

The Town of Pittsville
Wicomico County

P. O. Drawer A

Pittsville, Maryland 21850

410-835-8872 • Fax 410-835-8461

October 21, 1997

Ronald M. Kreitner
Maryland Office of Planning
301 West Preston Street
Baltimore, Maryland 21201-2365

Dear Mr. Kreitner:

Enclosed you will find a copy of the Comprehensive Plan for the Town of Pittsville adopted by resolution at the regular meeting of the Council of the Town of Pittsville on October 20, 1997. I have also enclosed a copy of said Resolution 1997-3.

If you need anything further, please do not hesitate to contact me.

Yours truly,
Kathy Moore
Kathy Moore, Clerk
Town of Pittsville

Enclosures
cc: Bruce Bozman

Library
Maryland Office of Planning
Room 1101
301 W. Preston Street
Baltimore, Maryland 21201-2365

RESOLUTION 1997-3

A resolution of the Town of Pittsville approving and authorizing the submittal of the Town of Pittsville Comprehensive Plan to the State of Maryland, Office of Planning and adopting the Plan for Town of Pittsville.

WHEREAS, the Pittsville Planning Commission has prepared with guidance from various State and County agencies, a comprehensive plan in accordance with the Economic, Growth, Resources Protection and Planning Act of 1992, Maryland Annotated Code Article 66B.

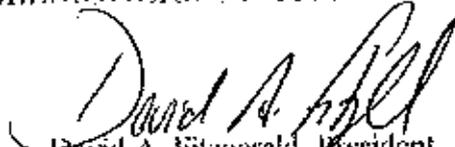
WHEREAS, the Pittsville Planning Commission has given the opportunity for the public to comment on the Town of Pittsville Comprehensive Plan, on September 29, and October 6, 1997, and has approved the plan October 13, 1997.

WHEREAS, the Pittsville Planning Commission and the Commissioners of the Town of Pittsville will continue to review and update this plan and follow the guidelines of the Plan.

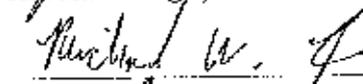
NOW, THEREFORE, BE IT RESOLVED BY THE COMMISSIONERS OF THE TOWN OF PITTSVILLE, that the attached plan be adopted as the Comprehensive Plan for the Town of Pittsville, and that the same is hereby approved to be submitted to the Maryland Office of Planning.

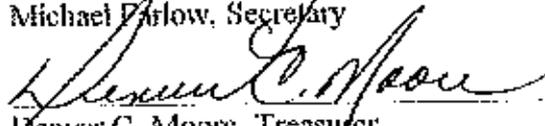
BE IT FURTHER RESOLVED, that this action will take effect upon the date of adoption. READ AND PASSED this 20th day of October, 1997.

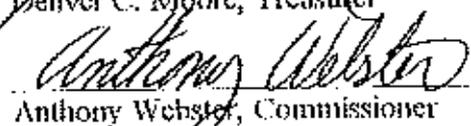
BY ORDER OF THE COMMISSIONERS OF THE TOWN OF PITTSVILLE:


David A. Fitzgerald, President


E. James Jones, Vice President


Michael Farlow, Secretary


Denver C. Moore, Treasurer


Anthony Webster, Commissioner

cc

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INTRODUCTION

The Comprehensive Plan is the official statement of the Town Commissioners of Pittsville setting forth policies concerning desirable future growth which serves as a general guide to public and private development decisions. Once adopted, it becomes the basis for the preparation of specific policies, programs and legislation, such as zoning and subdivision regulations, and other actions which implement the growth policies set forth in the Plan.

The Plan is comprised of several major elements that are prepared in such a manner that they form an integrated, unified document for guiding future growth and development. As a policy document it is general, comprehensive, and long range in nature. It is comprehensive in that it encompasses the entire geographic area of the Town and includes all functional elements that bear upon its physical development, such as transportation, land use, and community facilities. It is general in that it summarizes policies and proposals but does not establish detailed regulations or indicate specific locations. It is long range in that it looks beyond current issues to problems and opportunities related to future growth over the next twenty years.

THE VISION FOR PITTSVILLE

Identifying a broad-based and widely supported community vision for the Town of Pittsville is the main component of the comprehensive planning process. To ensure this vision, goals and objectives are established to build a framework for how the Town desires to grow and develop. Goals and objectives serve as the basis for formulating all Town policies which will affect public and private decisions relative to the preservation and growth of Pittsville.

The overall vision for the Town of Pittsville is:

To foster a comfortable living environment for the residents of Pittsville while at the same time encouraging sufficient growth in residential and commercial uses to increase property values, provide employment, and provide for the needs of the town and residents.

THE FRAMEWORK FOR PLANNING

As Pittsville and the surrounding environs grow and change over the next twenty years, this Comprehensive Plan will serve as a guide for making public and private decisions regarding the Town's growth and development. This Plan presents a future vision of Pittsville into the year 2015 along with recommendations for bringing that vision to fruition. The ideas of the Plan are a distillation of the community's many desires, tempered by what seems feasible and reasonable.

This Plan is not intended to be a static document. It should be reviewed and updated periodically to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

Pittsville is a special place with a unique character, culture and history that distinguishes this community from hundreds of towns throughout the country. This Comprehensive Plan particularly addresses the preservation and enhancement of these special qualities and that distinctive personality felt by the citizens who live and work here. This sense of uniqueness and pride of place are the guiding forces and strongest motivation for those who have contributed to the realization of this document.

