.

Pittsville currently has one funded police officer. Also, the Town is served by the Wicomico County Sheriff's Department and the Maryland State Police.

### Library Services

The 1,400 square foot Pittsville branch of the Wicomico Public Library is located at 34372 Old Ocean City Road on the campus of the Pittsville Elementary and Middle School. The facility is opened 10 AM to 6 PM Monday through Saturday.

### Solid Waste Collection

The Town hires a contractor to collect trash weekly. Solid waste is disposed of at the County landfill located off Brick Kiln Road. The nearest convenience center/transfer station is located near Parsonsburg. The closest recycling drop off facilities is situated in Willards.

### Parks and Recreation

According to the 2017 Wicomico County Land Preservation, Parks, and Recreation Plan Pittsville is currently served by three facilities, the Pittsville School, Pittsville Ball Park, and Pittsville Playground, totaling 15.8 acres.

### Health Services

Pittsville has no resident doctor or dentist offices. Residents may utilize the Wicomico County Health Department or private facilities in Salisbury and Berlin. The 292-bed Peninsula Regional Medical Center (PRMC) is within 12 miles of Pittsville.

### Education Facilities

Pittsville Elementary/Middle School -The Pittsville Elementary/Middle School first opened in 1956 and serves grades 4 through 8. The SRC for Pittsville Elementary and Middle School is 505 students. Approximately 398 students attended the Pittsville Elementary/Middle School in 2017. Wicomico County Board of Education projections through 2027 show enrollment averaging about 82 percent of capacity. Applicable student-teacher ratio guidelines for Pittsville Elementary/Middle School are 27 students to one teacher for grades 4 through 8.

Parkside High School - Parkside High School located at 1015 Beaglin Park Drive in Salisbury serves Willards students in grade 9 through 12. Parkside High School SRC of 944. According to the Wicomico County Board of Education projections enrollment is projected to average in excess of 125 percent of capacity through 2027. This facility was rated number three on the Board of Education's Facility Needs Index, Major Capital Improvement and number five on the Board's Facility Needs Index Systemic. Applicable student-teacher ratio guidelines for Parkville High School are 27 students to one teacher for grades 9 through 12.

Higher Education - Higher education facilities available to the residents of Pittsville include Worcester-Wicomico (Wor-Wic) Community College and Salisbury University, both located in Salisbury, as well as the University of Maryland, Eastern Shore campus located in nearby Somerset County. The Community College serves the postsecondary vocational and technical education needs of the residents of Worcester and Wicomico counties and offers for-credit programs in a number of areas, including accounting and business, computer studies, construction engineering technology, criminal justice, nursing and radiologic technology,

education, and hotel-motel-restaurant management. Salisbury University is a regionally accredited, four-year comprehensive university that offers 52 different undergraduate and graduate degree programs in liberal arts, sciences, and professional fields.

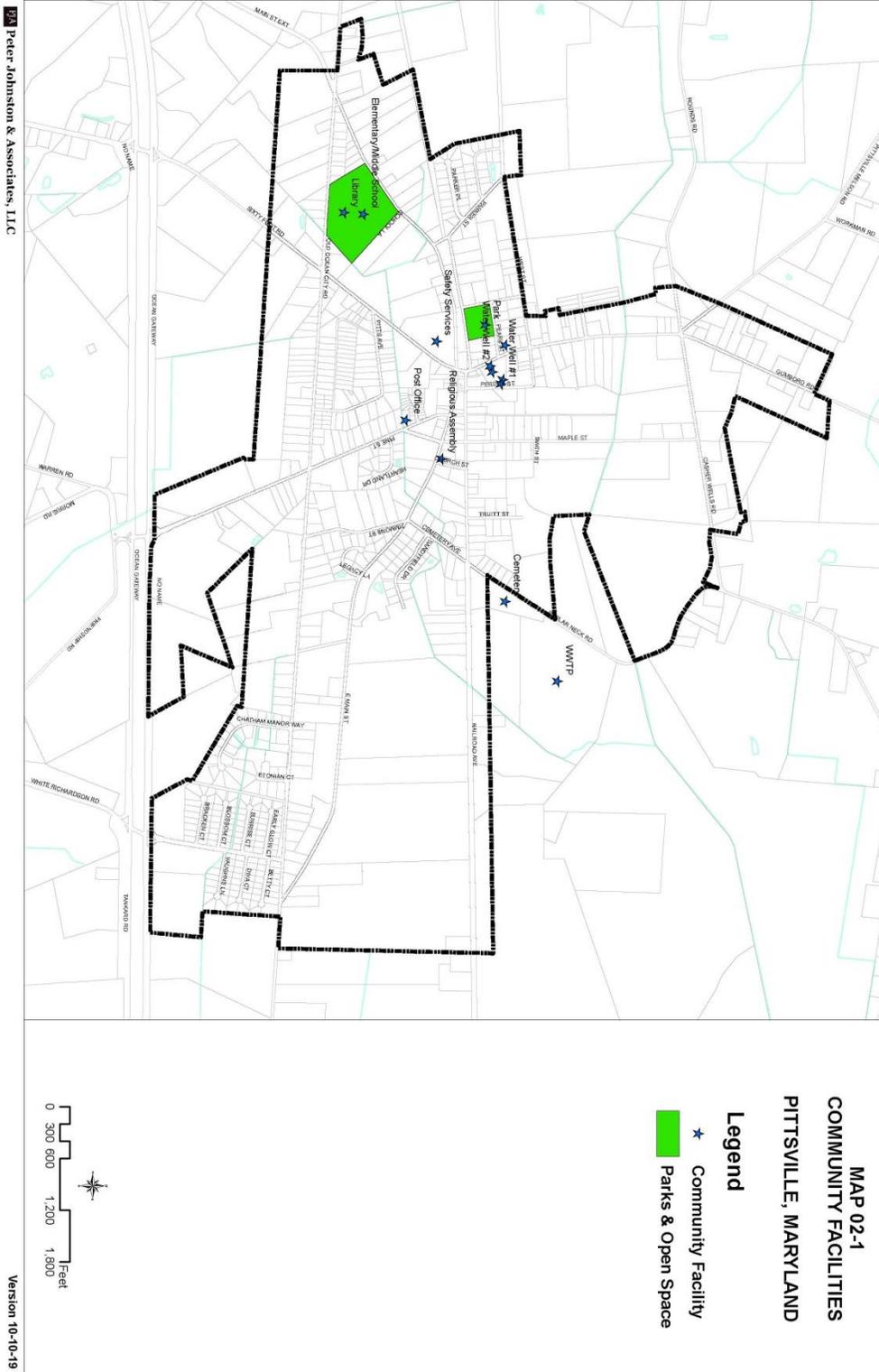
### **Recommendations**

Adequate public facilities are essential to the future growth and development of any Town. In general, it is wise to require that community facilities be extended only within the incorporated boundaries of the town. The Town of Pittsville will make annexation a prerequisite before granting the extension of Town sewer service facilities to areas outside the Town's incorporated boundaries.

To protect the existing groundwater (drinking water) resource, the Town will require appropriate environmental review in the development approval process. The Town should encourage stormwater management practices which utilize surface and on-site drainage treatments as opposed to underground drainage piping.

Based on the amount and rate of growth envisioned in this Comprehensive Plan, most of the existing Town community facilities and services such as fire, library, recreation etc. ( as referenced in Community Facilities subpart of the Background and Current Conditions Section of this Plan) are capable with minor adjustments and improvements of servicing the planned growth areas. The cost of water and sewer system improvements will be the responsibility of the developer.

The Town intends to manage the cost of future development and annexation so as not to adversely impact the economy and finances of the Town and its existing residents. New development will be required to pay for extensions of community facilities and a fair share of the cost for capital investments in community facilities systems. Minimally cover the operation costs of the sewer and water hookups in annexation areas, will help avoid undue future financial hardships on existing Town residents.



## **CHAPTER 03: MUNICIPAL GROWTH**

### **Introduction**

The Land Use Article of the Annotated Code of Maryland requires all municipalities to include a Municipal Growth Element (MGE) in their Comprehensive Plans that:

- consists of an analysis of land capacity available for development including infill and redevelopment and a review of the land area needed to satisfy the demand for development at densities consistent with its land use plan;
- specifies where the municipality intends to grow, including areas outside its existing corporate limits; and
- shares with other planning agencies an annexation plan that is consistent with any proposed growth element in the comprehensive plan.

Pittsville's Municipal Growth Element (MGE) examines the interrelationships among land use, anticipated population and housing growth and the related impacts on public facilities and services. The intent of preparing this element of the Comprehensive Plan is to give Pittsville officials a sound basis for setting land use and growth management policies through a better understanding of the multi-dimensional implications of anticipated growth. The Municipal Growth Element also establishes the basis for the Town to coordinate its growth management and capital programming policies with those of the State and County.

Projections and assumptions concerning population and housing growth, which may or may not occur at the rate and in the exact year anticipated are the basis for the MGE. When new or significant trends or events are counter to basic assumptions underlying the conclusions of the MGE, e.g., population growth exceeding expectations and requiring new growth strategies, the Town will revise the Comprehensive Plan as necessary and appropriate. With this caveat in mind, the overall objectives of the MGE are to:

- Evaluate potential growth in Pittsville;
- Assess the impacts of this growth on Town services, facilities, and infrastructure;
- Identify strategies to address projected facility and/or service needs; and
- Improve inter-jurisdictional coordination with Wicomico County and the State of Maryland.

## **Goals and Objectives**

### Goal

1. Pittsville's goal for municipal growth is new and infill development consistent with the goals, objectives, and policies of the Comprehensive Plan.

### Objectives

1. Grow the Town in accordance with the adopted Comprehensive Plan.
2. Promote controlled and compact development patterns that reflect good design practices, make efficient use of available land and locate development where public facilities, services, and amenities can be provided most efficiently.
3. Analyze the potential impacts of growth and development on Town services and facilities and ensure adequate capacity to meet the projected need.
4. Maintain good inter-jurisdictional coordination and cooperation with Wicomico County.
5. Update the Town's development regulations as required to implement recommendations of this Plan.

## **Projections**

Population projections are a best guess estimate of future conditions. Projections provide a theoretical basis to evaluate future demand for land within the Town to accommodate new residents and commercial uses and to assess the capacity of public facilities and services to meet the needs of residents and businesses.

Forecasting population growth scenarios, ones that embody both the aspirations of the Town for positive population, housing, and economic growth during the planning period (2010 – 2040) and tempered by realistic limitations, is challenging. Among the factors considered is land available for development (land development capacity) and significant infrastructure limitations, i.e., infrastructure constraints that are difficult and expensive to overcome. Regional housing demand and market conditions also are factors considered.

State and County population projections are potential indicators of future population growth. Wicomico County projected its population would reach 127,650 by the year 2040 (see Table 03-1).<sup>1</sup> The County's population projections are very similar to the most recent population

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<sup>1</sup> 2017 Wicomico County Comprehensive Plan, March 2017, pg. 3-3.

projections published by the Maryland Department of Planning.<sup>2</sup> The difference between Wicomico County and MDP's projection were likely due to different periods when projections were made. More recent population estimates from the U.S. Census Bureau have the County population in 2017 at 102,923 or an average annual growth rate of 0.6 percent.<sup>3</sup> This annual rate of population growth is nearly 13 percent less than the County or MDP projections for the planning period.

**Table 03-1: Population Projections – Wicomico County, Maryland**

Source	2010	2015	2020	2025	2030	2035	2040
Wicomico County Comprehensive Plan	98,733	102,370	109,200	114,400	119,200	123,650	127,650
Maryland Department of Planning	98,733	101,950	106,200	111,400	118,200	122,650	126,650

Source: Peter Johnston & Associates, LLC

Wicomico County projected Pittsville's population would grow to 1,626 by 2030, an average annual growth rate of 0.69 percent.<sup>4</sup> Assuming this annual growth rate continues, Pittsville's population could reach 1,742 by 2040. Recent population figures published by the U.S. Census Bureau estimate Pittsville's population in 2017 at 1,462, an average annual growth rate over the seven years 2010 to 2017 of 0.45 percent.<sup>5</sup> This annual rate of population growth is over 30 percent less than the assumed annual rate of growth in the Wicomico County Comprehensive Plan.

These projections, those from the 2017 Wicomico County Comprehensive Plan and those reflecting a slowing in the population growth through the decade beginning in 2010 suggest two potential population growth scenarios. Scenario one follows the Wicomico County projected average annual growth rate for Pittsville of 0.69 percent and is characterized as a moderate growth rate potentially achievable in the planning period. Scenario two, characterized as slow growth, is based on an average annual growth rate of 0.45 percent and assumes the downward trend in the average annual growth rate for Pittsville over the period 2010 to 2017 will continue through the planning period. Table 03-2 summarizes these two population growth scenarios.

**Table 03-2: Population Growth Scenarios**

	2010	2015	2020	2025	2030	2035	2040	Chg.	Ave. annual growth rate
<b>Scenario 01</b>	1,417	1,467	1,518	1,571	1,626	1,683	1,742	325	0.69%
<b>Scenario 02</b>	1,417	1,449	1,482	1,516	1,550	1,585	1,621	204	0.45%

<sup>2</sup> Maryland Department of Planning, Projections and State Data Center, August 2017

<sup>3</sup> Source: U.S. Census Bureau, Population Division, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

<sup>4</sup> Ibid, pg. 3-2.

<sup>5</sup> Source: U.S. Census Bureau, Population Division, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

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Source: Peter Johnston & Associates, LLC

A second important source of demand for public services is dwelling units. Households are used as a surrogate for housing units when estimating new dwelling units associated with the two scenarios outlined in Table 03-2. Following the projected trend in Wicomico County, the scenarios assume household size will decrease slightly during the planning period (see Table 03-3).

**Table 03-3: Average Household Size – 2010-2040**

	2010	2015	2020	2025	2030	2035	2040
Wicomico <sup>[1]</sup>	2.5344	2.5143	2.4995	2.4854	2.4778	2.4798	2.4720
Pittsville <sup>[2]</sup>	2.4000	2.3999	2.3998	2.3996	2.3995	2.3994	2.3993

[1] Maryland Department of Planning, Projections and State Data Center, August 2017

[2] Peter Johnston & Associates, LLC

Table 03-4 summarizes dwelling unit trends based on the population projections for each of the two growth scenarios outlined in Table 03-2 and based on decreasing household size as summarized in Table 03-3 during the planning period.

**Table 03-4: Growth Scenarios 2010-2040**

	2010	2015	2020	2025	2030	2035	2040	Chg.
<b>Scenario 01</b>								
Population	1,417	1,417	1,518	1,571	1,626	1,683	1,742	325
Dwelling Units	588	611	633	655	678	701	726	138
<b>Scenario 02</b>								
Population	1,417	1,449	1,482	1,516	1,550	1,585	1,621	204
Dwelling Units	588	604	618	632	646	661	676	88

Source: Peter Johnston & Associates, LLC

### Development Capacity

Maryland's Smart Growth law requires a planning process include an analysis of development capacity. The 1997 Priority Funding Areas (PFAs) Act states, "the designation by a County of a Priority Funding Area under this section shall be based on:

- i. An analysis of the capacity of land areas available for development, including infill and redevelopment; and

- ii. An analysis of the land area needed to satisfy the demand for development at densities consistent with the Master Plan.”<sup>6</sup>

Residential development capacity examines Pittsville’s growth scenarios in terms of the quantity of developable land to accommodate the expected population increase and housing growth. It assesses developable land that is:

- vacant or underused;
- does not have severe physical constraints;
- is planned or zoned for more intense use; and
- has access to the municipal services necessary to support development.

It also considers potential nonresidential growth capacity as these uses will impact the provision of some public facilities and services.

Residential development capacity analysis involves the following steps:

1. Identify vacant land and those lands that cannot be developed due to environmental constraints.
2. Subtract land needed for public services.
3. Add land that can be redeveloped or developed at higher intensity through infill.
4. Identify land with public services.
5. Estimating development capacity.

#### Vacant Land Capacity

Vacant land zoned for residential use (see Map 03-1) was identified based on the 2015-2016 Maryland Department of Assessment and Taxation tax records.<sup>7</sup> Table 03-5 summarizes acres of vacant land broken out by zoning classifications and the number of lots or acres after subtracting out exempt parcels (+/- 3 acres) and those currently in nonresidential use (+/- 24 acres).

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<sup>6</sup> Senate Bill 389, Chapter 759, Acts of 1997, page 11, lines 9-15.

<sup>7</sup> Source: MdProperty View, Wicomico County 2015/16 Edition.

**Table 03-5: Vacant Residential Land by Zoning Classification – 2015**

<b>Zoning Classification</b>	<b>Parcels</b>	<b>Acres</b>
R1 Prime Residential, Single-Family	58	288
R2 General Residential	54	66
R3 Residential Multiple Family	31	25
R4 Mobile Home Residential	13	3
<b>Total</b>	<b>156</b>	<b>382</b>

Source: Peter Johnston & Associates, LLC

Capacity was calculated first based on the observed density in each zoning classification (see Table 03-6). Capacity also was calculated based on achieving a “smart growth” net density of 3.5 dwelling units per acre (see Table 03-7). In applying the “smart growth” density, the vacant acres were discounted by 25 percent to account for land held out from development for such things as street right of ways, sensitive environmental features, low impact stormwater management measures, open space, etc.

Assuming the current residential density patterns prevail in each zoning classification, Pittsville has land capacity enough to accommodate an additional 714 dwelling units. Assuming future residential development achieves a net density of 3.5 dwelling units per acre on average, the vacant residential land in Pittsville could accommodate an additional 994 units. Either density pattern would result in more than enough residential development capacity to meet demand in either of the scenarios outlined; however, smart growth density represents a more efficient use of available vacant land.

**Table 03-6: Residential Development Capacity Vacant Land**

<b>Zoning Classification</b>	<b>Acres</b>	<b>Residential Capacity</b>	
		<b>Observed Density</b>	<b>Smart Growth Density</b>
R1 Prime Residential, Single-Family	285	560	747
R2 General Residential	66	128	173
R3 Residential Multiple Family	25	13	66
R4 Mobile Home Residential	3	13	8
<b>Total</b>	<b>379</b>	<b>714</b>	<b>994</b>

Source: Peter Johnston & Associates, LLC

### Infill and Redevelopment Capacity

Land currently developed at densities well below the norm, and with enough residual area to be further subdivided or to add units in the case of site plan projects, also is counted as development capacity. In addition to development capacity on vacant land, a portion of projected growth may be in the form of infill development on land already developed (adding more development on unused remainders of developed land) or redevelopment (replacing existing development with

new development). Potential infill and redevelopment properties are shown on Map 03-2 and estimated capacity of infill and redevelopment properties summarized in Table 03-7.