LEGAL BASIS FOR COMPREHENSIVE PLANNING

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

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

The context for planning in the Town of Pittsville must also take into consideration the role that the Town will play in implementing the overall growth management policies established by the State of Maryland in the Planning Act of 1992. The Pittsville Comprehensive Plan was prepared in the context of these policies, which are stated as "visions" for the future as follows:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resource areas are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic.
5. Conservation of resources, including a reduction in resource consumption, is practiced;

6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined; and
7. Funding mechanisms are in place to achieve all other visions.

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

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

COMPONENTS OF A GROWTH MANAGEMENT PROGRAM

This Comprehensive Plan provides the basic framework and direction for all components of what may be considered the Town's overall Comprehensive Planning Program. It is not a stand-alone document but is supported and, in turn, supports related planning program documents such as the ones listed below.

- Zoning Ordinance
- Subdivision Ordinance
- Capital Improvements Budget
- Sewer and Water Facilities Plans

These documents and others, when used concurrently, are the basis for directing and managing growth in Pittsville.

Chapter 1
Community Profile

SOCIO-ECONOMIC BACKGROUND

Population Growth

Projections by the State of Maryland indicate that the population growth of Wicomico County will continue. In 1990, the County contained 73,339 persons, an increase of 9,799 or 15.2 percent from 1980. By the year 2010, there will be approximately 92,600 persons in the County. The County is continuing to plan for a moderate population growth which will average 1 to 1.5 percent per year.

Sex, Race and Hispanic Origin

The male/female breakdown of the population of Pittsville in 1990 (see Table 1) was similar to that of the County and the State (47.5 percent male and 52.5 percent female). Races, other than white, and people of Hispanic origin made up 3 percent of the population in 1990.

Table 1
Sex and Race Characteristics - 1990

	Pittsville	Percent	Wicomico	Percent
All Persons	602		74,339	
Male	286	47.5%	35,614	47.9%
Female	316	52.5%	38,725	52.1%
Race				
White	575	95.5%	56,755	76.3%
Black	18	3%	16,573	22.3%

Source: 1990 Census

Age Distribution

Compared to the rest of Wicomico County, the population of Pittsville in 1990 exhibited a similar percentage of people 16 years and under and 65 years and over.

**Table 2
Population by Age 1990**

	Pittsville	Percent	Wicomico Percent
Under 5	53	8.8%	7.0%
5 to 17	100	16.6%	14.9%
18 - 20	22	3.7%	5.7%
21 to 24	47	7.8%	6.4%
25 - 44	209	34.7%	31.6%
45 - 54	41	6.8%	10.2%
55 to 59	29	4.8%	4.3%
60 to 64	23	3.8%	4.5%
65+	78	13%	12.9%

Source: 1990 Census

Family Characteristics

The average size of all households, family and non-family was slightly lower for Pittsville in 1990 than for Wicomico County.

**Table 3
Household and Family Characteristics**

	Pittsville	Wicomico
Family Households	167	19,513
Married Couple Family	127	14,968
Non-Family Households	82	8,259
Persons Per Household		
Household	2.42	2.56
Family	2.95	3.03

Source: 1990 Census

Educational Attainment

According to the 1990 Census, the level of educational attainment in Pittsville was slightly higher than that of the County through high school graduation (see Table 4). Except for earning an Associate's degree, post high school educational attainment was less than the County, which may be attributable to the presence of Salisbury State University in the County.

Table 4
Educational Attainment 1990

	Pittsville	Percent	Wicomico	Percent
<i>Persons 25 years and over:</i>	359		47,231	
Less than 9th grade	69	19.2%	5,306	11.2%
9th to 12th grade, no diploma	62	17.3%	7,851	16.6%
High school graduate	151	42.1%	16,351	34.6%
Some college, no degree	22	6.1%	6,930	14.7%
Associates degree	31	8.6%	2,045	4.3%
Bachelor's degree	16	4.5%	5,705	12.1%
Graduate or professional degree	8	2.2%	3,043	6.4%
High school graduate or higher		63.51%		72.1%
Bachelor's degree or higher		6.69%		18.5%

Source: 1990 Census

Employment and Labor Force Characteristics

According to the 1990 Census, approximately 301 people out of a total civilian labor force of 311 persons over 16 years old were in the labor force (see Table 5). Approximately 10 people (3.22 percent of the civilian labor force) were unemployed in 1990, a lower percentage than that of the County or the State.

**Table 5
Labor Force Characteristics**

	Pittsville	Wicomico	State
<i>Persons 16 years and over</i>			
Total	457	57,915	3,736,830
Female	264	30,722	1,953,769
<i>Labor Force</i>			
<i>Percent in Labor Force</i>			
Total	68.05%	67.6%	70.6%
Female	64.39%	59.5%	63.4%
<i>Civilian Labor Force</i>			
Total	311	39,082	2,592,878
Percent Unemployed	3.22%	4.7%	4.3%

Source: 1990 Census

The vast majority of workers in Pittsville used a car, truck or van as the means of transportation to work in 1990 (see Table 6). Compared to Wicomico County, less people car pooled to work than the norm for the County or the State (12.59 percent). No workers used transit as a means of transportation to work. On average the commute to the work place for workers from Pittsville was 19.53 minutes.

**Table 6
Travel to Work Characteristics - 1990
Means of Transportation to Work**

	Pittsville	Wicomico
Percent drove alone	81.29%	76.5%
Percent in car pools	12.59%	14.3%
Percent using public transportation	0.0%	1.5%
Percent using other means	1.7%	1.7%
Percent walked or worked at home	4.42%	6.1%
Mean travel time (minutes)	19.5	17.3

Source: 1990 Census

The dominant occupations of Pittsville's labor force were: retail trade, construction, and manufacturing.

**Table 7
Industry Characteristics- 1990**

	Pittsville	Percent	Wicomico	Percent
Employed Persons 16 year or over	301		37,233	
Agriculture, forestry, and fisheries	15	5%	1,878	5.0%
Mining	0	0.0%	36	0.1%
Construction	41	13.6%	3,324	8.9%
Manufacturing, nondurable goods	23	7.6%	3,103	8.3%
Manufacturing, durable goods	23	7.6%	2,696	7.2%
Transportation	12	4%	1,478	4.0%
Communications and public utilities	12	4%	954	2.6%
Wholesale Trade	12	4%	1,706	4.6%
Retail Trade	76	25.3%	6,859	18.4%
Finance, insurance, real estate	18	6%	1,945	5.2%
Business and repair services	11	3.7%	1,267	3.4%
Personal services	1	.3%	1,049	2.8%
Entertainment and recreation services	5	1.6%	331	0.9%
Health services	16	5.3%	3,376	9.1%
Education Services	8	2.7%	3,152	8.5%
Other professional and related services	13	4.3%	2,300	6.2%
Public Administration	15	5%	1,779	4.8%

Source: 1990 Census

The percentage of Pittsville workers that were private wage and salary workers in 1990 was slightly higher than that of the County (see Table 8). A slightly lower percentage of workers was classified as government workers and a small percentage was employed by the Federal government. Pittsville had a lower percentage of self-employed workers than Wicomico County.

**Table 8
Class of Worker - 1990**

	Pittsville	Percent	Wicomico	Percent
Private wage and salary workers	254	84.4%	28,406	76.3%
Government Workers	34	11.3%	5,976	16.1%
Local government	20	6.6%	2,435	40.7%
State government	4	1.3%	2,919	48.8%
Federal government	10	3.3%	622	10.4%
Self-employed workers	12	4%	2,723	7.3%
Unpaid family workers	1	.3%	128	0.3%

Source: 1990 Census

Income and Poverty

Median incomes in Pittsville for all categories, i.e., households, families, and non-family households, were less than that of the County in 1989 (see Table 9 through 11). The largest disparity was in the household income, which was almost \$8,000 lower than that of the County.

The per capita income in Pittsville (\$9,925) was below that of the County (\$13,425) in 1989, and the incidence of poverty among persons, families and female householders was higher than that of the County. Poverty rates for persons and families in Pittsville were 12.08 percent and 11.98 percent respectively in 1989. For the County these rates were 11.6 percent for persons and 7.9 percent for families.

Table 9
Household Income Characteristics - 1989

	Pittsville	Percent	Wicomico	Percent
Households	262		27,771	
Less than \$5,000	12	4.6%	1,512	5.4%
\$5,000 to \$9,999	55	20.9%	2,656	9.6%
\$10,000 to \$14,999	35	13.4%	2,518	9.1%
\$15,000 to \$24,999	60	22.9%	5,211	18.8%
\$25,000 to \$34,999	33	12.6%	5,103	18.4%
\$35,000 to \$49,999	42	16%	5,268	19.0%
\$50,000 to \$74,999	24	9.2%	3,702	13.3%
\$75,000 to \$99,999	1	.4%	963	3.5%
\$100,000 to \$149,999	0	0%	512	1.8%
\$150,000 or more	0	0%	326	1.2%
Median household income	\$20,648		\$28,512	

**Table 10
Family Income Characteristics - 1989**

	Pittsville	Percent	Wicomico	Percent
Families	167		19,597	
Less than \$5,000	8	4.8%	592	3.0%
\$5,000 to \$9,999	15	9%	1,048	5.3%
\$10,000 to \$14,999	20	11.9%	1,531	7.8%
\$15,000 to \$24,999	39	23.4%	3,498	17.8%
\$25,000 to \$34,999	18	10.8%	3,599	18.4%
\$35,000 to \$49,999	43	25.7%	4,369	22.3%
\$50,000 to \$74,999	24	14.4%	3,225	16.5%
\$75,000 to \$99,999	0	0.0%	925	4.7%
\$100,000 to \$149,999	0	0.0%	505	2.6%
\$150,000 or more	0	0.0%	305	1.6%
Median family income	\$30,341		\$33,449	

**Table 11
Non-family Income Characteristics**

	Pittsville	Percent	Wicomico	Percent
Non-family households	95		8,174	
Less than \$5,000	4	4.2%	995	12.2%
\$5,000 to \$9,999	40	42.1%	1,662	20.3%
\$10,000 to \$14,999	15	15.8%	1,166	14.3%
\$15,000 to \$24,999	21	22.1%	1,835	22.4%
\$25,000 to \$34,999	15	15.8%	1,332	16.3%
\$35,000 to \$49,999	0	0.0%	749	9.2%
\$50,000 to \$74,999	0	0.0%	373	4.6%
\$75,000 to \$99,999	0	0.0%	34	0.4%
\$100,000 to \$149,999	0	0.0%	14	0.2%
\$150,000 or more	0	0.0%	14	0.2%
Median non-family household income	\$11,458		\$16,100	

Source for Tables 9 through 11: 1990 Census

HOUSING CHARACTERISTICS

There were a total of 286 housing units in Pittsville in 1990 (see Table 12). The majority (68.5 percent) of the occupied units were detached single family units.