**Table 03-7: Residential Development Capacity - Infill and Redevelopment**

<b>Zoning Classification</b>	<b>Acres</b>	<b>Existing</b>		<b>Observed Density</b>	<b>Residential Capacity</b>	
		<b>Units</b>	<b>DUs/a</b>		<b>Smart Growth</b>	<b>Density</b>
R1	26	7	0.27	39		68
R2	4	1	0.27	7		10
<b>Total</b>	<b>30</b>	<b>8</b>		<b>46</b>		<b>78</b>

Source: Peter Johnston & Associates, LLC

#### Nonresidential Infill and Redevelopment Capacity

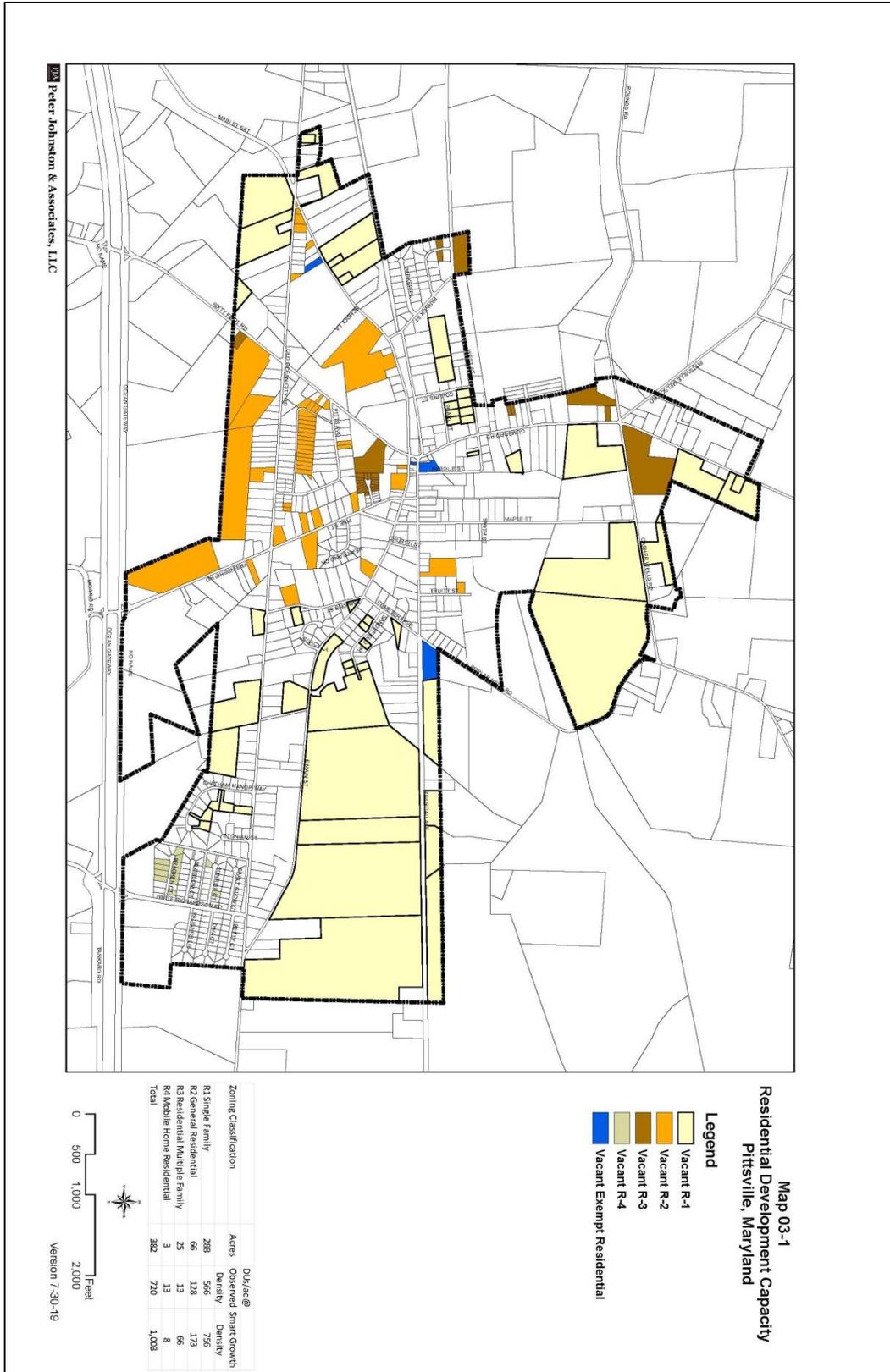
Estimating future demand for public facilities, especially water and sewer, also must account for potential nonresidential development, i.e., commercial, business, and industrial uses. Pittsville has approximately 126 acres zoned for nonresidential uses (see Table 03-8). Approximately 110,752 square feet of nonresidential floor area located on slightly less than 25 acres results in a floor area ratio (FAR) of about 0.10. Expressed another way, Pittsville currently has around 84 square feet per capita of nonresidential floor area. To maintain this ratio, an additional 27,270 square feet of nonresidential use under Scenario 01 and slightly more than 17,100 square feet under Scenario 02 is required.

**Table 03-8: Nonresidential Zoning Districts**

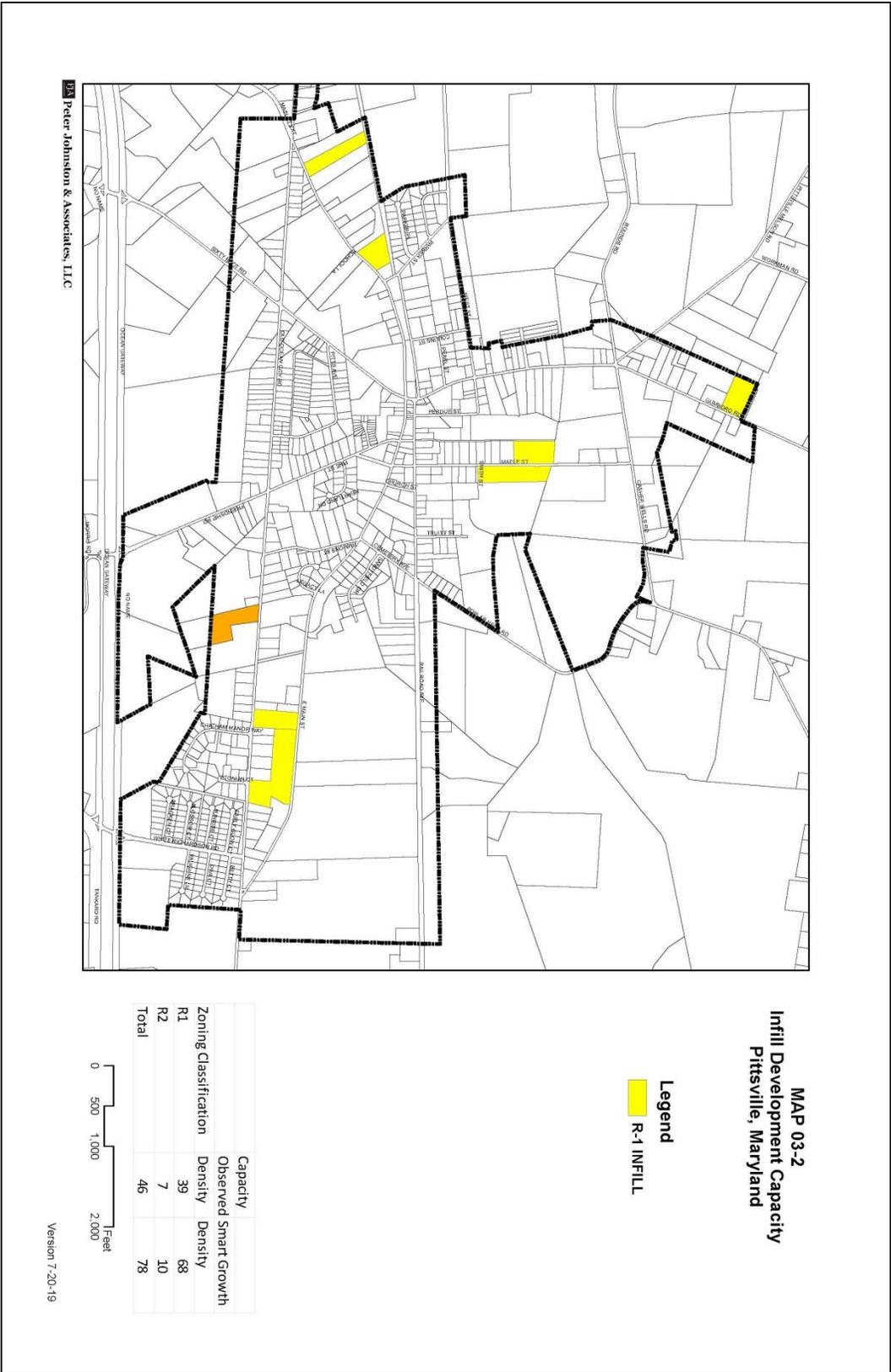
<b>Zoning Classification</b>	<b>Acres</b>		
	<b>Total</b>	<b>Improved</b>	<b>Unimproved</b>
C2 Highway Business	30	18	12
C1 Central Commercial	16	14	3
M1 Light Industrial	80	23	57
<b>Total</b>	<b>126</b>	<b>55</b>	<b>71</b>

Source: Peter Johnston & Associates, LLC

More than half of the land zoned for commercial or industrial land uses is vacant, and over 80 percent of improved properties zoned for commercial or industrial use are improved with residential units. Of the properties improved with buildings for nonresidential uses over half are industrial, primarily classified as “warehouse.” The remaining nonresidential uses are categorized as retail, service, and office. Assuming the relative mix of future nonresidential uses and level of intensity (floor area ratio) remains constant, Pittsville has ample land capacity for new nonresidential in all categories (see Table 03-9).



Map 03-1 Residential Development Capacity



## Map 03-2 Infill Development Capacity

**Table 03-9: Nonresidential Development Capacity**

<b>Nonresidential Use</b>	<b>Acres</b>	<b>GFA*</b>	<b>FAR**</b>	<b>% of total</b>	<b>Capacity</b>
Industrial	14.47	54,570	0.09	58.7%	157,724
Service	3.97	20,500	0.12	16.1%	59,251
Office	0.59	4,180	0.16	2.4%	12,081
Retail	5.60	31,502	0.13	22.7%	91,050
<b>Total</b>	<b>24.63</b>	<b>110,752</b>		<b>100.0%</b>	<b>320,107</b>

\* GFA – Gross floor area

\*\* FAR – Floor area ratio

Source: Peter Johnston & Associates, LLC

Conclusion

What is apparent from the results of the capacity analysis is that Pittsville has adequate land available within the existing corporate limits to accommodate population and housing growth in the planning period. The Town has the capacity for approximately 380 units following the observed pattern of residential development density. At smart growth density of 3.5 dwelling units per net acre, the Town has the capacity for nearly 800 new dwelling units. This capacity range implies the Town has land capacity enough to accommodate between 900 and 1,900 new residents.

The same can be said for nonresidential development. As stated earlier, the current nonresidential floor area per capita in Pittsville is 84 square feet. The Town has ample nonresidential land capacity to maintain this relationship under either scenario. Stated another way, Pittsville has enough nonresidential land capacity to support more than twice the current floor area per capita of nonresidential uses assuming current floor area ratios.

**Development Impacts**

Population and housing growth in Pittsville will increase demand for public services and facilities provided by the Town, Wicomico County, and others. Increased demand for public facilities and services will affect facilities including water and sewer, schools, libraries, police, and park and recreation as well as emergency services provided by the volunteer fire department.

The growth impact estimates for Pittsville in this section are derived using multipliers (service measures) that represent assumptions about the level of service that will be provided in the future (see Table 03-10). New households or new population are the “service units” representing demand. Projected households are a surrogate for dwelling units in the analysis.

**Table 03-10: Level of Service Measures**

<b>Facility/Service</b>	<b>Multiplier</b>	<b>Service Unit</b>
<b>Public Schools</b>		
Elementary School		
- Students	0.27	Per Household
- Teacher	1:11	Student-Teacher Ratio
Middle School		
- Students	0.14	Per Household
- Teacher	1:11	Student-Teacher Ratio
High School		
- Students	0.03	Per Household
- Teacher	1:12	Student-Teacher Ratio
<b>Town Admin./Meeting</b>		
- Personnel	2.00	Per 1000 population
- Facilities Gross Floor Area (gfa)	4.29	Per Capita
<b>Library</b>		
- Personnel	1.50	Per 1000 population
- Facilities (gfa)	0.99	Per Capita
<b>Police</b>		
- Sworn Officers	0.92	Per 1000 population
- Support	0.52	Per 1000 population
<b>Recreation Land</b>		
- Land (Acres)	30.00	Acres per 1000 pop.
<b>Fire &amp; Rescue</b>		
- Personnel	0.00625	Per Capita
- Facilities (gfa)	3	Per Capita
<b>Water &amp; Sewer</b>		
Residential		
- Sewer	100	GPD per person
- Water	100	GPD per person
Commercial/Industrial		Gross Floor Area
- Sewer	10	gpd per 1,000 sq. ft.
- Water	10	gpd per 1,000 sq. ft.

Source: Peter Johnston & Associates, LLC

Utilizing the level of service measures outlined in Table 03-10 to evaluate the impacts of population and housing growth in the scenarios set out in Table 03-2 indicates where the Town and County may expect to make capital expenditures for the provision of public facilities and services during the planning period. The underlying assumption is that the County and/or Town will maintain current service levels, which discounts the potential of residual capacity in existing systems. Table 03-11 summarizes these impacts.

**Table 03-11: Summary of facility and service impacts – Growth Scenarios**

	<b>Scenario 1</b>	<b>Scenario 2</b>
<b>Elementary School</b>		
- Students	37	24
- Teachers	3	2
<b>Middle School</b>		
- Students	15	9
- Teachers	1	1
<b>High School</b>		
- Students	21	14
- Teachers	2	1
<b>Town Administration</b>		
- Personnel	1	0
- Facilities (GFA)	1,391	876
<b>Library</b>		
- Personnel	0	0
- Facilities (GFA)	321	202
<b>Police</b>		
- Sworn Officers	0.30	0.19
- Support	0.17	0.11
<b>Parks &amp; Recreation</b>		
- Land (Acres)	10	6
<b>Fire &amp; Rescue</b>		
- Firemen	2	1
- Facilities (gfa)	938	590
<b>Water &amp; Sewer</b>		
- Sewer, remaining capacity	-47,737	-35,603
- Water supply, remaining capacity	37,263	49,397
- Water storage, remaining capacity	37,263	49,397

Source: Peter Johnston & Associates, LLC

### Schools

The capacity of public schools to accommodate student increases associated with both scenarios varies. In the case of Pittsville Elementary/Middle current enrollment, current and projected enrollment is less than the facility's State-rated capacity of 412 students. On the other hand, enrollment at Parkside High School is already well above its State-rated capacity of 944 students. "Projected enrollments are expected to further increase over the next several years, especially at the high school level and will exceed available capacity. Consistent with the objectives of the

Educational Facilities Master Plan to address overcrowding conditions, additional permanent space will need to be provided.”<sup>8</sup> In addition to student increases, if the schools are to maintain the current teacher/student ratios, some teachers will need to be added to the staff.

### Town Administration

Pittsville’s town offices located at 7505 Gumboro Road encompass approximately 6,072 square feet of floor area, including offices and meeting space. Staffing includes two permanent and one part-time person. This level of service equates to nearly four square feet of floor area per capita and two staff per 1,000 residents. Staffing levels would not be significantly affected under either scenario. To maintain a level of building service approximating the current floor area, the Town’s administrative offices space may need to be expanded.

### Public Works

Pittsville employs one full-time maintenance worker. The 900 square foot building collocated with the Town administration building Public works houses staff and facilities.

### Library

The 1,200 square foot Pittsville branch of the Wicomico Public Library is located on the campus of the Pittsville Elementary and Middle School. The library facility and staffing are adequate to serve the Town’s needs under either scenario.

### Parks and Recreation

The State of Maryland 2017 Goals for Recreation, Parks, and Open Space area as follows:

1. Make a variety of quality recreational environments and opportunities readily accessible to all of its citizens, and thereby contribute to their physical and mental well-being.
2. Recognize and strategically use parks and recreation facilities as amenities to make communities, counties, and the State more desirable places to live, work, play, and visit.
3. Use State investment in parks, recreation, and open space to complement and mutually support the broader goals and objectives of local comprehensive/master plans.
4. To the highest degree, feasible locate recreational land and facilities for local populations are conveniently located relative to population centers, are accessible without reliance on the automobile, and help to protect natural open spaces and resources.

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<sup>8</sup> FY 19 Educational Facilities Master Plan, Wicomico County Board of Education, pg. 116.

5. Complement infrastructure and other public investments and priorities in existing communities and areas planned for growth through investment in neighborhood and community parks and facilities.
6. Continue to protect recreational open space and resource lands at a rate that equals or exceeds the rate that land is developed at a statewide level.

According to the 2013 Wicomico County Land Preservation, Parks, and Recreation Plan Pittsville is currently served by three facilities, the Pittsville School, Pittsville Ball Park, and Pittsville Playground, totaling 15.8 acres.<sup>9</sup> The 2.5-acre park site owned by the Pittsville Fire Department includes a pavilion, ball field, playground equipment, and a basketball court. The majority of the park and open space credited to Pittsville is the school site.

In the future Pittsville should plan to develop additional recreational facilities conveniently located relative and accessible without reliance on the automobile. One strategy the Town can implement is including required dedication of park land in the Town's subdivision regulations.

#### Fire & Rescue

Fire and rescue service which is well equipped and manned will not be adversely affected under either scenario utilizing current membership and building ratios as a level of service measure.

#### Police

Police service is currently provided by one full-time Town police officer and by the Wicomico County Sheriff's Department. Growth in the planning period may require adding town police staff. Pittsville estimates a fully staffed police department would have an annual cost of about \$136,800 per officer including salary, benefits, training, equipment, and vehicle and would require a minimum of three officers plus one support staff.

#### Water and Sewer

Sewer will be the public facility most significantly impacted by population and housing growth under either scenario. The Town does not have sufficient sewer treatment capacity to support Scenario 01 and would have to add a capacity increment of 20,000 gallons per day to service existing uses and accommodate growth under this scenario. Scenario 02 could be accommodated although numerically it slightly exceeds capacity.

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<sup>9</sup> Final Draft, 2013 Wicomico County Land Preservation, Parks, and Recreation Plan Wicomico County, Maryland, Table A-3.

Pittsville has enough water storage capacity to support both scenarios. However, the Town would need to have their water appropriation limit increased by approximately 15,000 gpd for scenario 01 and about 2,000 gpd for scenario 02.

### **Planning Area**

Based on the capacity analysis, Pittsville has determined that there is more than enough land within its current corporate limits to accommodate projected population and housing growth under either scenario examined. However, the Town will be challenged to develop adequate sewer capacity to support any new growth.

Pittsville has identified properties adjacent to the corporate area that could be considered for addition to the Town's municipal growth area in the future. The planning areas include land surrounding the current wastewater treatment plant and some properties currently split by the corporate boundary. It also includes properties fronting the US 50 corridor that the potential for commercial, business, and/or industrial use. The Town will consider all potential impacts and give priority to areas that have a strong potential to provide a positive economic return on public investment. Pittsville's planning areas are shown on Map 03-3.

If considered for annexation conditions 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 Pittsville 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 agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA). Contractual agreements will address following annexation policies:

1. Proposed annexation areas will be economically self-sufficient and will not result in more substantial municipal and county expenditures than anticipated revenues, which would indirectly burden existing town or county residents with the costs of services or facilities to support the area annexed. Impact fees or other offsets may be required.
2. The costs of providing roads, utilities, parks, other community services will be borne by those people gaining the most value from such facilities through income, profits, or participation.
3. For annexations involving larger parcels of land, the Town Commissioners, and/or Planning Commission may require appropriate impact studies, including a fiscal impact study and an environmental impact assessment that addresses the potential impact of the proposed annexation and planned development on the environment of the site and surrounding area.

4. If necessary, applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services

Before annexing any land area not included in a planning area, 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. The process will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan that the adequacy of public facilities and services is considered, and that county and state agency comments are addressed.

### **Inter-jurisdictional Coordination Policy Implications**

Among other considerations, the Town's annexation plan underscores the need for effective inter-jurisdictional coordination between the Town, Wicomico County and the State of Maryland. Pittsville's annexation plan has policy implications for state and county planning policies, including land use and growth management plans, Priority Funding Areas (PFAs) designations, Tier mapping, and master water and sewer facilities plan. All of these topics will be addressed with the County and State at the time of annexation.

### **Rural Buffer**

Pittsville has designated a "rural buffer" in which the Town prefers little or no substantial residential or nonresidential development occurs during the planning period (see Map 03-3). The density limitations on those portions of the rural buffer zoned A-1 Agriculture-Rural under the Wicomico County zoning scheme are sufficient to ensure this end. Those portions of the rural buffer zoned Town Transition under the County zoning scheme present the potential for premature residential subdivision and development that could impede the orderly expansion of the corporate area when and if the needed to accommodate growth. Consequently, it is recommended that the County consider rezoning the properties zoned Town Transitional to A-1 Agriculture-Rural at the time of the next comprehensive rezoning.

### **Funding Strategies**

Growth will require the Town and County fund the public facilities and services necessary to serve new residents and businesses. When assessing the cost versus benefits of a proposed development where the Town will assume responsibility for infrastructure (e.g., streets, water, sewer, sidewalks, etc.), Town officials should include life cycle replacement cost and assess the value created versus revenues derived to meet these cost.