Vacancy rates for homeowner units were moderate (3.1 percent in 1990) as compared to 2.7 percent in Wicomico County. Renter unit vacancy rates were higher (6.9 percent) as compared to 6 percent for the County.

The mean number of rooms per unit was 5.4 as compared to 5.8 rooms in Wicomico County. Incidence of crowding, i.e., more than 1.0 persons per room was very low.

The housing stock in Pittsville saw significant activity in 1989 with 70 new houses being built. It also possesses a substantial amount of older housing stock built before 1939 (37 percent).

Table 12
Structural Characteristics - 1990

	Pittsville	Wicomico
Total	286	30,108
1 unit detached	196	21,803
1 unit attached	6	901
2 to 4 units	15	1,724
5 to 9 units	33	1,061
10 or more units	8	2,026
Mobile home, trailer, other	28	2,593

Source: 1990 Census

**Table 13
Age of Housing Units**

	Pittsville	Percent	Wicomico	Percent
Total Housing Units	298		30,108	
<i>Year Structure was Built:</i>				
1989 to March 1990	70	23.5%	1,297	4%
1985 to 1988	35	11.7%	3,770	13%
1980 to 1984	19	6.4%	2,338	8%
1970 to 1979	26	8.7%	6,326	21%
1960 to 1969	10	3.4%	4,492	15%
1950 to 1959	17	5.7%	3,716	12%
1940 to 1949	10	3.4%	2,871	10%
1939 or earlier	111	37.2%	5,298	18%

Only one unit in 1990 lacked complete plumbing facilities and one unit lacked complete kitchen facilities.

About 65 percent of the owner occupied units were mortgaged and the median monthly owner cost was \$552. Median monthly owner costs for occupied units not mortgaged were \$216.

The value of most of the owner occupied housing units (97 percent) in Pittsville recorded in the 1990 Census was below \$100,000 (see Table 14). This compares with 77 percent of owner occupied housing units in Wicomico County. The median value of owner occupied housing in Pittsville was \$55,900 in 1990. The median value of owner occupied housing in Wicomico County was \$71,100.

**Table 14
Financial Characteristics of Selected Owner Occupied Housing Units**

	Pittsville	Percent	Wicomico	Percent
Total	128		14896	
Less than \$50,000	51	39.8%	3,232	21.7%
\$50,000 to \$99,000	73	57.1%	8,296	55.7%
\$100,000 to \$149,000	4	3.1%	2,070	13.9%
Over \$150,000	0	0%	1,298	8.7%

Source: 1990 Census

There were 94 rental housing units in Pittsville in 1990. Rental units had a mean of 4.4 rooms per unit and 2.29 persons per room. Rental units in Wicomico County had more rooms on average (4.7 rooms) and more persons per room (2.46).

Most rents in 1990 were below \$500 per month. The median rent in Pittsville in 1990 was \$259. The median rent in Wicomico County in 1990 was \$349.

Chapter 2 Land Use

Goals

- ◆ Maintain and create desirable residential environments for all residents of Pittsville.
- ◆ Maintain neighborhood stability and property values by avoiding incompatible land uses.
- ◆ Encourage development of new, well-designed and properly located commercial facilities and maintenance and revitalization of existing commercial uses.
- ◆ 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

- Provide sufficient opportunities for varying residential, commercial and light industrial uses.
- Accommodate growth primarily through development of vacant lands within the Town's current boundaries and secondly, through selective annexation of adjacent lands.
- Establish priorities for sewer service extension to be in accordance with the Comprehensive Plan and Future Land Use Plan Map.
- Require annexation of an area as a condition for extending Town community facilities and service.
- Require exactions if necessary from future large-scale developments in the form of land dedications or fees-in-lieu of dedications for the provision of community facilities, including but not limited to parks, schools, open space and roads.
- Maintain opportunities for a viable economic base which encourages further economic investment, diversification and expansion which offer a broad range of employment and business opportunities adequate to meet Town and County residents needs and enhance the tax base of the Town.

EXISTING LAND USE

The existing land use (see Map 1) in the Town of Pittsville is rather well defined. The commercial area is comprised of a variety of shops and businesses. The remaining properties within the town are residential, public, and semi-public.

The Town is approximately 924 acres and contains 296 parcels of land. Approximately 49 parcels within the present Town boundaries are unimproved. There are 205 housing units. The availability of Town water and sewerage in Pittsville is in keeping with any growth that could occur.

The land holdings adjacent to the town are large single owner properties. Annexation must be contiguous to the existing boundaries. The undeveloped parcels within the town could be developed if property owners were encouraged to do so. These parcels should be given the first option of subdivision before annexation considered.

The Town anticipates moderate growth occurring in incremental and progressive stages throughout the 10 to 20 year design life of this Plan. There is water supply enough to accommodate growth if funded by the developer. Developers would be required to fund sewerage and land application would probably be the way to take care of this growth.

To guide expected growth, land use districts and a planning areas boundary for potential annexation areas have been included in this plan and are shown on the Land Use Plan Map. The planning area provides potential for infill growth within the planning area boundary.

The Town will attempt to confine all new Town development within the planning areas boundary line. All development proposals will be required to utilize the Town utility system. In order to reserve some sewerage treatment capacity for additional uses within the existing Town boundaries and for uses in more than one annexation quadrant (see Map 2), no one developer or no one annexation quadrant will be granted more than 5 percent of the remaining sewerage design capacity potentially available in the present sewerage system. Proposed annexation agreements may include a requirement to set aside portions of the site for necessary public community facilities and provide fees-in-lieu of land dedications for public purposes. Of particular interest are lands adjacent to the Town sewerage lagoon. To substantially increase the capacity of the sewer system, additional land is necessary. Lands set aside for public community facilities can be deducted from an open space requirement.

Land uses are divided into six categories of residential, commercial, industrial, parks/recreation, public/semi-public, and agricultural/open space (see Map 3, Land Use Plan). In 1997 there were approximately 924 acres within the corporate limits of Pittsville with 367 acres devoted to residential uses, 49 acres to commercial uses, 34 acres to industrial, public and semi-public, and park uses, and the remaining 474 acres to agricultural/vacant lands.

Residential Land Use Recommendations

An important part of guiding development is to establish appropriate guidelines addressing the intensity of development permitted within the Town. Population densities determine the level and expense of community facilities and services which are essential for protecting the health, welfare and safety of Town citizens. Facilities such as sewer, water, roads and parks are planned and constructed based upon the ultimate number of housing units and people to be served. Establishing specific density levels, therefore, becomes a basic policy decision in order to properly guide policy boards in preparing plans to meet future growth changes.

Two residential density categories should be considered in Pittsville. The designations apply to broad areas and individual developments may not always occur at the exact population level identified for each density category. These incidental developments will not alter the overall purposes of the category.

Low Density. The predominant residential category in Pittsville should be low density residential. Low Density Residential areas are those designated primarily for single family detached homes, together with other facilities commonly incidental to and related to residential activities. These areas may be developed in a density range of approximately 1 - 3 units per acre. Areas without sewer and water service should always be considered Low Density and the minimum density should be set at the minimum lot size permitted by the Health Department for lots with individual on-site septic system and well. Using the average household size for the County as a guide, a low density residential area would average approximately 3 to 12 persons per acre.

Medium Density - Medium density ranges from 11 to 22 people per acre or, in other terms, about 4 to 7 dwelling units per acre assuming 3 people per dwelling unit. Medium density is proposed to allow for development more intensive than low density, yet not so intense that it creates a burden upon the service capabilities of the Town. The medium density category is attainable only with community sewer and water service.

COMMERCIAL LAND

The Comprehensive Plan recognizes that the need exists for several types of low intensity commercial development within the Town. It is essential to recognize existing commercial areas and provide, consistent with the Town's development concept, areas for necessary future expansion in order to allow healthy growth of this important sector of the economy.

Commercial Land Use Recommendations

Two types of commercial land use categories are recommended for use in Pittsville.

Highway Commercial. Highway commercial is a term applied to commercial activities that depend on highway traffic for business. These areas are generally retail and service

establishments that locate in a lineal or strip fashion along high volume highways for accessibility and visibility. Although serving an important function in the local economy, these uses also can create numerous problems which impair the efficient operation of highways.

Highway commercial uses typically include restaurants, service stations, convenience stores, produce markets, farm equipment suppliers, and building suppliers. The recommended location for highway commercial activity in Pittsville would be along strategic portions of Routes 353 and Old Ocean City Road. Other considerations are addressed in the following recommended policies:

1. Rather than strip commercial development along the highways, clustered commercial development is recommended.
2. Individual entrances should be consolidated into as few access points as possible. This should be required in the Zoning Ordinance and Subdivision Regulations and entrance locations should be coordinated with the State Highway Administration.
3. Appropriate regulations should be developed to provide adequate off-street parking, sign control, and buffering to protect nearby residential areas.
4. Suitable landscaping and buffering measures should be required adjacent to property lines and along highway frontages.
5. Uses should be regulated to ensure compatibility within the highway commercial cluster and with nearby non-commercial activities.

Village Center. In the Village Center, commercial development will not be as intense as in the Highway Commercial. The primary focus in the Village Center is preservation of existing commercial. Some new shopping establishments that are located within or near existing residential neighborhoods and designed to serve as a convenience to those areas may be permitted in the Village Center.

The Village Center may be the appropriate location for such commercial activities as grocery stores, post offices, drug stores, general stores, service stations, banks, and public buildings. The Village Center that presently exist is of sufficient size to meet the foreseeable demand in Pittsville and no other centers are planned.

The zoning for Village Center should provide for some new commercial uses in the Town. These uses may be permitted by Special Exception, a process that permits the Town to review each application on a case-by-case basis and build-in safeguards to insure impacts to adjacent residential areas are minimized, e.g., adequate parking requirements, limits on signage and lighting, and landscape and bufferyard requirements.

INDUSTRIAL

Industrial development includes activities such as processing, manufacturing, assembly, and storage of bulk commodities. Often, industrial development is incompatible in residential areas; however, with proper site treatment, light industrial uses may be suitable at in-town locations. Heavy industrial uses are usually separated from other land uses in a community and often have access to major highways and railroad tracks.

Industrial Recommendations

Strict performance standards, including bufferyards, should be utilized to ensure nearby land uses and critical areas are not adversely affected by the industrial site. It is important to continue to concentrate industrial activities at specific sites in order to preserve the small-town character of Pittsville.

It is recommended that only light industry (processing and assembly) be permitted in close proximity to residential development.