Current sources of revenue alone, e.g., property tax, user fees, will not likely be sufficient to meet expenditures. In some instances, State and/or Federal grants and loans may be available to

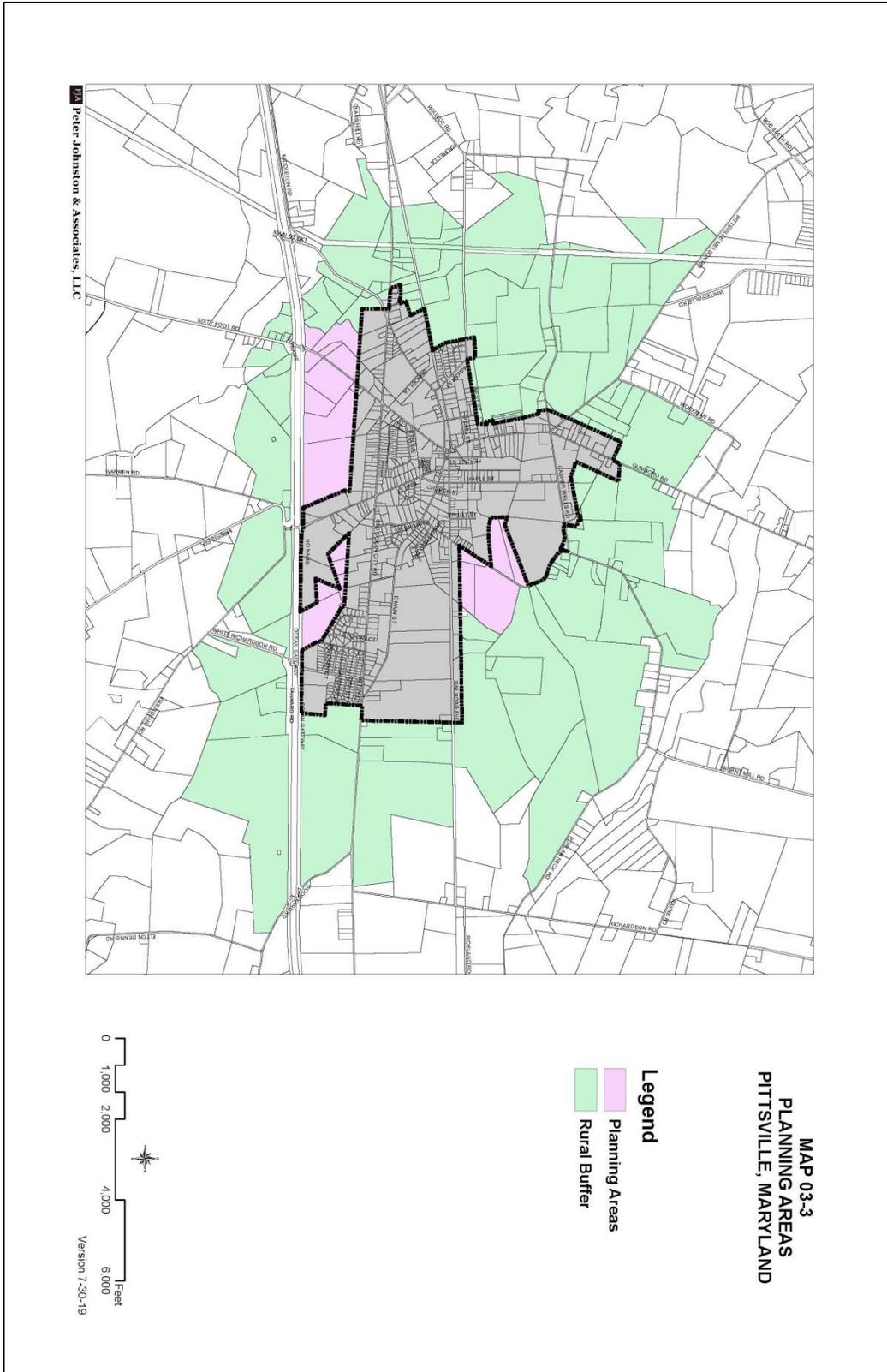
assist local governments. Other forms of revenue to address growth impacts also may need to be considered (see Table 03-12 for examples).

**Table 03-12: Potential Funding Source to Address Municipal Growth Impacts**

Facility/Service	Potential Funding Sources
School Facilities	Property tax, Excise Tax, Impact Fee, Federal/State School Construction Funds
Administration	
- Facilities	Property Tax, DRRA, Impact fee, grants, and loans
- Personnel	Property tax, Service fees (e.g., zoning certificate fee, inspection fees), grants
Public Works	
- Facilities	DRRA, Impact fee, Connection fees, User fees, Public works agreement, grants, loans
- Personnel	Property tax, service fees (e.g., water and sewer charges)
Library Facilities	Property tax, excise tax, impact fee, Grants and loans
Police	
- Facilities	Property tax, DRRA, Impact fee
- Personnel	Property tax, fines, and fees
Recreation Land	DRRA, Land dedication, State Program Open Space (POS)
Fire and Rescue - Nonprofit	
- Facilities	DRRA, grant, public and private contributions
County-Provided Fire and Rescue	
- Facilities	Property tax, excise tax, impact fee, special tax (e.g., fire districts tax), grants
- Personnel	Property tax, special tax (e.g., fire district tax)
Water and Sewer Facilities	DRRA, Public Works Agreements, connection fees, user charges

Map

03-3



Planning Areas

## **CHAPTER 04 - NATURAL RESOURCE CONSERVATION**

Conservation and protection of sensitive natural features transcend arbitrary boundaries. Issues such as the loss of forest, sedimentation of streams, and loss of wildlife habitat in the watershed and beyond are everyone's concern. The health of local habitats and their ability to support a diversity of fish and wildlife species is one measure of sustainability and the effectiveness of management practices deployed by landowners, residents, State, County, and municipal governments.

The Town of Pittsville is surrounded by farm and forest land that provides habitat and food sources for fish and wildlife. The Town of Pittsville values its rural character and clean environment with surrounding land areas in farm and forest. The area teems with fish and wildlife and serves as the foundation for an enjoyable rural lifestyle. These irreplaceable natural assets are most important to the health and wellbeing of the Town and humanity as a whole. Human settlements built across these landscapes will disturb and alter this fragile natural environment.

The Town desires that future building development be conceived and designed in ways which recognize sensitive natural features and support systems and takes steps to minimize disturbance and damage to these important natural areas. Accommodating growth and development in the Town must be balanced with consideration for the positive contributions that the natural setting makes to the quality of community life as well. Regardless of location, all future development should be subject to minimum performance standards for environmental protection and natural resource conservation.

### **Natural Resource Conservation Goal and Objectives**

**Goal** - Preserve and protect the important natural features of the Town, including streams, wooded areas, wildlife habitats, and sensitive environmental areas.

#### Objectives

- Preserve environmentally sensitive areas along the Town's waterways.
- Adopt protection measures for streams and stream buffers, forest cover, and sensitive species habitat.

### **Watershed**

The Upper Pocomoke River Watershed, wholly located in Wicomico County, encompasses a little over 29,000 acres. Land in the watershed drains to the Pocomoke River which is included in the Lower Eastern Shore Tributary Basin.

Resource utilization land uses dominated according to 2010 data, with agriculture and forestry accounting for nearly 86 percent of all land (see Table 04-1 and Map 04-1). Development uses, including residential, industrial, and commercial, accounted for approximately 14 percent of all land uses.

**Table 04-1: 2010 Land Use and Land Cover Upper Pocomoke River Watershed**

<b>Development Uses</b>	<b>Acres</b>	<b>% of Total</b>
Low Density Residential	1,463	5.0%
Medium Density Residential	303	1.0%
High Density Residential	18	0.1%
Rural Residential	1,583	5.4%
Institutional	41	0.1%
Commercial	139	0.5%
Industrial	89.1	0.3%
Open Urban Land	192	0.7%
Transportation	129	0.4%
<b>Resource Utilization Uses</b>		
Mineral Extraction	18	0.1%
Agriculture	1,2901	44.4%
Forest	12,008	41.3%
Wetlands	63	0.2%
Open Water	50	0.2%
Barren Ground	67	0.2%
<b>Total</b>	<b>29,064</b>	<b>100.0%</b>

Source: Maryland Department of Planning, 2010 Land Use Land Cover

## Topography

Pittsville is located in the Atlantic Coastal Plain, which is characterized by comparatively low-lying topography with relief seldom exceeding eighty feet above sea level. The countryside around the town is a broad, gently rolling plain broken only by the small streams feed the Pocomoke River. Most of the land in the planning area has been cleared for agricultural uses or is forested.

Elevation above sea level in Pittsville and vicinity ranges from twenty-three to seventy-three feet above sea level. The overall drainage pattern is generally from the west to east primarily through the ditch system. Maintenance of the extensive drainage ways (ditches) in the Town is critical to avoid local flooding and to support the community's development plans (see Map 04-2). Effective management of drainage is essential in the Town's growth plans. Managing drainage is equally vital to the protection of water quality in receiving streams and the effect of runoff on sensitive plant and wildlife species habitat.

## Soils

The vast majority of the soils in and around Pittsville are classified by the U.S. Department of Agriculture Natural Resource Conservation Service (NRCS) as somewhat poorly drained, poorly drained, or very poorly drained. These soil types present challenges for meeting stormwater management requirements (see Figure 01).

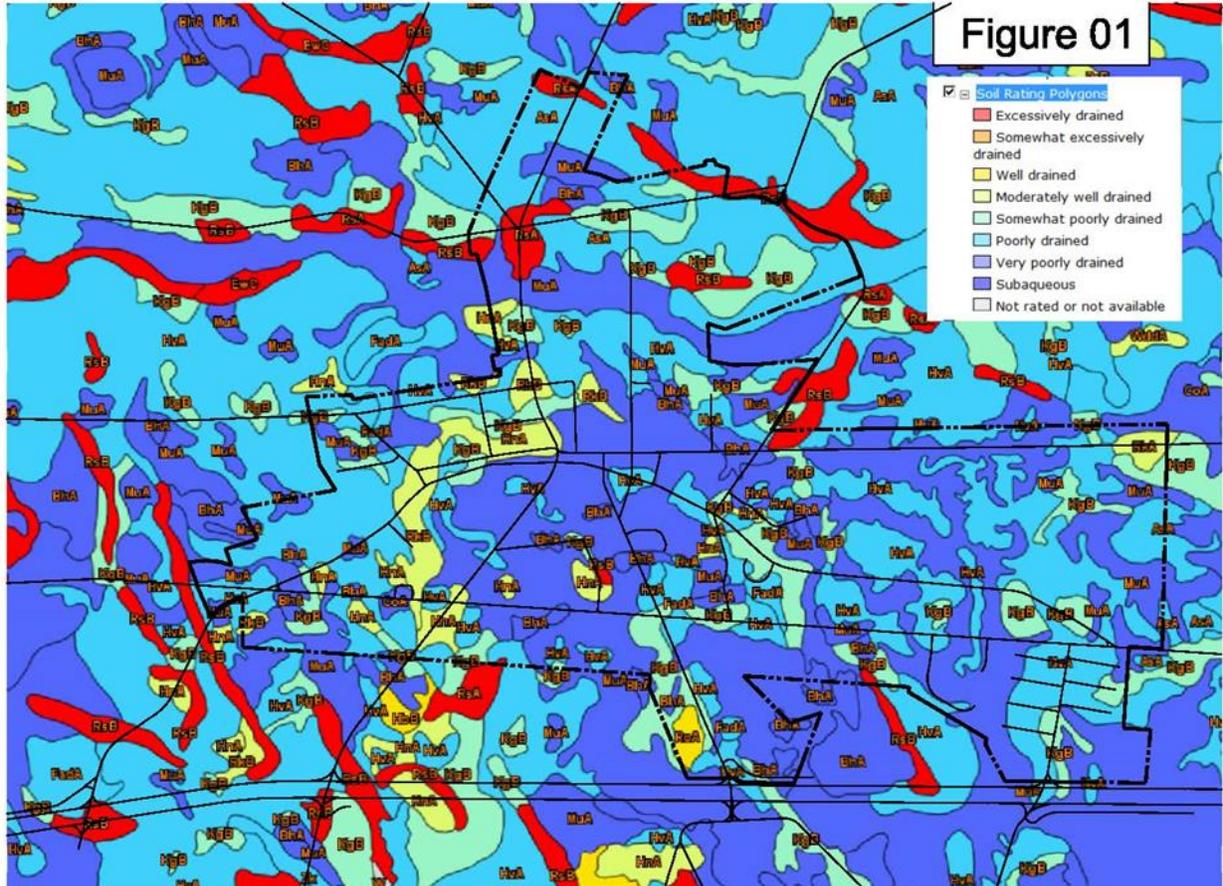
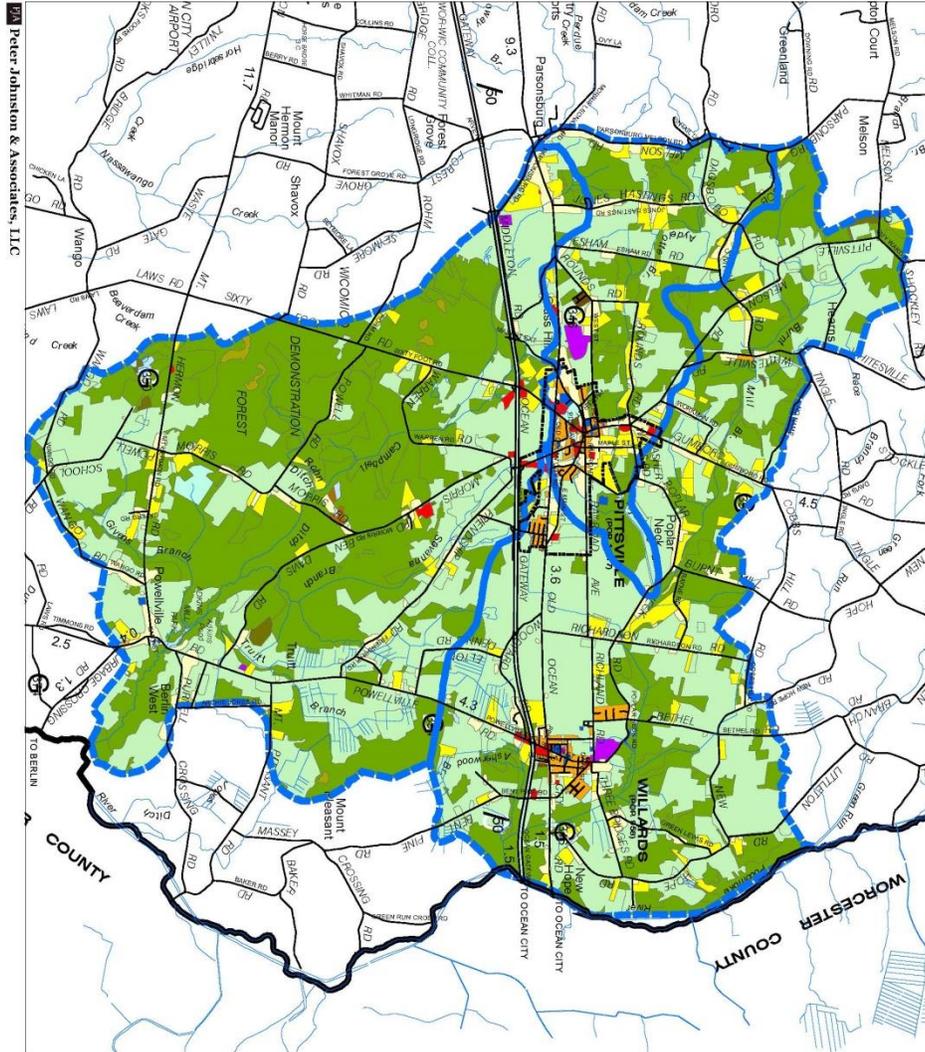


Figure 01 Soils

Map



**MAP 04-1  
WATERSHED LAND USE 2010  
PITTSVILLE, MARYLAND**

**Legend**

- Low\_Density\_Residential
- Medium\_Density\_Residential
- High\_Density\_Residential
- Rural\_Residential
- Institutional
- Commercial
- Industrial
- Open\_Urban\_Land
- Transportation
- Mineral\_Extraction
- Agriculture
- Forest
- Wetlands
- Open\_Water
- Barren\_Ground
- Upper\_Pocomoke\_Watershed

0 0.5 1 2 3 Miles

Version 7-30-19

Watershed Land Use - 2010

## **Sensitive Areas**

The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 added a requirement to the Land Use Article that comprehensive plans contain a Sensitive Areas Element. In 2006 the Maryland Legislature passed House Bill 1141 expanded the list of sensitive areas to be addressed in comprehensive plans, adding wetlands, agricultural lands, and forest resource protection/conservation areas. Sensitive areas include the following:

- Streams and stream buffers,
- 100-year floodplain,
- Endangered species habitats,
- Steep slopes,
- Other sensitive areas, such as wetlands or forested areas that a jurisdiction wants to protect from the adverse impacts of development; and
- Agriculture and forest lands intended for resource protection or conservation.

Management of these features affects the quality of fish and wildlife habitat, biodiversity, and water quality in the Chesapeake Bay and its tributaries. Land use and growth scenarios should be judged on their potential impact on these areas, and development standards require avoidance or minimization of adverse impacts to the maximum extent possible.

The 100-year floodplain and steep slopes are not critical sensitive areas in Pittsville.

### **Streams and Stream Buffers**

Streams and their buffers are important resources. Streams provide drinking water for local communities, natural drainage, and irrigation for farmers. Streams are prime spots for recreation, for fishing and serve as spawning areas for sport and commercial fish stock, and wildlife areas. Development near streams could be subject to flooding that could result in the loss of life and property.

Streams and adjacent areas are home to countless species of animals and transport valuable nutrients, minerals, and vitamins to the Chesapeake Bay. The floodplain, wetlands and wooded slopes along streams are important parts of the stream ecosystem. Natural growth adjacent to our streams often serves as a natural screen between different types of land use.

More intense development activity often diminishes forests and natural vegetation along streams corridors. The cumulative loss of large amounts of open space and natural land has reduced the ability of the remaining naturally vegetated land along streams to buffer the effects of such intrusions as high stormwater runoff.

Buffers serve as protection areas placed adjacent to streams to preserve some of the biological and hydrological integrity of the stream basin. These areas act as run-off and groundwater pollution control systems by filtering pollutants through the soil and root zone of natural growth. For example, microscopic organisms that inhabit the soils in a forested buffer assist in the decomposition of pollutants, much like microbes in a sewage treatment plant.

Streams and associated drainage ways are the pathways by which solid and liquid matter from the town reach receiving water bodies (see Map 04-2). The primary stream system in the Pittsville area is the Aydelotte Branch and Adkins Branch, perennial streams that flow to the Upper Pocomoke River. Aydelotte Branch is the receiving stream for discharge from the Pittsville wastewater treatment plant (WWTP). Best management practices include vegetative buffers along stream corridors ranging from one hundred to twenty-five feet or the maximum extent practical in highly developed areas.

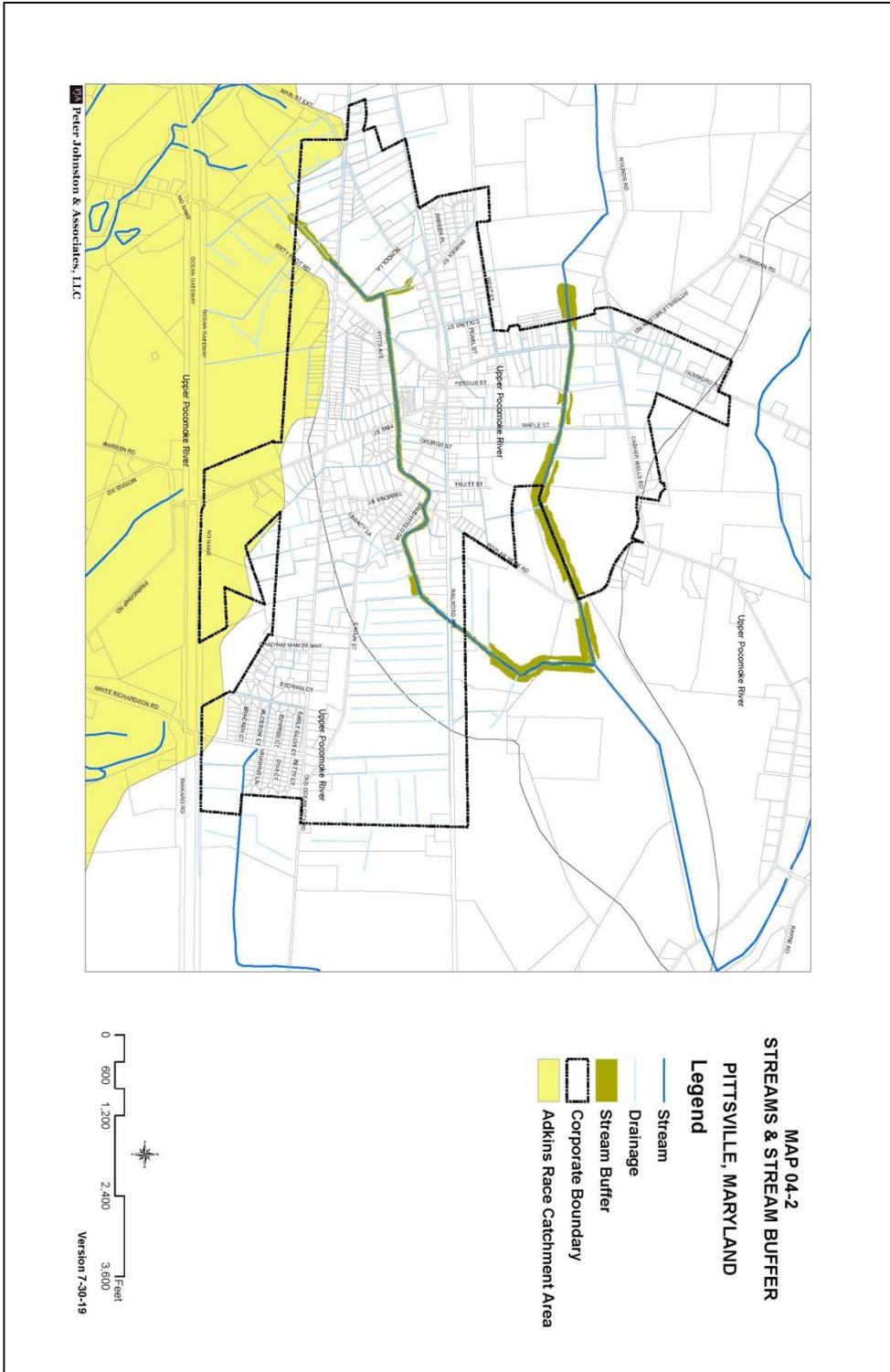
Pittsville's relatively flat topography allows for an exaggerated sheet flow, reducing nutrient pollution in stormwater runoff to streams. The topography also produces slower flows due to the small changes in elevation, reducing erosion potential. For these reasons, tax ditches have been created, significantly reducing the threat of flash floods and significant erosion issues. Nevertheless, management practices intended to protect water quality in streams need to include buffers and other stormwater management measures in major drainageways.