PUBLIC/SEMI-PUBLIC

Public land uses cover a variety of uses for the health, education, safety, and general well-being of the public (e.g. Town offices, post offices). They affect both the living and working environment of all residents.

Although most of the material in this section is more thoroughly discussed in the other elements, public land uses are summarized here to show how they relate to the other types of land uses and other elements of the plan. Once the desired living and working activities are described in the other land use sections, the Town must determine what its responsibilities are in accommodating these land uses and determine how to meet these responsibilities. The utilization of lands for public use, then, supports the planning of residential, commercial, and industrial development.

For purposes of this report, public land uses are defined as those uses which are owned and controlled by a public body for use of or service to the general public. Semi-public uses are those which are owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or general well-being of the public or segment of the public. Unless semi-public facilities are available to the community at large, they will not be discussed beyond the following section. They are identified on the Existing Land Use Map (Map 1).

The demand for public services is heavily dependent upon the anticipated residential, commercial, and industrial land uses. Services will be demanded according to where people wish to live, work, and play.

Some of the facilities which people usually ask from a municipality are public water, public sewer, good roads, recreational areas, police, fire protection, and public parking. These are directly used by the public and are, therefore obviously needed.

There are other facilities, however, which are not often requested by local citizens, but are still required for their well-being. Conservation areas and open space along drainage ways do not directly benefit citizens in their daily lives, yet are important in preserving water quality for the general public.

City offices for administrative purposes are necessary for the functioning of local government, but are not generally as welcomed as other public services.

Public Land Use Recommendations

Pittsville should ensure that public facilities and services are available to all portions of the Town. Semi-public services, which are owned privately yet considered as meeting a need of the general public, should be guaranteed to be accessible for reasonable public uses. Semi-public facilities which are not available to the general public should not be included in the inventory of public services.

Public services can only be provided according to the community's ability to support the service. Those services that are provided should be utilized to their fullest, including using public lands for multiple purposes.

Chapter 3

Transportation

Goals

- ◆ Maintain 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.
- ◆ Consider the traffic impacts on local residential streets when reviewing proposals for new development in the vicinity which will effect the level of safety and traffic volumes on local neighborhood streets.
- ◆ Examine and attempt to improve parking availability.

Objectives

- Provide a balance of transportation facilities meeting the needs of Pittsville.
- Coordinate various modes of transportation so that they complement each other.
- Establish a transportation network that moves people and goods rapidly, yet safely.
- Provide an adequate transportation network with minimal Town expense.
- Coordinate City, County, State, and Federal efforts in providing an efficient transportation system.
- Maximize the desired use of transportation systems while minimizing possible effects upon neighborhoods, the environment, and the general public.

The movement of people and goods is an important concern in any community's growth plan. To provide a safe and efficient transportation network with minimal disruption of the area can sometimes be difficult to achieve. The Transportation Plan Element must be closely coordinated with other elements of the Plan to assure that transportation plans and policies complement and promote those of other sections.

Too often, transportation planning begins in reaction to a problem. The Comprehensive Plan and the Planning Act of 1992 suggests that a proactive approach to mobility issues is needed. Wicomico County and its municipalities need to plan in a manner that defines a coordinated, evolutionary approach toward achieving less reliance on driving alone, in order to enhance the choice, mobility and quality of life for all citizens.

Pittsville is conveniently located off of US 50. US Route 346 runs East and West through the Town.

FUNCTIONAL CLASSIFICATION

The foundation of a long-range street improvement program is a system of classification of the function or level of service the streets and highways are 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 Pittsville (See Map 4 - Proposed Transportation Plan). Functional classification categories as represented in Pittsville include: 1) an Arterial Highway, 2) Collectors - Minor, and 3) Local Streets.

Arterial Highway

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

Collector - Minor

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

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.

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.

Local Streets

The most extensive part of the street network in Pittsville 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.

RECOMMENDATIONS

1. Promote 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.
2. The Town should support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.
3. In Village Center, priority shall be given to building pedestrian friendly streets.
[This pedestrian orientation will create an town environment where people will want to get out of their cars and onto the sidewalks and bike routes. This, along with appropriate zoning and other Town efforts, will encourage development and redevelopment.]
4. The Town endorses the Level of Service standards established by the County.
5. The Town should accommodate the safe and efficient movement of goods and people, acknowledging the importance of both functions to the long-term economic vitality and livability.
6. 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.
7. New collector and local streets will be built by developers according to the developer's site plan to County specifications.
8. The Town should require that the lay out of new street connections in undeveloped areas assure connectivity to the overall Town street system.
9. All developments should have adequate access and circulation for public service vehicles but actual paved street sections should be as narrow as possible to maintain a human scale (see Illustration on page 27).

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10. The Town should work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions in order to achieve the reduction in drive alone rates.

Commercial Streets

New local access streets serving commercial land uses should (1) provide safe and convenient access; and (2) be designed in a way that preserves or contributes to the land use they are serving. They should also:

1. avoid difficult driveway approaches;
2. promote safe, convenient pedestrian and bicycle travel;
3. separate truck traffic from shoppers and employees where possible; and
4. control truck loading and unloading that occurs on-street during morning and evening peak traffic periods.