A portion of the Town drains to Adkins Branch. Atkins Race 1, which is located within the vicinity of the Town, has been designated as a Tier II stream. Portions of the Planning and corporate area within the Catchment (watershed) of the segment (see Maps 04-2) of the Adkins Race.

A Tier II stream is so classified because it has an existing water quality that is significantly better than the minimum requirements specified in water quality standards. Federal anti-degradation regulations (40CFR131.12) require states to maintain the condition of high quality (i.e., Tier II) waters that have water quality that is better than the minimum standard necessary to meet designated uses. The Code of Maryland Regulations (COMAR) 26.08.02.04) outlines Maryland's anti-degradation implementation procedures.

According to the DNR, "the purpose of the Tier II review is to prevent degradation to high-quality waters due to permitted activities. The Tier II review is implemented to protect downstream resources on the watershed scale and permitted activities occurring anywhere upstream of the designated stream segment are subject to review. The review applies to:

- Water and Sewer Plan amendments,
- Nontidal Wetlands and Waterways permits and authorizations, and
- New or modified individual National Pollutant Discharge Elimination System (NPDES) discharge permits.



Map 04-2 Streams and Stream Buffers

The review process identifies impacts associated with a given regulated activity and appropriate alternatives that may avoid these impacts to Tier II waters. If impacts cannot be avoided, then the review identifies reasonable alternatives that may minimize or mitigate impacts within the Tier II watershed. More broadly, the review identifies practices that could be considered along with existing conservation, restoration, and planning activities. The meeting anti-degradation requirements applicable to Adkins Race catchment areas should be addressed in the development review for properties located in Pittsville's "planning area."

### Sensitive species habitats

According to DNR data, there exist habitats of sensitive plant and wildlife species within and around Pittsville (see Map 04-03). Depending on the data concerning the at-risk nature of the species, the areas in and around Pittsville are classified as either a State Listed Species of Concern or Species of Concern. Group 2 areas include regulated State-listed threatened species. Group 3 areas include species or natural communities of concern to the Maryland Department of Natural Resources (DNR), but with no official status. These areas are delineated to indicate potential threats from environmental impacts due to the proximity of sensitive species habitat.

Sensitive Species Project Review Areas (SSPRA) are buffer areas that primarily contain habitat for the categories of sensitive species. These buffer areas generally include, but do not specifically delineate, such regulated areas as Natural Heritage Areas, Wetlands of Special State Concern, Colonial Waterbird Colonies, and Habitat Protection Areas. DNR designates these areas to provide local governments with information for assessing environmental impacts and reviewing potential development projects or land use changes within these areas.

Forest Interior Dwelling Bird Species (FIDS) Habitat outlines potential habitat for Forest Interior Dwelling Species in the State of Maryland. A potential FIDS habitat is defined as a forest tract that is either higher than 50 acres with at least 10 acres of forest interior habitat (forest higher than 300 feet from the nearest forest edge), or riparian forests that are at least 300 feet in total width and greater than 50 acres in total forest area (the stream must be perennial).

Large blocks of high-quality forest interior habitat tend to be along tributary stream corridors or in headwater areas for those streams. High-quality FIDS habitat is defined as a predominantly mature hardwood or mixed hardwood-pine forest tract at least 100 acres in size, of which forest interior habitat comprises at least 25% of the total forest area. A FIDS habitat with high-quality contiguous interior forest greater than 500 acres is designated as Class 1. Class 2 FIDS is a habitat with high quality contiguous interior forest less than 500 acres. The forested area of Pittsville (approximately 70 acres) is part of a larger forest area that has been designated Class 1 FIDS habitat.

These data are only the results of a model depicting where FIDS habitat might occur based on specific criteria. This information is provided for planning and analysis for the conservation of a

group of species, called Forest Interior Dwelling Species (FIDS), known to require habitat conditions in the interior of forests for optimal reproduction and survival.

### Protected Land

Map 04-4 shows “protected land” in the vicinity of Pittsville. The “protected” category includes agriculture and forest lands intended for resource protection or conservation and land owned by the Maryland Department of Natural Resources and protected from development pressures. Pittsville’s “Rural Buffer” shown on the Land Use Plan map includes portions of these areas.

### Wetlands

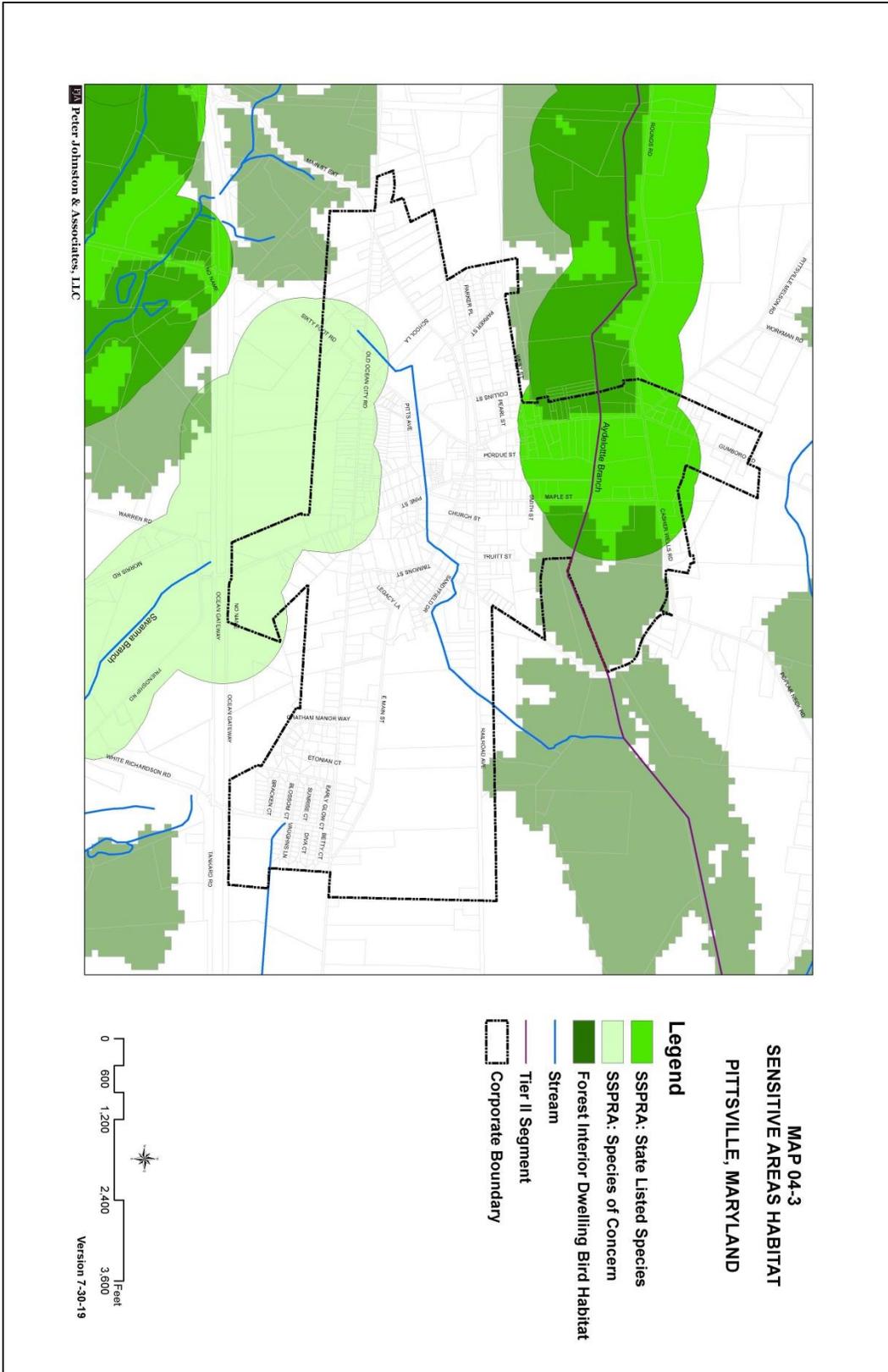
Wetlands are essential natural areas protected by State law (Title 9, Sections 9-101/9-301 of the Natural Resources Volume, Maryland Annotated Code) which sets forth strict licensing procedures for any alteration of wetlands. They are also within the protective jurisdiction of the federal government through the U.S. Army Corps of Engineers.

Map 05 shows the extent of nontidal wetlands in and around Pittsville. A twenty-five-foot setback is required for all development around the extent of the delineated non-tidal wetland except as may be permitted by the U.S. Army Corp of Engineers and the State of Maryland, Department of Natural Resources, Non-tidal Wetland Division.

Nontidal wetlands located in and surrounding Pittsville consist of freshwater emergent and freshwater forested/shrub wetlands with large concentrations in the Hamlin Swamp and on the Town WWTP property. Most of the 55 acres of nontidal wetlands within the Town are in forest areas in the northeastern portion of the Town along the Aydelotte stream corridor (see Map 04-5).

### Protected Land - Forest

Forest and woodlands, in addition to being an essential renewable economic resource, also provide critical wildlife and plant habitat. For these reasons, every effort should be made to conserve this natural resource. Approximately 71 acres of forest land are located within the corporate area of Pittsville (see Map 04-6) and approximately half are forested wetlands and cannot be disturbed.



Map 04-3 Sensitive Area Habitat

Maryland Forest Conservation Law requires that clearing of forest be regulated to ensure implementation of forest conservation measures. Local jurisdictions have the option of adopting local Forest Conservation Programs and implementing regulations that are consistent with the requirements of the Law. These requirements will apply to subdivision plans or application for a grading and sediment control permit on areas 40,000 square feet or greater.

The Town will require that major subdivision and development proposals incorporate design measures which will identify and reduce, to the extent practical, impacts on sensitive natural features. The clustering of development on a portion of the development site and reserving the remainder of the site in open space serves to reduce the amount of infrastructure and its associated impacts and allows sensitive natural areas to be placed in much less disturbed open space areas. To the extent practical, wetlands, woodlands, and other sensitive natural areas will remain in open space areas. Stream beds, ponds, and other important surface water features will be buffered with trees and native vegetation. Building and clearing activities in floodplains, wetlands, steep slopes, and highly erodible soils will be avoided, wherever possible. Stormwater runoff from impervious surfaces will be properly managed and infiltrated. Sediment and erosion control during and after construction will be practiced. Maintaining and enhancing wildlife corridors and habitat will be encouraged. Lands set aside for buffering, and natural resources protection can be deducted from the open space requirement up to a maximum of 70% of the open space requirement.

## **Mineral Resources**

The Land Use Article requires that each comprehensive plan contain a mineral resources element. If current geological information is available, the plan must show how mineral resources will be extracted or reserved for future use. Pittsville has no commercial quality mineral resources.

## **Recommendations**

### Forest Conservation

Enforce the State Forest Conservation law. Amend the town's development regulations to require minimum landscaping that increase tree canopy, e.g., street trees.

### Stream Buffers

Revise the Pittsville development codes to require a minimum 25-foot buffer from perennial and intermittent streams, and more were feasible. Reduce minimum lot sizes and incorporate flexibility provisions, so that stream buffer requirements do not significantly reduce achievable density on sites. Create incentives for the installation of stream buffers where none currently exist.

### Sensitive Areas

Pittsville's sensitive areas policies are as follows:

- Protect natural areas and the natural drainage system.
- Preserve environmentally sensitive areas along waterways and major drainage features.
- Preserve natural drainage-ways and provide public access points for maintenance purposes.

Pittsville's development codes should be amended to establish specific protection standards for all sensitive area, including consultation with DNR officials when a proposed development may impact a sensitive species habitat or Tier II streams. The developer should be required to confer with the Department of Natural Resources, and if required, have prepared a habitat protection plan to protect and conserve the habitats identified.

### Wetlands

Required compliance with State Nontidal Wetland protection standards.

### Climate Change

Climate change issues of concern in Wicomico County are susceptibility to coastal flooding, coastal erosion, wetland inundation, and saltwater intrusion, with the first three serving as the most significant threats. These are not issues affecting Pittsville. A recommendation in the 2017 Wicomico County Comprehensive Plan is to request assistance from appropriate State agencies to prepare a sea-level rise and climate change study for Wicomico County.<sup>10</sup> Pittsville should monitor the conclusions and recommendations of such a study for applicability for the Town.

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<sup>10</sup> 2017 Wicomico County Comprehensive Plan, pg. 4-2.







## **CHAPTER 05 - WATER RESOURCES**

### **Introduction**

Pittsville's "Water Resources Element" (WRE) satisfies a basic planning requirement mandated by Maryland House Bill 1141 (HB 1141). The purpose of the WRE is to assess water resource capacity to meet current and future needs. Specifically, the statutory requirements are to:

- 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 the Maryland Department of Planning (MDP).

The WRE informs other Plan elements including the Land Use Plan, the Municipal Growth element, the Community Facilities, and the Natural Resources. In the WRE, Pittsville addresses three major areas, including water (both supply and quality), wastewater treatment and discharge, and stormwater management. Preparation of the WRE evaluates water resource capacity limits determines the potential implications of water resource issues for future growth and facilitates the development of management strategies.

### **Hydrogeological Setting**

By way of context, Pittsville is situated in the Northern Atlantic Coastal Plain aquifer system (NACP). The NACP system encompasses approximately 50,000 square miles that extend from the North Carolina and South Carolina border to Long Island, New York. The aquifer system is bounded in the west by the Fall Line, which separates Piedmont from the Coastal Plain physiographic province (see Figure 5-1) and is bounded in the east by the Atlantic Ocean.<sup>11</sup>

### **Regional Water Resources**

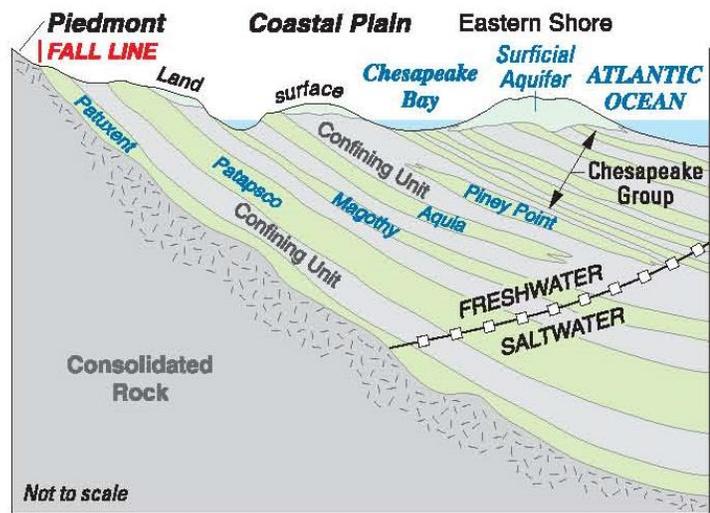
The Atlantic Coastal Plain aquifer system in Maryland consists of an alternating series of aquifers and confining units that descend and widen as they extend toward the Atlantic Ocean.

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<sup>11</sup> A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland (Open-File Report 2007-1205), by Robert J. Shedlock, David W. Bolton, Emery T. Cleaves, James M. Gerhart, and Mark R. Nardi, U.S. Department of the Interior and U.S. Geological Survey, prepared in cooperation with the Maryland Geological Survey, the Maryland Department of Natural Resources and the Maryland Department of the Environment.

The major aquifers in the Coastal Plain system are the Patuxent, Patapsco, Magothy, Aquia and Piney Point Formations, and the Chesapeake Group.

Total groundwater use in Maryland exceeds 214 million gallons per day.<sup>12</sup> The urban areas of Baltimore and Washington, D.C. make up the most significant percentage of the State's water usage, and their water supply is derived from surface water sources. In Maryland's Coastal Plain counties, which include southern Maryland and the Eastern Shore, groundwater comprises 86 percent of the total water use.<sup>13</sup>



**Figure 5-1: North Atlantic Coastal Plain Aquifer System**

Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snowmelt and depleted by drought, resulting in fluctuating water levels. Artesian aquifers receive recharge from areas where water-bearing formations crop out, leakage through confining beds, and lateral movement of water from adjacent aquifers. Artesian aquifers are much less vulnerable to drought conditions.<sup>14</sup>

The natural water quality of Coastal Plain groundwater is generally good and ranges from very soft to very hard with the average in the moderately soft range (Vokes and Edwards, 1974). Most Coastal Plain aquifers contain both fresh and salt water. Water directly below recharge areas is fresh; salt levels increase with aquifer depth and proximity to the ocean. The location of the freshwater-saltwater boundary (zone of diffusion) depends on the volume of freshwater entering the aquifer from recharge or leakage.

The 2004 report of the Maryland Advisory Committee on the “Management and Protection of the State’s Water Resources” recommended a comprehensive study of the sustainability of the entire Atlantic Coastal Plain aquifer system in Maryland. This study is currently being undertaken by the U.S. Department of the Interior and USGS in cooperation with the Maryland Geological Survey and Maryland Department of the Environment. The assessment will be conducted in three phases and is expected to take seven to eight years to complete. According to

<sup>12</sup> *An Overview of Wetlands and Water Resources of Maryland*, by Denise Clearwater, Paryse Turgeon, Christi Noble, and Julie Labranche. Prepared for Maryland Wetland Conservation Plan Work Group, January 2000

<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

the most recent report, “progress continued on Phase II of the regional Coastal Plain Assessment. Activities included further development of the regional groundwater flow model, incorporation of new data and refinements to the Coastal Plain Aquifer Information System, and an evaluation of the regional monitoring networks.” When fully developed, the system will serve as a web-based tool and will facilitate the use of ground-water management models for evaluation of a variety of water-management strategies.

## **Pittsville Water System**

### Existing

The Town of Pittsville water system, located in the Coastal Plain Physiographic Province of east Wicomico County, is currently using two wells that draw water from the Pocomoke aquifer. “The Pocomoke aquifer is the shallower of two aquifers in the Chesapeake Group that overlie the St. Mary’s Formation. The aquifer correlates with an upper sand layer within the Eastover Formation, which consists of gray, fine to medium, fossiliferous (shelly) sand, as well as glauconitic, fine sandy silts and brown to green clays. The Pocomoke aquifer is present in the southeastern two-thirds of Somerset County and most of Worcester County. The aquifer pinches out up-dip in northeastern Worcester County. The altitude of the top of the Pocomoke aquifer decreases from its sub-crop area to about 200 feet below sea level beneath Ocean City in Worcester County, Maryland. The Pocomoke aquifer is composed of individual sands 10 to 20 feet thick, which cumulatively reach a maximum thickness of over 100 feet at Ocean City.”<sup>15</sup> The Pocomoke aquifer is an important source of water in Wicomico, Worcester, and Somerset Counties for larger users as well as for domestic supply. Use of the Pocomoke aquifer will likely increase, particularly in Worcester County, to meet the increasing demand for agricultural and farm use.