Residential Streets

New residential streets serving residential neighborhoods should be designed to ensure that the streets:

1. provide safe and convenient access for motorists, pedestrians, cyclists, and emergency vehicles;
2. maintain the integrity of the land uses and streetscapes they are serving;
3. provide access within new neighborhoods and to adjacent neighborhoods, shopping areas, and schools;
4. where possible, facilitate solar alignment for residences (*30 percent or more of heating needs can be provided by the sun facing the long side of the house to the south (plus or minus 30 degrees)*);
5. manage vehicular traffic volumes, and minimize speed, required local travel distances, and congestion; and
6. reduce the land area devoted to local roadways to the minimum required for safety and efficiency.

Local access street patterns will:

1. Facilitate and distribute local access through existing local streets and collectors.
2. Provide multiple streets to and from residential developments for purposes of safety.
3. Avoid creating disconnected "pods" of residential development.
4. Provide for the safety of vehicles and pedestrians at intersections by ensuring adequate sight distances and by using traffic control devices and geometric design features such as T intersections, marked crosswalks where sidewalks and road meet, traffic signals, stop signs, and other strategies where appropriate.
5. Require that streets connect with other streets whenever practical. In determining where it is practical to connect new streets with existing ones, the Town will determine whether the merits outweigh the demerits of the whole package, and whether the connection would be in the best interest of both the Town at large and the neighborhood.
6. Require the blocks be small enough (400 to 500 feet) to create easy travel options for motorized and non-motorized travel.
[Standard blocks in older residential neighborhood in the Town are 500 to 750 feet long and are considered both walkable and conducive to pedestrian scale building]
7. Discourage through traffic and speeding in residential neighborhoods.
8. Encourage some curving in street layout to present a green, woody, or scenic appearance.

Residential street design and development standards should be based on function and total number of dwelling units to be served, to:

1. Avoid difficult driveway approaches;
2. Provide the safest environment possible for children, bicyclists and pedestrians by establishing sidewalks, trees, and landscaping on both sides, and parking on at least one side of all streets, and crosswalks at access points to schools, parks and shopping areas;
3. Ensure that residential local access roadways are as narrow as practical, while still providing for adequate access by emergency vehicles, transit vehicles as appropriate, and service vehicles, in order to:
 - a. provide an appropriately intimate residential atmosphere;
 - b. reduce traffic speeds and volumes;
 - c. conserve energy, materials and land area;

- d. minimize stormwater runoff and site disturbance; and
- e. avoid unnecessary development costs and subsequent maintenance costs.

4. Provide safe vehicular access and turning movements to and from abutting lots;
5. Manage the speed and volume of traffic in residential neighborhoods using "traffic calming" methods that encourages speeds of 25 mph or less. These may include, but are not limited to:
 - a. narrow roadways;
 - b. curving alignments;
 - c. short blocks;
 - d. T-intersections;
 - e. full and partial closures;
 - f. diverters;
 - g. required turns;
 - h. chokers, curb extensions, and lane reducers;
 - i. islands and medians;
 - j. circles and roundabouts;
 - k. texture crosswalks; and
 - l. stop signs or traffic signals.

If part of a carefully thought-out, "planned" development, where continuing maintenance is provided for, alleys may be considered in new developments in order to:

1. allow alternative access to lots for service functions;
2. allow more options for locating a garage on a lots; and
3. allow for fewer curb cuts, more continuous sidewalks for pedestrians and more curbside parking along streets.

Transit

Wiconico Transit is Wiconico County's and the City of Salisbury's public transportation agency. Recent estimates indicate that it is serving an estimated 1,800 people monthly, primarily the transportation disadvantaged. Wiconico Transit is administered by the Superintendent of Transit under the guidance and direction of the Wiconico County Council and the citizen's Public Transportation Advisory Committee. Wiconico Transit provides demand responsive transit service to destinations within the Salisbury Metropolitan Area, including Regional Medical Center, Downtown Plaza, Government Office Building, Centre at Salisbury, Salisbury Mall, Wor-Wic Community College, social services, senior citizen centers and food services. Service is provided to the general public and paid for with tickets previously purchased. Costs are discounted for County certified elderly, disabled, students and children under 12. Routes include urban and rural routes, including service to the outlying communities of Allen/Eden.

Mardela Springs, Sharptown, Hebron, Pittsville, Willards, Walston, Powellville, Parsonsburg, Nanticoke, Bivalve, Whitehaven, and Quantico.

Bicycle Facilities

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. In addition, the Town should plan for bikeways along appropriate Town streets and pedestrian trails as opportunities present themselves.

Ridesharing

The Town should encourage business and industry 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.

New Streets - Standards

Town streets are currently maintained by Town. This is a situation that is likely to continue in the future. When new streets are proposed they should be designed to standards established in the Town Subdivision Regulations or County standards. These standards should be consistent.

Illustrated Draft Street Standards, Options and Issues

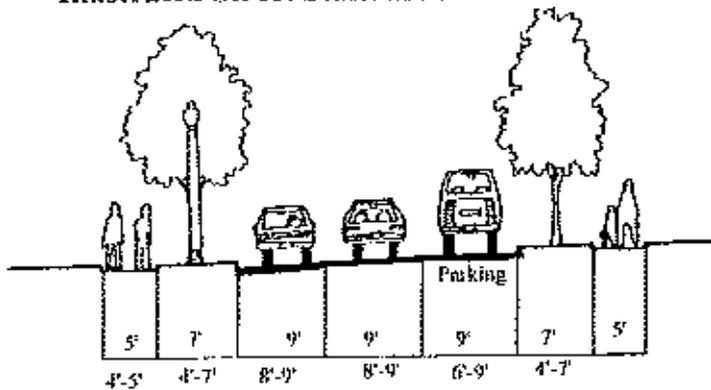
The attached draft street standards shown in Table 1 should be reviewed during development regulation preparation. The range of widths reflects a suggested range to be carefully considered. The policy direction from the Comprehensive Plan should guide the development of the final standards.