Pittsville water system consists of two wells, a treatment plant, an elevated storage tank, and a network of mains varying from 4" to 12" in diameter. According to Pittsville’s State Water Appropriation and Use (Permit No. WII981GOI5 06), the water withdrawal granted is limited to a daily average of 134,000 gallons every year and a daily average of 180,000 gallons for the month of maximum use. The current average daily demand is nearly 0.115 million gallons per day (mgd), with a peak daily consumption of approximately 0.22 mgd. The treatment plant has a capacity of 0.14 mgd. The storage tank has a capacity of 285,000 gallons. As reported in the 2009 Wicomico County Water and Sewer Plan, all of Pittsville is served with public water.<sup>16</sup>

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<sup>15</sup> Coastal Plain Aquifer Information, Maryland Geological Survey, [http://www.mgs.md.gov/groundwater/coastal\\_plain\\_aquifers\\_mobile.html](http://www.mgs.md.gov/groundwater/coastal_plain_aquifers_mobile.html)

<sup>16</sup> 2010 Wicomico County Comprehensive Water and Sewerage Plan, Wicomico County Department of Public Works.

## Projected Water Demand

Average daily water demand in Pittsville is currently 115,000 gallons per day. The two population growth scenarios evaluated in the Municipal Growth element provide the basis for the calculation of the impacts of projected growth on water demand. Water demand was calculated at the rate of 100 gallons per person per day for residential use. Scenario 01 assumes a population increase of 325 and the addition of 138 dwellings units by 2040. Scenario 02 assumes a population increase of 204 and the addition of 88 dwelling units. The two growth scenarios also expect an increase in nonresidential water demand estimated at the rate of 10 gallons per day per 1,000 square feet of gross floor area.

Water supply for projected growth in either scenario does not appear to be an issue in light of the current best available information concerning capacity in the Pocomoke Aquifer. While storage and distribution are not obvious limiting factors as can be seen from Table 05-1 Pittsville will need to increase the limits of their Water Appropriations Permits to accommodate the potential residential and nonresidential growth outlined in the two scenarios.

**Table 05-1: Projected Drinking Water Demand**

<b>Estimates (gpd)</b>	<b>Scenario 1</b>	<b>Scenario 2</b>
Residential		
- Water	32,465	20,432
Commercial/Industrial		
- Water	273	172
Existing Average Daily Flows	115,000	115,000
Estimated Demand		
-Water	147,737	135,603
Permitted Capacity		
- Supply	134,000	134,000
- Storage	280,000	200,000
Surplus/Deficit		
- Supply	-13,737	-1,603
- Storage	37,263	49,397

Source: Peter Johnston & Associates, LLC

## **Pittsville Sewer System**

### Existing

Pittsville wastewater facilities include a collection system and treatment plant. The collection system consists of a gravity sewerage system with lift stations. The treatment plant is an oxidation ditch activated sludge system with a tertiary filter system. The plant was built in 1983. The discharge permit (MD0060348) issued by the Maryland Department of the Environment lists

the design capacity of the plant at 115,000 gallons per day (gpd). The plant outfall is 8-inch\*\* diameter and discharges to the Aydelotte Branch.

### Projected Sewer Demand

Current average daily flow through the Pittsville wastewater treatment plant is 0.93 million gallons per day or approximately 85 percent of permitted discharge. Under the two growth scenarios evaluated sewer treatment demand will exceed capacity although it is conceivable that Scenario 2 could be accommodated with minor improvements, e.g., eliminating any infiltration or inflow to the collection system (see Table 05-2). Pittsville officials recognize the need for increased capacity at the WWTP and have elected to begin planning for upgrades within the planning period.

**Table 05-2: Projected Sewer Demand**

<b>Estimates</b>	<b>Scenario 1</b>	<b>Scenario 2</b>
Estimated Demand		
Residential		
- Sewer	32,465	20,432
Commercial/Industrial		
- Sewer	273	172
Existing Average Daily Flows	97,000	97,000
Total Demand		
- Sewer	129,737	117,603
Permitted	115,000	115,000
Surplus/Deficiency	-14,737	-2,603

Source: Peter Johnston & Associates, LLC

### **Watershed Characteristics**

“The Pocomoke River originates in the Great Cypress Swamp on the Delaware-Maryland border and flows for approximately sixty miles through Maryland into Pocomoke Sound at the Chesapeake Bay. It encompasses areas of Wicomico, Worcester, and Somerset Counties in Maryland, part of Sussex County in Delaware, and part of Accomack County in Virginia. The portion of the watershed situated in Wicomico and Worcester Counties encompasses approximately 95,679 acres and drains approximately 122 stream miles. The Pocomoke River flows through 49 miles of Maryland before it reaches Pocomoke Sound. Streams are mostly non-tidal, with some tidal influence in the lowest reach of the Upper Pocomoke mainstem.

The Towns of Pittsville and Willards are situated in the Upper Pocomoke River watershed (Maryland 8-Digit Watershed Code: 02130203) and are part of the Lower Eastern Shore Tributary Basin (see Map 05-1). The approximately 1,644 acres in the two municipalities

account for about 5.65 percent of the 29,080-acre Upper Pocomoke River watershed and about 1.72 percent of the Pocomoke River basin.

### **Assimilative Capacity - Water Quality Issues**

The assessment of water quality issues is intended to evaluate the capacity of the Upper Pocomoke 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. Evaluating the impact of Pittsville's growth plans in the context of water quality issues is responsive to concerns about the continued deterioration of the Chesapeake Bay on the part of the public, elected officials, and State and Federal agencies. Under the Federal Clean Water Act, the State is required to monitor pollution in State waters and devise strategies to address its sources. The mandate affects land use management at every level of government, including Wicomico County and Pittsville.

Pollution in the Chesapeake Bay originates from two sources: 1) point sources, which include wastewater treatment plants and some commercial/industrial operations; and 2) non-point sources, which include stormwater runoff, erosion, air pollution (atmospheric deposition), seepage from septic systems, and other "non-pipe" or indirect sources. Non-point source pollution occurs when things like rainfall, snowmelt, irrigation run over land or through the ground and gather pollutants. Pollutants are then deposited into streams, rivers, lakes, and coastal waters or introduced into groundwater as is the case with septic effluent.

The two primary permitted point sources that discharge nutrients to the Upper Pocomoke River Watershed are the Pittsville and Willard's wastewater treatment plants (WWTP). Both are considered "non-significant" facilities with limits or caps established on the amount of nutrients they are permitted to discharge into receiving waters.

Total Maximum Daily Loads (TMDL's) are the primary regulatory mechanism used to implement controls for point and non-point source discharge into impaired water bodies. TMDL requirements are found in §303(d), of the Federal "Clean Water Act" (CWA). The CWA requires that Maryland:

- Establish Water Quality Standards (WQS) for its waters;
- Monitor the condition of its waters;
- List waterbodies that do not meet standards with technology-based controls alone - 303(d) list;
- Set priority rankings for the waterbodies listed;
- Establish TMDLs that meet WQS for each listed waterbody;
- Solicit public comment;
- Submit 303(d) list and TMDLs to the Environmental Protection Agency (EPA) for approval; and

- Incorporate TMDLs into the State's planning process.

WQS identify the uses for each water-body, for example, drinking water supply, contact recreation (swimming), and aquatic life support (fishing), and the scientific criteria to support that use. The Federal Clean Water Act (33 U.S.C. §§ 1251-1387) establishes water quality standards and TMDL programs for the stream segment based on the stream segment designation. Goals include reductions that meet the standards implied by the Chesapeake 2000 Agreement. Any TMDL calculation must include a margin of safety to ensure that the water-body can be used for the designated purposes. “The Maryland Surface Water Use Designation in the Code of Maryland Regulations (COMAR) for the non-tidal Upper Pocomoke River is Use I: Water Contact Recreation, and Protection of Non-tidal Warmwater Aquatic Life.”<sup>17</sup>

TMDL’s establish limits or “caps” on the amount from all contributing point, and non-point sources permitted from each potential pollution source. A TMDL is a calculation of the maximum amount of a pollutant, both point source, and non-point source that a water-body can receive and still meet its WQSs.

A TMDL for phosphorus in the Upper Pocomoke River Watershed, Wicomico and Worcester Counties was established by the State and approved by the Environmental Protection Agency on September 30, 2013. “In 2009, MDE developed a biological stressor identification (BSID) methodology to identify the most probable cause(s) of biological impairments in 1st through 4th order streams in Maryland 8-digit watersheds based on the suite of available physical, chemical, and land use data (MDE 2009). The BSID analysis for the Upper Pocomoke River watershed (MDE 2011) identified that both high total phosphorus and high orthophosphorus have a statistically significant association with degraded biological conditions in the 1st through 4th order streams of the Upper Pocomoke River, confirming the 2008 impairment listing for phosphorus. Approximately 37% of the biologically impacted stream miles in the watershed are associated with high total phosphorus, and 68% are associated with high orthophosphate concentrations.”<sup>18</sup>

### Point Source Assessment

The current point source cap on allowable nitrogen and phosphorus (nutrients) discharge from the WWTP will constrain growth in Pittsville. Capacity in Pittsville’s WWTP is at the point where the Town should be considering strategies to accommodate future growth. These strategies include upgrading the level of treatment to Biological Nutrient Removal (BNR) or Enhance Nutrient Removal (ENR) standards, nutrient trading, or the use of spray irrigation as a

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<sup>17</sup> Total Maximum Daily Load of Phosphorus in the Non-tidal Upper Pocomoke River Watershed, Wicomico and Worcester Counties, Maryland, Maryland Department of the Environment, September 2012

<sup>18</sup> Ibid

means of disposing of the treated effluent otherwise any level of population or economic growth exceeding that assumed in Scenario 2 cannot be accommodated. Upgrading treatment of effluent at the WWTP would significantly reduce Pittsville's phosphorous contribution in the watershed from this point source. Shifting from the current oxidation ditch activated sludge system to BNR would reduce phosphorous loading from the WWTP by sixty percent or more.

### **Non-Point Source Assessment**

The evaluation of change in nonpoint source loading associated with the two growth scenarios for Pittsville considered was made using Nutrient Load Analysis Spreadsheet prepared by the MDE which calculates non-point source pollution loadings based on the acres of land in various land use categories. The spreadsheet results give a general picture of non-point source pollution loading as a before-and-after assessment of nutrient loads due to proposed land use changes. A model component also includes the percentage of impervious surfaces by land use.

The model was used to compare the two future land use plan scenarios first outlined in the Municipal Growth Element. The spreadsheet calculates base nitrogen and phosphorus non-point source loads based on acres of land in each land use category, e.g., low-density residential, medium-density residential, commercial, cropland, etc. for the year 2002 land use/land cover. Subsequent iterations are run to calculate nitrogen and phosphorous loading as a result of anticipated land use changes. Loading rates for future land uses assume implementation of best management practices (BMPs) recommended the Wicomico County, Phase II Watershed Implementation Plan.

For land outside a sewer service area, the model accounts for the loading from septic systems. All Pittsville properties have public sewer service, so no septic factors were included in the calculations. The model runs for the corporate area of Pittsville assumed land use change would result in the conversion of agriculture land currently located in the Town to medium density residential and commercial use.

Although the model runs for the incorporated area of Pittsville show reductions in nitrogen and phosphorous loads, primarily due to the conversion of agriculture land to developed land, it would be misleading to think these reductions are significant when considered in the context of the entire watershed (see Appendix A). The effect of Pittsville's land use changes on the assimilative capacity of the Pocomoke River to accept the associated loading levels and continue to meet water quality standards are minor when considered in a watershed-wide context.

The 2017 Wicomico County Plan Water Resources Element evaluation of the nonpoint loading in the Upper Pocomoke River Watershed provides a broader context in which to consider Pittsville nonpoint impacts. This evaluation used the MDE spreadsheet model to assess dwelling unit increases by 2030 in the Upper Pocomoke River Watershed associated with three growth scenarios. The results of the County's analysis showed that nutrient loadings decreased with the

application best management practices (BMPs) recommended the Wicomico County, Phase II Watershed Implementation Plan.<sup>19</sup> Although it is not clear what Pittsville's portion of housing unit growth was in the County's analysis, it seems safe to assume the housing unit increases associated with Pittsville's two scenarios are insignificant. Though Pittsville's scenarios extend to 2040 at the extreme, they represent less than two percent of developed land and less than 0.2 percent of agriculture and forest land in the watershed. One conclusion from the County's analysis of their three growth scenarios is that "increase in nitrogen loads can be explained by the amount of growth predicted as well as the amount of residential and commercial land developed in areas outside of the sewer service areas. However, as the County moves toward a more directed growth pattern consistent with the Comprehensive Plan and more recent land use trends, the increases are primarily mitigated due to a reduction in the total number of new septic systems."<sup>20</sup>

## **Stormwater**

Stormwater runoff is part of the natural hydrologic process. Human activities such as urbanization and agriculture can alter natural drainage patterns and add pollutants to rivers, lakes, and streams as well as coastal bays and estuaries. Urban runoff can be a significant source of water pollution, including flows discharged from urban land uses into stormwater conveyance systems and receiving waters. 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 (e.g., sediment and erosion control). 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 managing pollution at the source before it can cause environmental problems.

Although all nonpoint sources of pollution need to be minimized or reduced to ensure overall water quality in the Upper Pocomoke River continues to support its use designation the establishment of a TMDL for phosphorous focuses management strategies on this source. Best management practices that the Town should require are effective soil erosion control, and environmental site design practices for stormwater management and use of vegetative buffer strips along stream banks to slow down run-off, capture sediments and increase infiltration into the soil.

Newly developed and redeveloped lands are required to address stormwater management by Maryland's existing stormwater management regulatory requirements and comply with criteria established in the Maryland Stormwater Design Manual. The issue that confronts Pittsville is that

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<sup>19</sup> 2017 Wicomico County Comprehensive Plan, Chapter 5: Water Resources Element, Table 5-14, pg. 5-23, March 2017.

<sup>20</sup> 2017 Wicomico County Comprehensive Plan, Chapter 5: Water Resources Element, pg. 5-22, March 2017.

drainage is for the Town is dependent on discharge to public ditches prevalent throughout the Town and watershed. Because the majority of the Town has soils with poor drainage characteristics low impact stormwater management techniques do not perform as well and moving stormwater off the land through the public ditch system or “tax ditches” is critical to prevent local flooding as well as enable compact development and redevelopment. Effective stormwater management is only possible if the public ditch system is properly functioning and well maintained.

This critical role of the tax ditches in stormwater management for municipalities has become more apparent. “Today, the role of the Public Drainage Associations and Public Watershed Associations is changing to a large degree. While these ditch systems were originally designed for agricultural drainage, they are now supporting storm drainage from urban town centers, state highways and county roads, and new commercial and residential development. The challenge for these associations is to protect the economic wellbeing of people who depend on effective land drainage, while at the same time seek to enhance the environment that is affected by public drainage ditches.”<sup>21</sup>

## **Conclusions**

There are no identified issues with the Pocomoke Aquifer that would indicate that Pittsville needs to be concerned about source drinking water supply to meet the needs of existing and future development under either scenario in the planning period. Storage and treatment capacity also is deemed adequate. The Town will need to increase the withdrawal limits of their current Water Appropriations Permit by as much as 20,000 gallons per day to accommodate the future population projected in the higher growth rate Scenario 01.

The Pocomoke River and the stream systems within the Upper Pocomoke River Watershed feeding it are the primary receiving waters for stormwater and sewer effluent originating in Pittsville. The watershed already has TMDL for phosphorus. The objective of the phosphorus TMDL is to ensure that there will be no nutrient impacts affecting aquatic health, thereby supporting the Use I designation in the waters of the non-tidal Upper Pocomoke River. As demonstrated by the Spreadsheet model implementation of the Tributary Strategies will reduce phosphorus loading to receiving waters associated with stormwater runoff. Although the phosphorus loadings associated with the Pittsville WWTP are a small part of the total source in the watershed, upgrading the level of treatment to accommodate future growth has the added benefit of substantially reducing Pittsville’s contribution.

Other related water quality issues in the watershed that point to management practices the Town should consider. As reported by the Maryland Department of Environment in their Biological

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<sup>21</sup> Maryland Department Agriculture, [https://mda.maryland.gov/resource\\_conservation/Pages/pda\\_pwa.aspx](https://mda.maryland.gov/resource_conservation/Pages/pda_pwa.aspx).

Stressor Identification Analysis (BSID), the probable causes and sources of the biological impairments of the Upper Pocomoke River watershed can be summarized as follows<sup>22</sup>:

- Sediment and in-stream habitat-related stressors. Specifically, channelization of streams has led to increased settling of sediment in the stream substrate throughout the watershed, which is the probable cause of impacts to biological communities.
- Degradation due to water chemistry-related stressors. Specifically, agricultural land use practices have resulted in the potential elevation of nutrient inputs throughout the watershed, which are, in turn, the probable causes of impacts to biological communities.
- Degradation due to channelization being present in approximately 46% of degraded stream miles.
- Degradation due to inadequate riparian buffer zones in approximately 49% of degraded stream miles.

Primary factors adversely affecting water quality and in turn, the health of biological communities are the same factors affecting the land use in the watershed. Agriculture and the municipalities depend on channelization of the streams to support production in the case of agriculture uses and stormwater management in the case of the municipalities. Returning stream profiles to their natural state would improve water quality and benefit biological communities but adversely affect agriculture production and urban development. Implementing best management practices to control the movement of sediments is one of the steps both agriculture, and the municipalities can take to reduce adverse impacts on natural systems. The municipalities in the watershed can do their part by developing effective, comprehensive stormwater management strategies that include measures designed to impede sediment and nutrient loading into receiving waters.

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<sup>22</sup> Watershed Report for Biological Impairment of the Upper Pocomoke River Watershed, Wicomico and Worcester Counties, Maryland Biological Stressor Identification Analysis Results and Interpretation, Maryland Department of the Environment, January 2012, pgs. IV-V.



## CHAPTER 06 - TRANSPORTATION

### Introduction

The movement of people and goods is a crucial concern to address in any community's comprehensive plan. To provide a safe and efficient transportation network with minimal disruption of the area can sometimes be challenging to achieve. The Transportation Plan Element must be carefully coordinated with other elements of the Plan to assure that transportation policies and implementation strategies complement and promote those of other plan elements.

Several important but sometimes competing objectives vie for government attention. Safe, convenient, and efficient movement of people and goods typically tops priorities when it comes to transportation planning. This bias can be seen on the Federal and State highway classification systems which prioritize highway segments based on their vehicle mobility role. The function of a highway facility is related to the type and magnitude of vehicle trips accommodated on a facility, e.g., through versus local trips.

The Maryland Department of Transportation State Highway Administration's (MDOT SHA) emphasis is typically on providing for motorized transport that is to move traffic safely at high speeds outside of neighborhoods and urban areas. Within a municipality local and State officials objectives should be to equally accommodate the full range of transportation options available to residents, including pedestrians and non-motorized modes. The lack of sidewalks and other pedestrian and bicycle facilities in Pittsville is indicative of the past emphasis on vehicle modes of travel. If the Town is to advance the objectives of encouraging context-appropriate infill and redevelopment and promoting compact development patterns they also must embrace the value to communities of the ability to walk or bike to destinations within the community.

The Wicomico County Comprehensive Plan embraces the concept of walkable neighborhoods. "The future vision for the County includes a transportation network that is pedestrian-friendly and less car-dependent within designated growth areas, which will reduce traffic congestion and air pollution from vehicle emissions. To accomplish this vision, the Land Use element contained in this Plan (See Chapter 7) promotes a fine-grain mix of residential and commercial/retail uses in the designated County growth areas, which encourages opportunities to live closer to work and shop in walkable neighborhoods. Streets and pedestrian routes must be well connected to make travel from one place to another as straightforward as possible. To achieve the vision, the County must redefine streets as a network serving pedestrian, cyclist, and motorist that will use them."<sup>23</sup>

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<sup>23</sup> 2017 Wicomico County Comprehensive Plan, March 2017, pg. 8-1

## **Goals, Objective, and Policies**

### Goals

1. A functional road and street system for the safe, convenient, and efficient movement of people, goods, and services in a manner which promotes rational land development patterns.
2. A transportation system that is efficient and affordable, and that creates economic opportunity, and that enhances the community neighborhoods.
3. Streets and pedestrian systems that enhance access to places for physical activity, shopping, and community gathering and make being physically active safe and comfortable for people of all ages and abilities.

### Objectives

1. Provide a balance of transportation facilities meeting the needs of Pittsville.
2. Coordinate various modes of transportation so that they complement each other.
3. Provide an adequate transportation network with minimal Town expense.
4. Coordinate with Town, County, State, and Federal agencies responsible for providing transportation facilities.
5. Maximize the desired use of transportation systems while minimizing possible effects upon neighborhoods, the environment, and the general public.
6. Identify and eliminate gaps in the existing sidewalk network to improve connectivity and pedestrian safety, as well as prioritize the construction of sidewalks to link the school and other activity centers to the surrounding residential areas.

### Policies

1. Pittsville will make every effort to provide transportation facilities which address more than one mode.
2. The Town will work with the MDOT SHA to incorporate sidewalks and/or bikeways into all street or intersection capacity improvement projects (i.e., construction of new lanes).
3. The Town will prioritize the construction of sidewalks and bikeways that complete phased projects, close gaps, or provide linkages in the existing sidewalk and bikeway network.
4. The Town will follow standards that eliminate or minimize traffic conflicts with bicycles and pedestrians.

5. The Town will pursue implementation of regulations requiring sidewalks in new subdivisions, commercial areas, new mixed-use and multifamily developments where demand warrants and the improvements that close gaps or provide linkages in the existing sidewalk and bikeway network.
6. The Town will explore active participation with the Maryland Department of Transportation and MDOT SHA in planning, funding, and execution of projects resulting in more complete streets in Pittsville.

### **Highway functional classification**

The foundation of a long-range street improvement program is the functional classification system, which delineates streets and/or highways based on the kind of vehicle trips it is primarily designed to serve. The development of a functional classification system allows for the logical coordination of the system of State and local streets and highways in and around the Town of Pittsville (See Map 06-1).

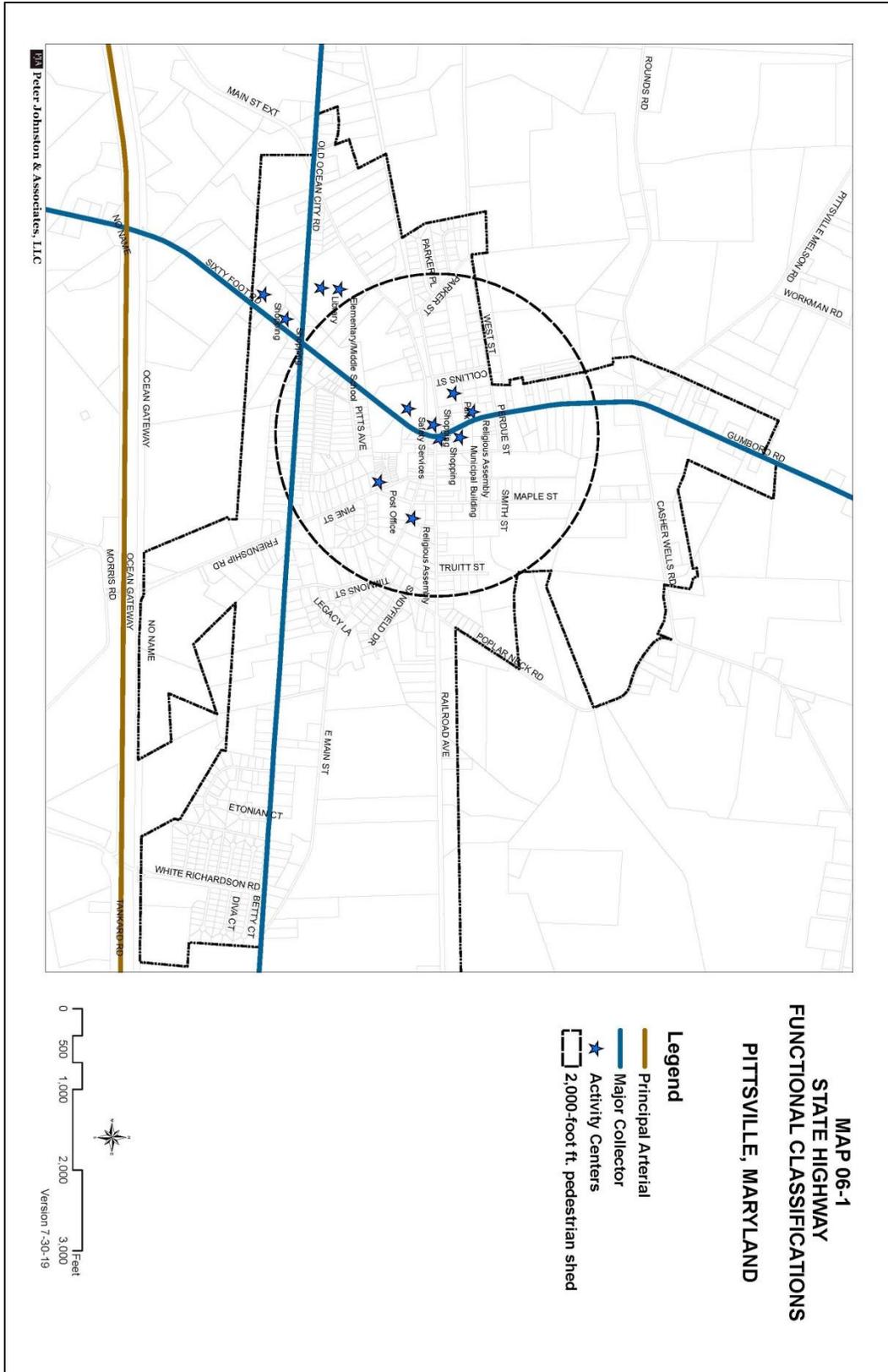
Federal and State transportation departments delineate highways into a Functional Classification System. The following summarizes the systems serving Pittsville.

#### Arterial Highways

The highest level of highway service provided to Pittsville is the arterial system. The primary purpose of all arterial highways is to provide continuous and efficient routes for the movement of high volume traffic between towns or significant traffic generators, particularly that of an intra-state or inter-state nature. Direct access to adjoining land should not be provided except at specific key points. Arterial highways are designed to maintain homogeneous neighborhoods and serve as boundaries between various neighborhoods. The Maryland Department of Transportation classifies U.S. 50 as a principal arterial.

#### Major and Minor Collectors

Both major and minor collectors serve a similar function, varying in volume and intensity of use. The primary purpose of the collector system is to collect traffic from local streets and provide for the direct movement of traffic to commercial and industrial areas and higher-order roads, such as arterial highways.



Map MDOT SHA Functional Classification

06-1:

Major collectors connect areas of relatively dense settlement with each other and with other major traffic routes. These streets are intended for inter-neighborhood and through traffic and include Old Ocean City Road (MD 346) and Gumboro Road (MD 353) in Pittsville. Of these, MD 353 is the most important as it serves as both a road serving through traffic and a municipal street linking homes to businesses and community facilities within the corporate area. In Pittsville, MD 353, which passes through the center of Pittsville, is classified as a “Major Collector.” From the State’s perspective, this road is intended to serve intra-county and inter-community travel and usually connects to an arterial to provide access to the surrounding land. Access from a Major Collector usually is not taken directly from this road but from a sub-road connected to the collector, which is not the case with MD 353 in Pittsville. Major Collectors may also serve large community shopping areas, schools, parks, and cluster developments. In this case, MD 353 connects to US 50, a principal arterial the function of which is intended to carry high volumes of interstate and intra-state vehicle traffic with the flow usually uninterrupted from origin to destination.

Minor collectors are streets which, in addition to serving abutting properties intercept minor streets, connect with community facilities and are intended primarily to serve neighborhood traffic. There are no minor collectors directly serving Pittsville in the State classification system.

### Local

The most extensive part of the street network consists of local streets. Local streets, including cul-de-sacs, are intended primarily to provide access to abutting residential property and are designed to discourage their use by through traffic. Such streets assume light traffic flow.

### County Classifications

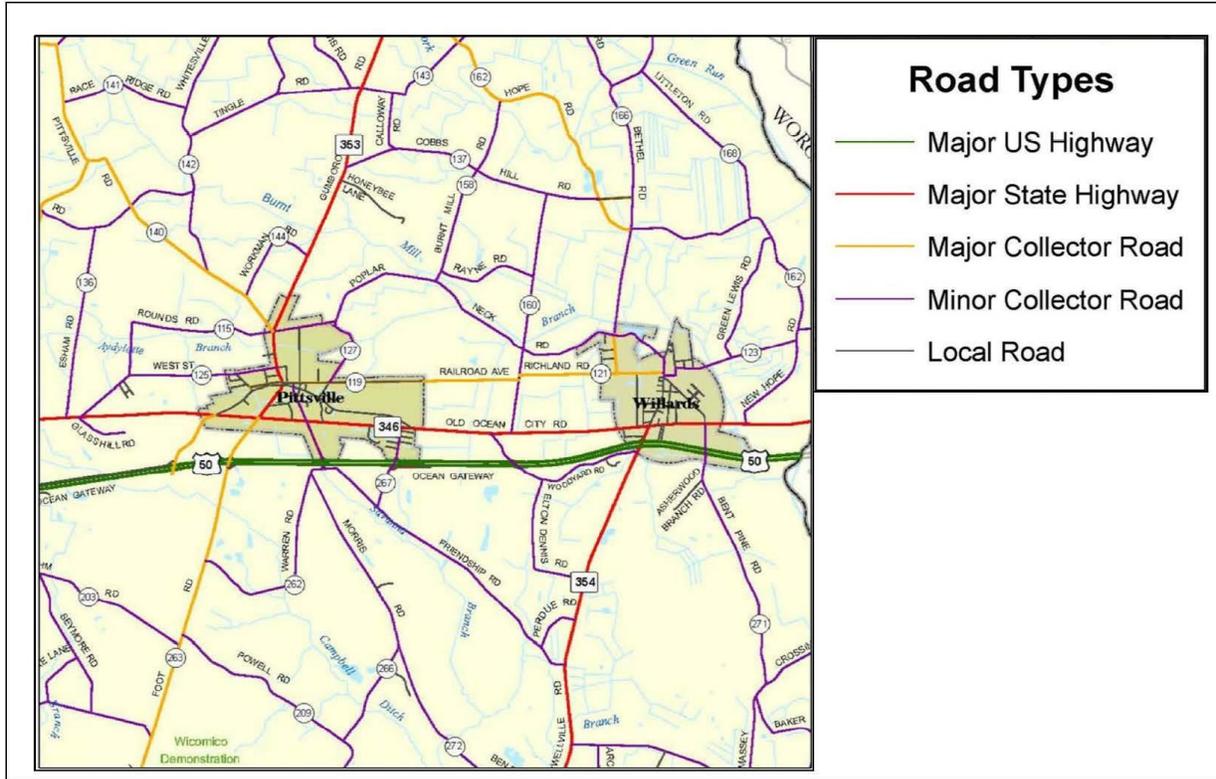
Wicomico County employs a road classification system for county roads (see Figure 06-1). Under the County classification system, Pittsville Road and Rail Road Avenue are classified major collectors.

### **Responsibilities**

The MDOT SHA is responsible for all State roads including MD 353, Old Ocean City Road, and US 50. Wicomico County is responsible for all County-owned roads, and the Town of Pittsville is responsible for local streets within the corporate limits.

### **Traffic Trends**

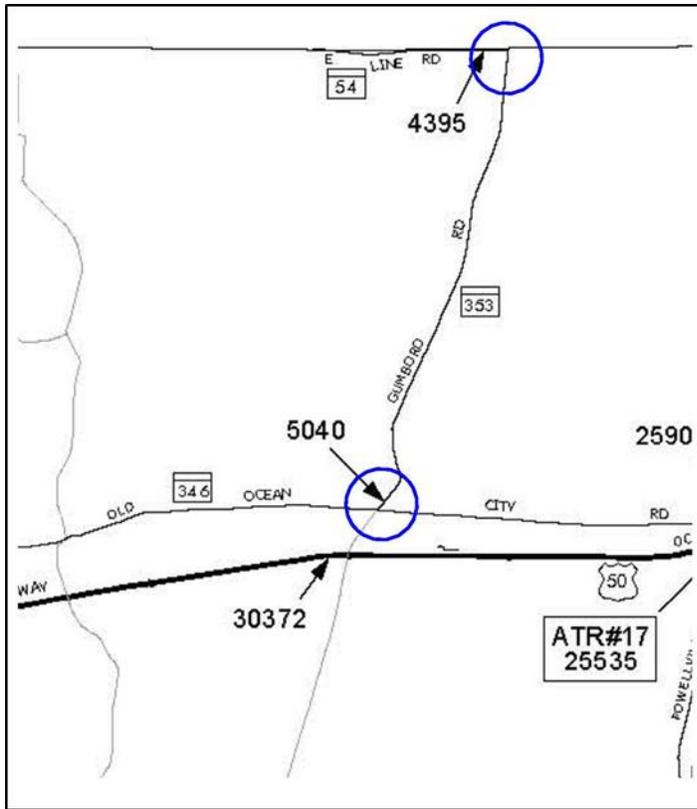
Average daily traffic (ADT) on MD 353 measured at the intersection of MD 353 and Old Ocean City Road averaged approximately 4,367 vehicles per day during the period 2010 through 2017 (see Table 06-1). In the period 2015 to 2017 average daily traffic at this location increased by about 20 percent. Average daily traffic counts at the intersection of MD 353 and the Delaware



line (East Line Road) indicate that the recent growth in ADT may be related increased local, in-town trips and access to commercial uses located at the intersection of MD 353 and Old Ocean City Road. Average daily traffic counts at the next monitoring station on MD 353 to the north at East Line Road remained relatively constant during the same period (see Figure 06-2).

**Table 06-1: Average Daily Traffic MD 353 at Old Ocean City Road**

<b>Year</b>	<b>ADT</b>
2017	5,151
2016	5,040
2015	4,272
2014	4,101
2013	4,100
2012	4,072
2011	4,061
2010	4,140
<b>Average</b>	<b>4,367</b>



**Figure 06-2 – SHA ADT Monitoring Locations**

## Transit

Shore Transit, a division of the Tri-County Council for the Lower Eastern Shore of Maryland serves Pittsville. Shore Stop is the public transit agency for the Maryland lower eastern shore counties of Somerset, Wicomico, and Worcester. Shore Transit offers public transportation via fixed route and origin-to-destination services. A Shore Transit stop in Pittsville is located on Sixty Foot Road in front of Meadow Ridge Apartments.

## Recommendations

### Streets

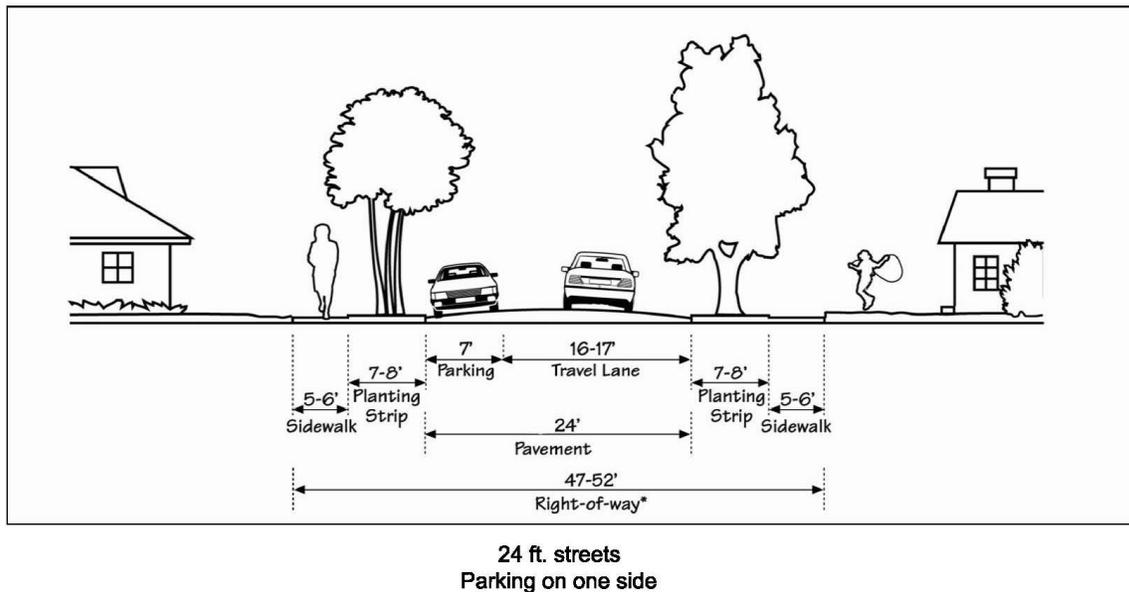
The Town should establish street designs for new development that will contribute to reaching the transportation and land use goals of the area, provide safe and efficient mobility for all people, and contribute to the quality of life and civic identity in the area. Streets are vital determinants of neighborhood livability. They provide access to homes and neighborhood destinations for pedestrians and a variety of vehicle types, from bicycles and passenger cars to moving vans and fire apparatus. They provide a place for human interaction: a place where

children play, neighbors meet, and residents go for walks and bicycle rides. The design of residential streets, together with the amount and speed of traffic they carry, contributes significantly to a sense of community, neighborhood feeling, and perceptions of safety and comfort, intangible values often reflected in property values. Quiet and safe neighborhood streets in residential areas are characteristics that command value in home prices.

From a fiscal perspective, the value of a street comes from its ability to support land use patterns that create a financial return. The street with the highest value is the one that creates the greatest amount of tax revenue with the least amount of public expense over multiple life cycles. Maximizing the value of a street requires they be designed to support the adjacent development pattern in a way that is financially resilient, architecturally appropriate, and socially enduring.

Streets need not be wide to achieve these ends. Narrow streets are less costly to develop and maintain, and they present less impervious surface, reducing runoff and water quality problems. Local streets in residential neighborhoods are often underutilized as spaces for play and leisure. These streets should provide safe and inviting places to walk with direct access to local stores and schools.

The Town will require that the layout of new street connections in undeveloped areas assure connectivity to the overall Town street system. All developments should have adequate access and circulation for public service vehicles, but paved street sections should be as narrow as possible to maintain a human scale (see Example Illustration Figure 06-3).



**Figure 06-3 – Residential Street Example**

## Pedestrian System

Pittsville has very little sidewalk installed and no trail system, thus walking to the school, library, and other activity centers or for health is challenging. The Town should increase support of bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.

According to the America Walks organization, walkable communities offer many benefits. They state, “good health is not the only benefit of walking. In fact, there is a broad range of individual and community benefits that accrue when people walk more often and when communities are designed to make walking safe, enjoyable, and convenient.”<sup>24</sup> The benefits America Walks enumerate are:

- **Safety Benefits:** Walkable neighborhoods have much lower rates of traffic fatalities – for both pedestrians and motorists – compared with automobile-oriented areas.
- **Health Benefits:** Fewer than 50% of Americans meet the minimum guidelines for moderate physical activity – walking is the most accessible and most affordable way to correct this problem.
- **Social Equity Benefits:** Low-income families are more reliant on walking for essential journeys than the middle class, and yet low-cost housing is often located in the most car-dependent places.
- **Environmental Benefits:** Transportation is responsible for one-third of all U.S. greenhouse gas emissions. Converting short driving journeys to walking journeys is reducing this impact significantly.
- **Transportation Benefits:** One-quarter of all trips in the U.S. are 1 mile or less, and yet most of these trips are taken by car – increasing walking reduces traffic congestion and the cost of road maintenance.
- **Economic Benefits:** The average household cost to own and operate one car in the U.S. is \$9,000 per year – walkable neighborhoods allow families to own fewer cars and save

If Pittsville is to become a walkable community, one that derives the kind of benefits previously listed, extensive investment in a safe and connected pedestrian system will be required. A basic system, such as the one shown on Map 06-2, should be the targeted outcome of such investment. Whenever a property is developed, the owner should be required to install sidewalks across the property frontage. When drainage ditches are needed at the street edge, pedestrian connections

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<sup>24</sup> <https://americawalks.org/learning-center/benefits-of-walking-2/>

can be provided off-corridor provided that serve to link neighborhoods to activity centers and desired locations.

### Bicycle Facilities

MD 346 and MD 353 are currently included in the MDOT SHA Bike Spine Network. The Town should amend the Zoning Ordinance to require space be provided for parking of bicycles in non-residential developments and permit an appropriate reduction in parking based on the availability of space for parking bicycles. Also, the Town should plan for bikeways along appropriate Town streets and pedestrian trails as opportunities present themselves.

### Coordination

The Town will work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions to achieve the reduction in drive-alone rates. The Town will support alternatives to driving alone and encourage the County and State to inform citizens of the public and private monetary and environmental costs of continued dependence on autos. The Town will encourage new business and industrial establishments to provide reserved parking spaces for carpools, vanpools, and bicycle racks at office and industrial sites to accommodate and encourage high occupancy vehicle (HOV) commuting.

Also, Pittsville will meet with officials from the MDOT SHA and/or Maryland Department of Transportation to explore long-term strategies to address gaps in existing non-motorized transportation facilities. These discussions will include complete street policies and their implications for review development codes and capital programming and the Maryland Department of Transportation's Transportation Alternatives Program as a potential project funding source.



## **CHAPTER 07 – PLAN IMPLEMENTATION**

### **Introduction**

The Pittsville Comprehensive Plan is intended to help the town achieve its vision for the future. It outlines recommended follow up tasks to advance the goals and objectives established herein. Collectively these recommendations are intended to position the town to use its land resources as a base for community prosperity, to improve its transportation system as a means of creating value in the community and not an end unto itself, and to support and encourage job creation and economic growth that fortifies the local economy. This vision is for a community that over time is transformed into a more compact walkable place, with small local businesses populating the central business district and serving the community, and with a housing variety affordable for all ages and incomes. Existing and future parks, greens, squares, and civic buildings will enhance the public realm and add value to properties within the community. New growth and development will include features to improve the public realm.

To achieve this vision and advance the plan's goals and objectives, significant changes to existing development codes are required, especially the zoning code and subdivision regulations. These regulations will be revised to encourage infill and redevelopment in places where infrastructure with sufficient capacity to support new uses already exists. The Town will look for ways to increase value in existing residential areas by encouraging context-appropriate infill and redevelopment and allowing alternative forms of residential units suited to the needs of existing and future residents. Codes will be revised to facilitate context-appropriate infill and redevelopment, streamline development review processes, and support innovative techniques to grow the local economy. The result sought is more uses concentrated within the Town's core areas, uses that are financially resilient, architecturally appropriate and socially enduring and that create the highest amount of tax revenue with the least amount of public expense over multiple life cycles.

Finally, changes envisioned will be the result of small incremental private and public investments over an extended period as opposed to large, transformative projects which are beyond the ability of the Town to effect. Advancing this vision will require adaption to feedback, lessons learned along the way and will require adjustments as necessary to ensure public actions are supportive of community desires and private investment.

### **Land Use**

The value of a street comes from its ability to support land use patterns that create a positive financial return. Streets serving land and improvements with the highest value create the greatest amount of tax revenue with the least amount of public expense over multiple life cycles. A vital tool for the implementation of the vision, goals, and objective established in the Comprehensive Plan is Pittsville's development codes, including zoning and subdivision. Goal and objectives

outlined in this Comprehensive Plan, especially maximizing value along streets and creating compact, walkable neighborhoods will require a significant departure from the type and intensity of land use development allowed under the current code and will require wholesale replacement of the existing zoning ordinance (Ordinance Number 46).

### Increase Housing Choice

Private sector investment in housing is where choices responsive to each generation's preferences, choices that support age and income diversity, can be created. The zoning code should encourage investment by allowing for sufficient density to justify the necessary investment in infrastructure, including streets, sidewalks, water, and sewer. Current density standards (10,000 to 15,000 square foot per unit) and allowed unit types (detached single-family dwelling) do little to encourage private sector investment. With the possible exception of Single Family Residential areas (SRs) as shown on the Land Use Plan, residential areas should allow for a variety of housing types, including duplex, townhouse, multi-family and cottage units. Duplex units should be allowed even in the SR area. The density and permitted uses in the CBD and CRA land use areas should support mixed-use neighborhoods of properly-scaled residential and commercial development.

### Economic Growth

Job creation and economic growth are the results of a healthy local economy. Regulation should encourage and support small businesses and facilitate the creation of an economically vibrant and diverse local economy, one that allows for financially-sound business creation. Due to the nature of small business startup, some will fail, but officials should not be afraid to try and fail on a small scale. Where zoning and other regulations impede small business formation, it should be amended to increase flexibility. Mixed commercial and residential structures should be allowed in the CBD and where they are context-appropriate in the CRA. Pittsville should adopt an infill and redevelopment overlay zone that permits the Planning Commission to approved mixed-use projects found to be appropriately scaled and designed to fit within the context of the surrounding neighborhood.

### Smart Transportation Planning

The Town's transportation system should be viewed as a means of creating prosperity in the community, not an end unto itself. Within neighborhoods require streets that equally accommodate the full range of transportation options available to residents. Subdivision regulations should be amended to require sidewalks in all new development including sidewalks along the frontage of properties adjacent to public streets. Access to large residential, commercial, or industrial properties should be channeled to locations away from intersections and to protect pedestrians. Capital programming for our existing streets should not be

compromised by undervaluing the street's multi-modal function in favor of the perceived needs of the auto for access, speed, and parking. A long term program for retrofitting sidewalks to the existing street system should be developed. Where possible the Town should partner with the State and County agencies to add pedestrian and bike improvements along State highways, e.g., MDOT's Safe Routes to School, Federal Highway Administration Surface Transportation Program, the Transportation Alternatives Program (TAP), Main Street Maryland Program, Maryland Department of Housing and Community Development's Sustainable Communities Program.

### Zoning

In crafting zoning regulations, the Town can either follow one of two models, formal-technocratic or informal-dynamic. Development codes may reflect features of both models.

The formal-technocratic model emphasizes rules that are specific, prescriptive, and gapless leaving no room for interpretation or use of discretion and with the proposed use/design either being permitted or rejected. For example, setbacks and height restrictions define a building envelope within which the building is allowed and leave no room for interpretation; twenty feet setback means twenty feet setback, no more, no less.

The informal-dynamic model establishes processes and rules that allow for a broader interpretation of rules and procedures that achieve results through design solutions as opposed to rigid standards. The informal-dynamic model involves more interactive review processes and a significant amount of communication between the applicant, reviewers, and the public. These processes usually leave room to interpret the intentions of certain rules as well as the overarching objectives stated in the comprehensive plan and to negotiate compliance. Planned Development, form-based codes, and infill and redevelopment zones are examples of code provisions based on this model.

The informal-dynamic model comes closer to satisfying two essential criteria for a community's development review and approval processes that it is responsive and representative. Responsiveness refers to how successful design is in addressing particularities of a given context; the site, access, environmental features, surrounding uses, activities, social life, culture, etc. Representativeness refers to how successfully the design incorporates concerns and interests of various parties, including accommodating collective place-related emotions, symbolic attachments, and environmental concerns expressed by multiple interested parties. These two criteria often conflict with the basic premise of the formal-technocratic model, the principles of uniformity and impartiality.

The following section outlines the basic structure of a zoning code to implement the goals and objective outlined in the Comprehensive Plan. The detailed provisions under each heading will reflect the model type employed. For example, front setback requirements can be rigid, twenty

feet in all cases. In contrast, front setback requirements can be established on a case-by-case basis in the context of the prevailing pattern along the block face.

Article I. General Provisions. This article addresses many of the legal aspects of zoning. These include:

**Authority.** Refers to the State authority from which the Town derives its right to regulate land use, the Land Use Article, Annotated Code of Maryland.

**Purpose.** States the general government purposes for adopting a zoning code related to health, safety and the general welfare including congestion in the streets, conservation of natural resources, and adequate provision of transportation, water, sewerage, schools, recreation, parks, and other public requirements.

**Severability.** A legal provision stating that if any such section, paragraph, sentence, clause, or phrase of the zoning code is declared unconstitutional or otherwise invalid by any court, it does not affect any of the remaining sections the zoning code.

**Official Zoning Map.** Identifies and gives legal status to the official zoning map which bears the signature of the elected official.

Article II. Definitions. Key to the administration and enforcement of the zoning code is the definition of terms used. For example, the definition of “family” is fundamental to the interpretation of the meaning and intent of the allowed use, “single-family dwelling.”

Article III. Designation of Districts. This article names each of the zoning districts and states its general purpose. The districts including and their statement of purpose should reflect the recommendations of the Land Use Plan and other elements of the comprehensive plan. For example, the Land Use element of the Comprehensive Plan describes a Central Residential Area (CRA) as an area in which the Town will, “encourage infill and redevelopment that increases the number of residents living near the CBD. The Town will seek to maximize value here by encouraging mixed residential infill and redevelopment, including multifamily, duplex, and townhouse units at moderate densities.”

A corresponding zoning district might be titled MR Mixed Residential, and its purposes described in a similar statement, e.g., “the purpose of the MR Mixed Residential district is to encourage residential infill and redevelopment through flexible design and development standards and requirements intended to facilitate context-appropriate infill and redevelopment. This district allows a variety of residential types, including multifamily, duplex and townhouse units.”

Ensuring this link between the Comprehensive Plan and zoning code is required by the “consistency” requirements of the Land Use Article and for the legal defensibility of the zoning code itself. § 1-303 of the Land Use Article requires an action to be “consistent with” or have “consistency with” a comprehensive plan. In this context, “action” includes the adoption of local

law or regulation concerning a plan implementation. The term includes actions taken that will further, and not be contrary to plan policies, development patterns, land uses and densities or intensities.<sup>25</sup>

Reflecting the Land Use Element Pittsville zoning code would include designation and descriptions of zoning district for the following land use categories:

- Central Business District (CBD)
- Core Mixed-Use Area (CM)
- Central Residential Area (CR)
- Single Family Residential Area (SR)
- Regional Commercial Area (RC)
- Mixed-Use Employment Area (MUE)

Other articles of the zoning code also will be reflective of the purpose and intent of each of the zoning districts. Again, following our example of the MR Mixed Residential District and its intention to, “encourage residential infill and redevelopment through flexible design and development standards” and “allow a variety of residential types, including multifamily, duplex and townhouse units” the permitted uses in the MR district would include a variety of residential unit types and may include provisions in an overlay zone giving the Planning Commission authority to modify standards for infill or redevelopment development deemed to be context-appropriate.

Article IV. Permitted Uses. This article of the zoning code outlines the types of land uses permitted in the various zoning districts. Typically the permitted uses are listed in a table with permitted uses displayed in the left-hand column and the zoning districts arrayed across the top row. Within each intersecting row and column, a letter or letters indicate if the use is permitted by right or permitted as a special exception. If no letter appears, the use is not permitted in the district (see Figure 7-1).

**Figure 7-1**  
**Table of Permitted Uses**  
**Use Description**

Use Description	ZONING DISTRICT					
	CBD	CM	CR	SR	RC	MUE
<b>CATEGORY RESIDENTIAL</b>						
<b>Subcategory: Household Living</b>						
Single Family, detached	N	P	P	P	N	N
Duplex	N	P	P	P	N	N
Townhouse	N	P	P	N	N	N
Multi-Family/Apartment/Condo	N	P	P	N	N	N
Accessory Dwelling Unit	N	P	P	P	N	N

<sup>25</sup> Land Use Article Annotated Code Of Maryland, Division I. Single-Jurisdiction Planning and Zoning, Subtitle 3.

**Figure 7-1**  
**Table of Permitted Uses**  
**Use Description**

Use Description	ZONING DISTRICT					
	CBD	CM	CR	SR	RC	MUE
Mixed-use building, residential	P	P	N	N	N	N
Cottage Development	N	SE	SE	N	N	N

LEGEND:

P = Permitted by right

SE = Permitted by special exception

N = Not permitted

As it is nearly impossible to list every specific use that may be appropriate for a given zoning district, it is recommended that permitted uses are based on categories and subcategories of uses, as opposed to a specific enumeration of uses. Categories provided a general description of the types of uses allowed in the various district and give planning officials a broad basis for interpreting the code requirements. Subcategories and further distinction of uses allow planning officials to establish varied use conditions that are specific to a use based on its characteristics such as potential traffic impacts. An example of use categories and subcategories might include the following:

**Category. Residential use**

Subcategory. Household Living.

Dwellings, Single-family detached

Duplex

Townhouse

Multi-Family

Accessory Dwelling

Mixed-use building, residential

Mobile Home

Cottage Development

Subcategory. Group Living.

Group domiciliary care home

Sheltered Care

Continuing Care Retirement

Assisted living

**Category. Public, civic and institutional uses**

Subcategory. Cemetery

Subcategory. College or university

Subcategory. Community center

Subcategory. Fraternal organization

Subcategory. Governmental facility

Subcategory. Hospital

Subcategory. Library

Subcategory. Parks and recreation

Subcategory. Museum or cultural facility

Subcategory. Religious assembly

Subcategory. Safety service

Subcategory. School

Subcategory. Utilities and public service facility

**Category. Commercial use category.**

Subcategory. Animal service

Subcategory. Assembly and Entertainment

Commercial service

Building service

Consumer maintenance and repair service

Personal improvement

Daycare

Subcategory. Eating and drinking establishments

Restaurant

Cafe/coffee

Tavern

Subcategory. Financial service

Subcategory. Funeral and mortuary

Subcategory. Lodging

Hotel and motel

Bed and breakfast

Short term rentals

Subcategory. Office.

Subcategory. Retail sales.

Convenience goods

Consumer shopping goods

Building supplies and equipment

Subcategory. Motorized vehicle sales and service.

**Category. Wholesale, distribution, and storage uses**

Subcategory. Equipment and materials storage, outdoor

Contractor's shop

Fuel storage

Grain storage

Subcategory. Trucking and transportation terminal

Subcategory. Warehouse

Subcategory. Wholesale sales and distribution

**Category. Industrial uses**

Subcategory. Artisan industrial

Subcategory. Limited Industrial

Subcategory. Intensive industrial

Subcategory. Junk or salvage yard

Subcategory. Recycling uses.

**Category. Accessory uses.** The category includes uses or structures subordinate to the principal use and customarily incidental to the principal use.

**Category. Other uses.** This category includes uses that do not fit the other use categories.

Subcategory. Drive-in or drive-through facility

Subcategory. Temporary uses.

Article V. Supplemental use regulations. Supplement use regulations include standards or conditions for approval applicable to specific uses. For example, an accessory dwelling unit may be permitted in a residential district, but approval would be subject to conditions that might specify number units per lot, location of the unit, maximum size and other such aspects of the use. If these supplemental standards cannot be met, the use would not be allowed.

Article VI. Density and Dimensional Regulations. This article outlines details requirements related to such things as minimum lot size and residential density, minimum lot widths and depths, building setback requirements, and building height. Typically these standards outlined in table format (see Figure 7-2 example).

**Figure 7-2**  
**Table of Lot Height, Area, and Bulk Requirements.**

Zoning District	Area (sq. ft.)	Minimum lot size		Yard requirements			Height		
		Lot width (ft.)	Lot depth (ft.)	Front	Sid e	Aggregat e	Rea r	Fee t	Storie s
<b>CRA</b>									
Single-family	5,000	40	100	8	6	15	25	35	21/2
Duplex	3,000	40	100	8	6	15	25	35	21/2
Multi-family	2,000	40	100	20	10	25	25	35	21/2

Article VII. Nonconforming Lots, Uses of Land, Structures, and Premises. When a jurisdiction adopts a new zoning code or makes significant changes to the existing code properties developed before adoption may not comply with the new standards. These uses are not considered illegal but instead are classified as nonconforming uses that are allowed to continue subject to various conditions. Uses can be nonconforming in several ways that are addressed in the code, each of which may be treated differently. These may include:

- Nonconforming lots of record – e.g., the lot size and/or yard requirements are less than the standard;
- Nonconforming structures – e.g., a structure on the lot exceeds maximum height restrictions;
- Nonconforming use of land – e.g., property zoned for residential use is being used for commercial purposes; and
- Nonconforming accessory structures – e.g., a garage located on a property encroaches into a required front yard.

Nonconforming provisions typically allow minor repairs and maintenance of nonconforming structures and replacement in cases of destruction by catastrophic events, e.g., floods, fire, etc.

Article VIII. Board of Zoning Appeals Powers and Duties. Establishing a Board of Zoning Appeals (BZA) is an essential component of a zoning ordinance, one required by the Land Use Article. A BZA acts in a quasi-judicial role and is empowered to grant relief from zoning requirements under certain circumstances. The BZA hears and decides appeals, where it is alleged there is an error in any order, requirement, decision, or determination made by a planning or zoning official in the enforcement. The Board of Zoning Appeals also interprets the intent of specific provisions of the zoning code, hears and decides special exceptions, and authorize on appeal in specific cases a variance from the terms of an ordinance. Appeal from a decision of the BZA is made to the Circuit Court in the manner provided for by the Maryland (Annotated) Rules.

Article XI. Administration and Enforcement.

**Zoning Certificates and Building Permits.** Administration involves staff and the Planning Commission in procedures that ensure all new development compliance with the standards in the zoning code. The zoning approval process involves several types of permits, depending on the type of development proposed. All development requires a zoning certificate which is issued by a zoning official or the planning commission. If approved, a zoning certificate acknowledges that a proposed use, structure or building complies with the provisions of the zoning code or has been duly authorized as a variance.

Building permits are required to ensure compliance with the jurisdiction's building codes. Building codes address such features as structural strength, means of egress facilities, stability, sanitation, adequate light and ventilation, energy conservation, and safety to life and property from fire and other hazards attributed to the built environment and to provide safety to emergency responders during emergency operations. Typically these codes include the International Building, Residential, Energy Conservation, and Property Maintenance Codes which are administered by a staff building inspector or third party inspection service.

**Site Plan.** Before issuing a zoning certificate or building permit for construction, expansion or change in use, a site plan and supporting documentation is submitted for review and approval by the planning officials or their designated representative. The purpose of site plans is to assure compliance with applicable provisions of enacted regulations and to prescribe standards for the design and construction of site improvements. All development or land use activities require site plan review and approval before being undertaken and must submit required detailed plans and specification for review. Minor developments, such as construction or expansion of a single one-family dwelling and ordinary accessory structures, ordinary repair or maintenance or interior alterations to existing structures or uses, and minor exterior alterations or additions to existing structures typically only require simplified plans.

The Planning Commission's review of site plans includes, but is not limited to, the following considerations:

- Adequacy and arrangement of vehicular traffic access and circulation, including emergency vehicle access.
- Location, arrangement, appearance, and sufficiency of off-street parking and loading.
- Location, arrangement, size, and design of buildings, lighting, and signs.
- Relationship of the various uses to one another and their scale.
- Adequacy, type, and arrangement of trees, shrubs and other landscaping constituting a visual and noise buffer between adjacent uses and adjoining lands.
- Adequacy of stormwater and sanitary waste disposal.
- Adequacy of structures, roadways, and landscaping in areas susceptible to flooding and ponding or erosion.
- Compatibility of development with natural features of the site and with surrounding land uses.
- Adequacy of open space for play areas, informal recreation, and the retention of natural areas such as wildlife habitats, wetlands, and wooded areas.
- Adequacy of pedestrian access.

**Enforcement.** Penalties and procedures for enforcing the zoning standards and requirements are included in the code. This section outlines the procedures a zoning official would follow to address violations of the zoning code, including notice to the property owner and steps leading up to the imposition of fines and/or seeking court action to compel compliance.

**Changes and amendments.** Procedure and criteria for amending the zoning code are outlined in the Land Use Article. These procedures and standards, including public notice requirements, incorporated in the section of the zoning code.

Article IX. Off-Street Parking. Off-street parking requirements address off-street motor vehicle parking facilities, bicycle parking, and other motorized and non-motorized transportation circulation facilities. They are intended to ensure sufficient on-site parking that in conjunction with other public and private implemented supply management measures provides for an appropriate balance between motorized and non-motorized access to residences and businesses. The provisions of this article are also intended to help protect the public health, safety, and general welfare by:

- Promoting multi-modal transportation options and enhanced safety and convenience for non-motorized travel; and
- Providing flexible methods of responding to the transportation and access demands of various land uses in different areas of the community.

Off-street parking requirements are typically presented in the tabular format (see Figure 7-3).

**Figure 7-3**

**Table: Minimum Parking Requirements**

<u>CATEGORIES, SUBCATEGORIES, SPECIFIC USES</u>	<u>REQUIRED PARKING SPACES</u>
<b>RESIDENTIAL</b>	
Household Living	
Detached House	2 spaces per dwelling unit
Two-family	2 spaces per dwelling unit
Duplex	2 spaces per dwelling unit
Townhouse	2 spaces per dwelling unit
Multi-Family/Apartment/Condo	1.5 spaces per dwelling unit
Accessory Dwelling Unit	1 space
Mixed-use building, residential	None

Parking provisions usually allow a degree of flexibility in administration. The Planning Commission can alter minimum parking requirements when it can be demonstrated that the standard will result in inadequate parking space or parking space far more than its needs. Other

provisions such as shared parking and off-site or remote parking are often included to permit the jurisdiction to manage parking in a way that balances convenience with other land use objectives such as supporting infill and redevelopment.

Parking requirements also address accessible parking for people with disabilities. They set minimum standards for the number of accessible parking spaces, location, pavement marking, and signage required.

Article IX. Landscaping and Environmental Standards. Landscape provisions in the code provide standards for the installation of landscaping and protection for sensitive environmental areas. They are intended to enhance development projects to promote and protect the public health, safety, and general welfare of the community. The standards are intended to protect and enhance property values, conserve natural resources, enhance aesthetic qualities, and improve the quality of life for both residents and visitors.

Typical requirements include installation of trees along dedicated streets, landscaping of parking facilities, and screening of things like a dumpster or other solid waste collection areas, stormwater management retention or detention areas, above-ground utility boxes and loading and unloading spaces.

Landscape standards may also require buffer yards at the division line between zoning districts, e.g., at the division line between an industrial and residential zoning district. Buffer yards also may be required along highways, the width and amount of planting dependent on the classification of the adjacent roadway. Buffer yards along higher-order streets and roads, e.g., arterials or major collectors would be more substantial than along local streets in residential areas. Buffer standards also should apply to sensitive environmental areas.

### **Subdivision Regulations**

Among other things, subdivision regulations set minimum standards for the design and location of streets, pedestrian and bike systems, and public utilities as well as dedications of public land for such things as parks and open space, schools, and critical connecting transportation system links. These standards regulate elements of development that implement incremental components supporting the recommendations contained in the Comprehensive Plan. Pittsville should overhaul the Town Subdivision Regulations to ensure project design and location of key public improvements are consistent with the goals, objectives, and policies outlined in this Comprehensive Plan.

### **Public Spaces**

The Town should require the design of new neighborhoods to include public realm improvements. Requiring a developer to set aside areas for public use is a low cost, high return strategy the Town can pursue toward providing a system of interconnected parks, greens, squares

and civic buildings that give value to property owners within the community, enhance the public realm, create memorable landscapes and provide for spontaneous gatherings. This strategy not only has the potential to create property value but where it results in public spaces for suitable for gatherings, events, and celebrations support public interaction and involvement in the business of being a town.

## **Historic Resources**

The Maryland Historic Trust (MHT) inventory of historic properties database includes 17 sites in Pittsville, The Pittsville Historic District (WI -489 on the database) is eligible for placement on the National Register of Historic Places as of 2003 (Map 07-1). Some of the prominent Historic resources within the Historic District were identified by MHT as follows:

- WI-496 Glass Hill School
- WI-52 Pittsville Store
- WI-497 Grace MP Church, Grace United Methodist Church, Pittsville Full Gospel Church
- WI-495 Pittsville Passenger Station
- WI-105 Dr. Greensbury Freeny House and Office

Detailed descriptions of these properties can be found in MEDUSA, the state's inventory of historic properties.

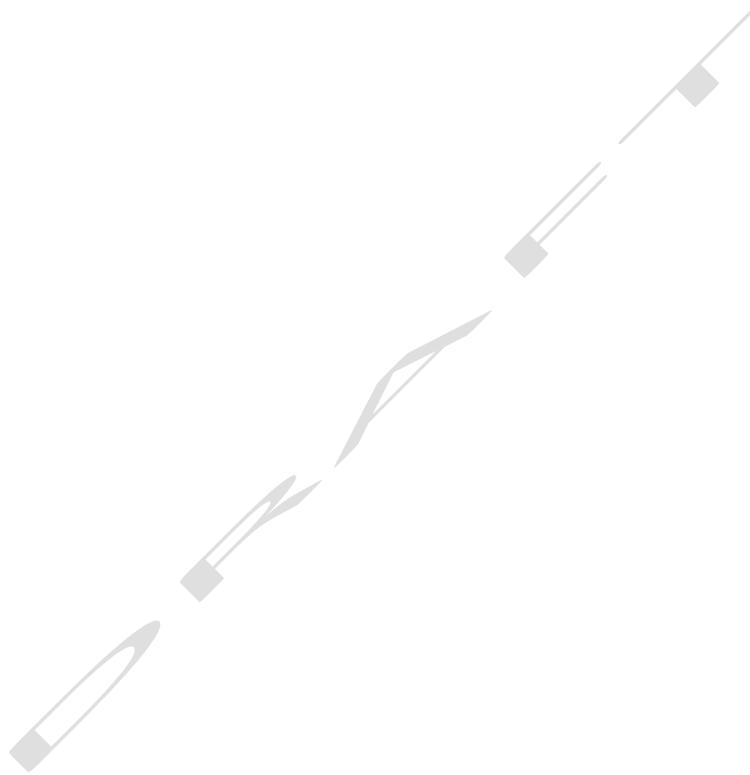
When considering infill and redevelopment projects in the vicinity of these properties, the historic qualities for these sites and structures should provide a primary basis for evaluating whether the design of the proposed development is context-sensitive.

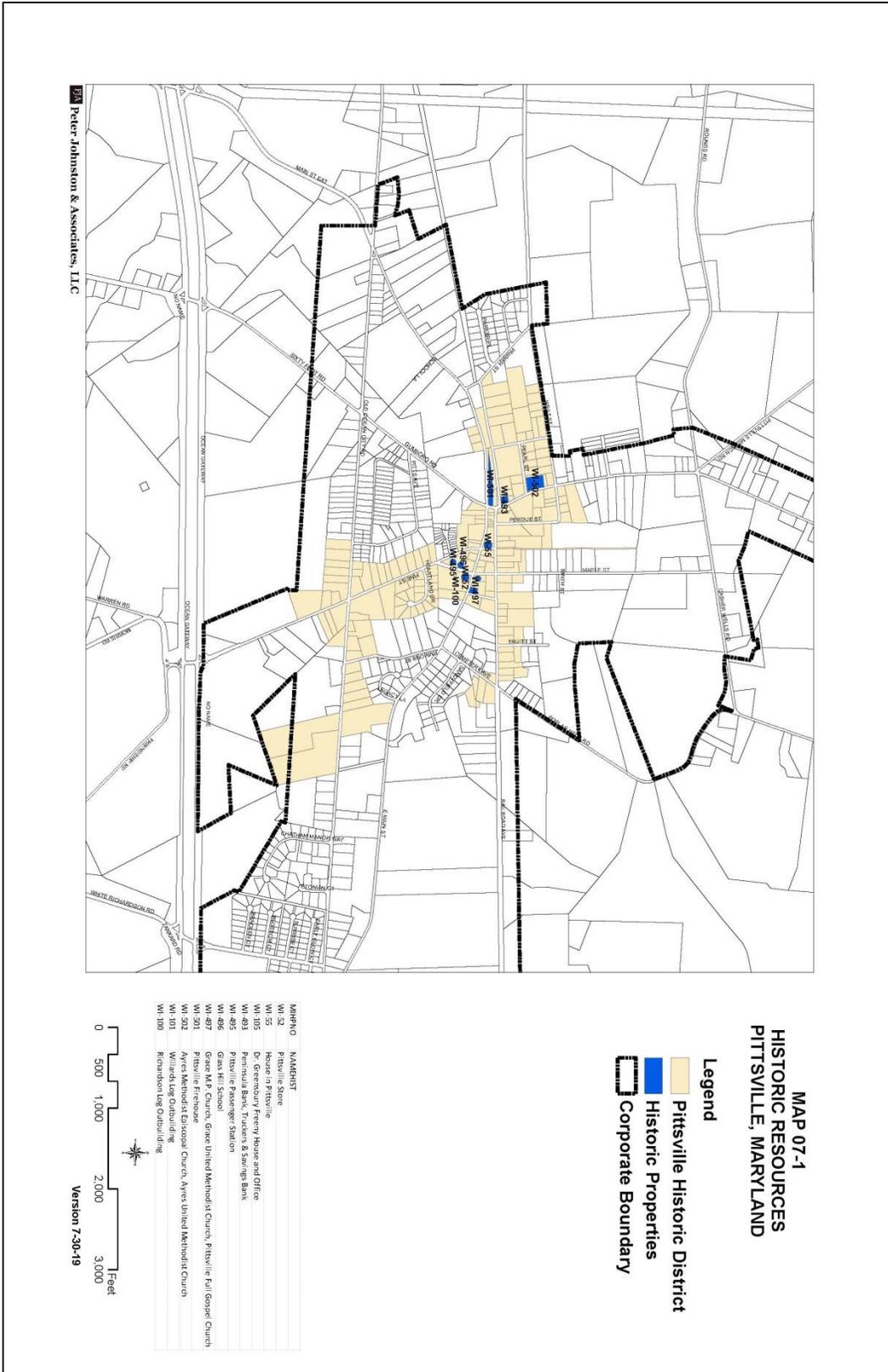
## **Lower Eastern Shore Heritage Area**

Maryland Heritage Areas are designated as revitalization areas that combine heritage tourism and small business development with preservation, cultural conservation, recreation, and education. The Maryland Heritage Areas Authority (MHAA) oversees the program and provides matching grants to partnerships and private interests to develop management plans that will help guide public and private investments in the development of tourism. When a plan is adopted, the locale becomes a Certified Heritage Area and its communities and businesses are eligible for targeted financial and technical assistance from the Authority and other state agencies.

In April 2002, the Maryland Heritage Authority officially granted status to the Lower Eastern Shore Heritage Area, comprising heritage sites and places in Wicomico, Worcester, and Somerset counties. This status recognizes the unique heritage and heritage tourism destinations within Wicomico Country and offers an opportunity for coordinated and enhanced heritage tourism activity. Pittsville is part of the Lower Eastern Shore Heritage Area and endorses it

objectives. Consequently, the Lower Eastern Shore Heritage Area Management Plan, as amended, is hereby incorporated, by reference, in the Town of Pittsville Comprehensive Plan.

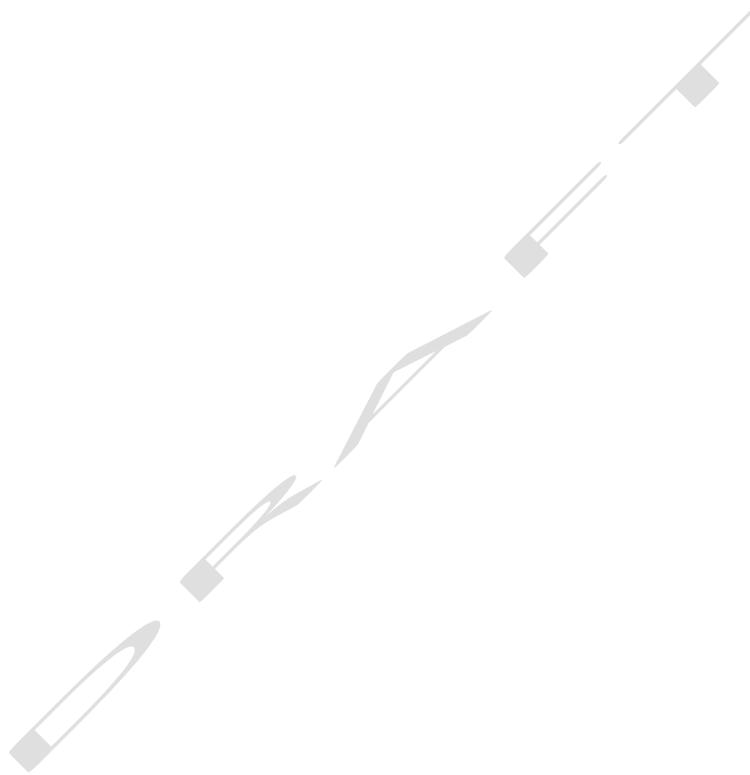




Map 07-1 Historic Resources

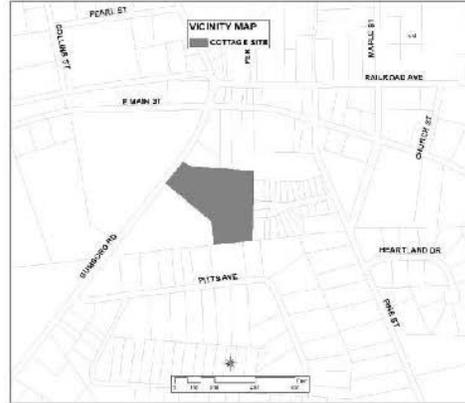
## Illustrations

The following graphics illustrate some of the key implementation concepts. Concepts shown are not intended to define the only way properties could or should be developed but to illustrate various design objectives reflective of the Town's vision. They are met to show how certain elements (the road, street trees, parking, the current and possible future buildings, etc.) associated with infill and redevelopment support the plan's vision and suggest basic standards in a revised zoning code, e.g., street tree, landscaping and sidewalk standards that will enhance the community and contribute to walkability.



### INFILL CONCEPT COTTAGE DEVELOPMENT

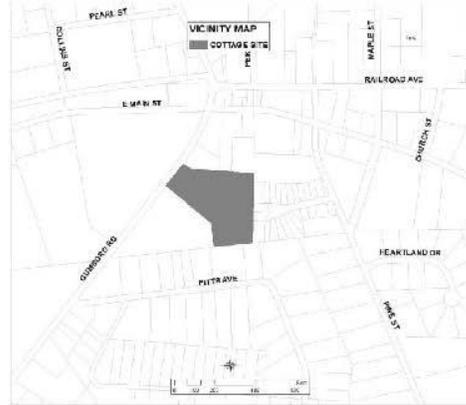
SITE DATA	
Size (acres)	2.56
Cottage Units	18
Density (DUs per acre)	7.03
Equivalent lot size (sf)	6,195





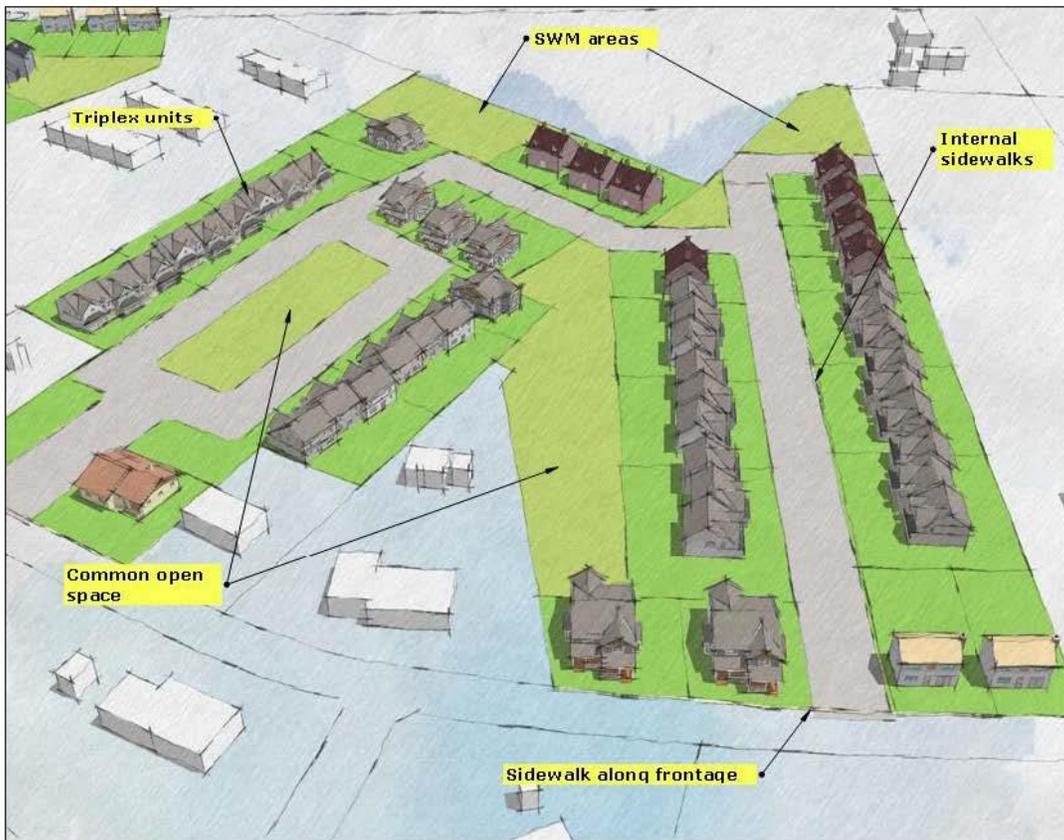
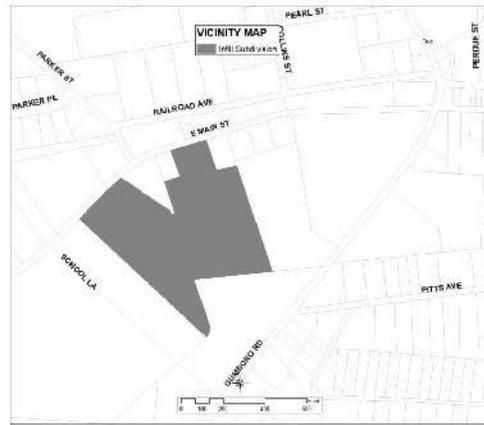
### INFILL CONCEPT COTTAGE DEVELOPMENT WITH STREET TREES AND LANDSCAPING

SITE DATA	
Size (acres)	2.56
Cottage Units	18
Density (DUs per acre)	7.03
Equivalent lot size (sf)	6,195



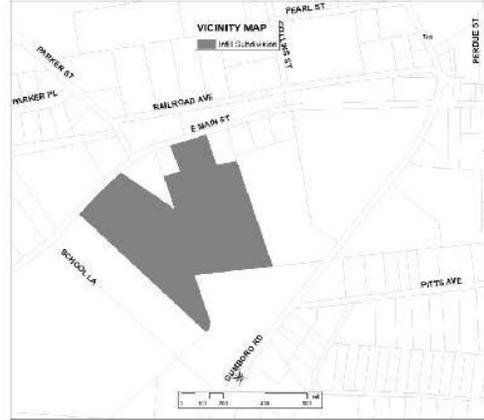
### INFILL CONCEPT RESIDENTIAL SUBDIVISION

SITE DATA	
Size (acres)	8.94
Dwelling Units	51
Gross Density (DUs per acre)	5.7
Net Density (DUs per acre)	7
Equivalent lot size (sf)	6,087



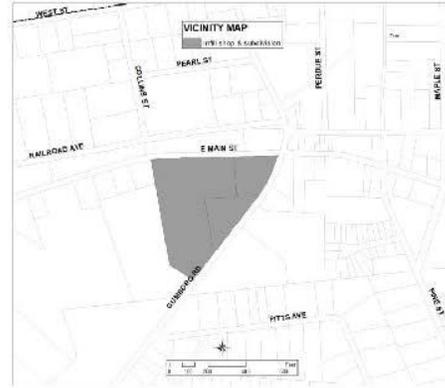
**INFILL CONCEPT  
RESIDENTIAL SUBDIVISION  
WITH STREET TREES AND LANDSCAPING**

SITE DATA	
Size (acres)	8.94
Dwelling Units	51
Gross Density (DUs per acre)	5.7
Net Density (DUs per acre)	7
Equivalent lot size (sf)	6,087



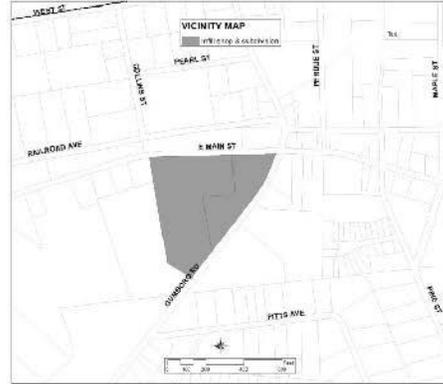
### INFILL CONCEPT COMMERCIAL AND SUBDIVISION

SITE DATA	
Size (acres)	4.1
Units	21
Density (DUs per acre)	5
Equivalent lot size (sf)	8,500

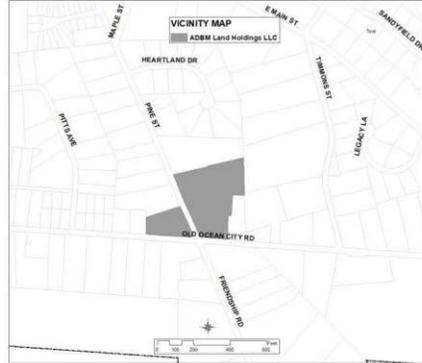


**INFILL CONCEPT  
COMMERCIAL AND SUBDIVISION  
WITH STREET TREES & LANDSCAPING**

SITE DATA	
Size (acres)	4.1
Units	21
Density (DUs per acre)	5
Equivalent lot size (sf)	8,500



### OLD OCEAN CITY ROAD & PINE STREET GATEWAY ADBIM, LLC RETROFIT



### OLD OCEAN CITY ROAD & PINE STREET GATEWAY ADBAM, LLC RETROFIT