Table 1
Recommended Minimum Street Standards

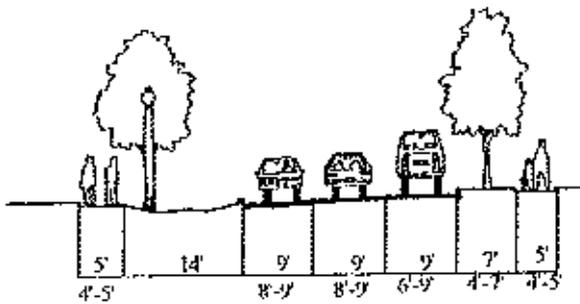
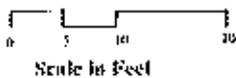
Type of Street	R-O-W Width*	Lane Width**	Parking Width	Sidewalk Width	Planting Strip Width
Collector- Minor	60' - 64'	10' - 12'	9' - 10'	5' - 7'	7' - 10'
Local Street	50' - 62'	9'-10'	7' - 9'	5'	7'

* R-O-W width will vary depending on design speed and parking configuration (i.e., no parking, one-side parking or two-side parking)

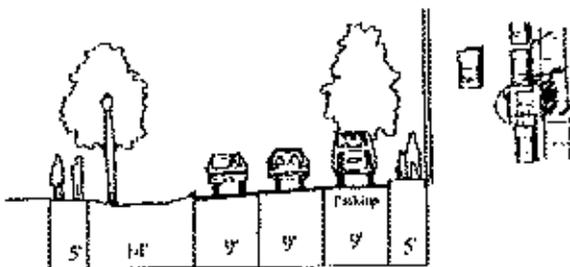
Illustrated Street Standards



Local Access Street



Local Access Street with Swale



Local Access Street with Access

Important Elements

Parking on one or both sides should be an option since this increases the separation between moving vehicles and pedestrians and provides needed parking space for the adjacent uses.

Street trees and parking strips are important to the creation of a street that people will be willing to walk on. This is especially important in areas where people are to be encouraged to walk to transit stops, to jobs, or to commercial services. In higher density areas, these streets are essential to the success and liveability of the area.

Issue: The broad swale for stormwater widens the street right-of-way and degrades the quality and function of the street for pedestrians. How do the people in this neighborhood get across the street? Underground, back of lot, or shared detention ponds are a preferable option for the "people function" of these neighborhood streets.

An option - landscaping and parking are combined. This creates a street edge, landscaping and parking in a configuration that keeps the street right-of-way narrow.

Chapter 4
Community Facilities Element

Goals

- ◆ Provide an appropriate array of community facilities and services required to maintain the health, safety and welfare of the residents of Pittsville.
- ◆ Provide adequate parks, recreation and open space and opportunities equitably distributed throughout the Town for existing and future Town residents.

Objectives

- Assure the continued expansion of public facilities and services commensurate with local financial capabilities and the capacity of each system.
- Assure the provision of community services and facilities to all living and working areas of the Town in a manner which is the least disruptive to the environmental qualities of the area.
- Encourage the efficient use of natural resources of the area such as water, waterways and scenic areas for the benefit of all Town residents.
- Certify that all existing, newly developed and annexed areas of the Town are afforded adequate public services necessary to promote public health, safety and welfare.
- Examine the pattern and direction of future growth and possible annexation and impacts on community facilities systems.
- Encourage use of public lands and buildings for a variety of public purposes

The adequacy and capacity of public services and facilities are important to the improvement of the quality of life for citizens of Pittsville. Services, schools, recreation, and other amenities are vital to a residential community.

One of the most complex problems facing the Town is the continuation of existing levels of service at reasonable costs in order that the public health, welfare and safety of existing residents be adequately protected. It is the purpose of this Element to evaluate the capacity of existing public facilities in order to determine if current needs are being met and if future growth can be properly served.

EXISTING CONDITIONS

Water

The water plant was recently updated and will need to be monitored as more uses are connected. The water appropriation and use permit allows a maximum of 134,000 gallons per day on a yearly basis to be withdrawn. However, the daily average in 1996 was approximately 90,000 gallons per day.

Sewer

The Town is not completely served by sewer service. If no heavy industrial applications are made in the Town, there should be adequate capacity to serve the rest of the Town. Discharge permits should be reviewed annually.

Fire and Police Protection

Volunteer fire and emergency medical services are centrally located in Town. The Town participates in a resident deputy program for additional dedicated hours to Town limits. Otherwise, the Town is served by the Wicomico County Sheriff's Department and the Maryland State Police.

Library Services

The Town is weekly served from the Wicomico County bookmobile. The Wicomico County Library is located on Division Street in Salisbury.

Refuse Collection

The Town hires a contractor to collect trash weekly. A transfer station for the County is located in Parsonsburg.

Recreation

Pittsville park in the center of Town is maintained by Wicomico County Department of Parks and Recreation. The land for the park is owned by the Pittsville Fire Department.

Health Services

There are no local doctors or dentists in Pittsville. Residents may utilize the Wicomico County Health Department of private facilities in Salisbury and Berlin.

RECOMMENDATIONS

Adequate public facilities are essential to the future growth and development of any town. In general, it is wise to require that public 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.

In order to protect the existing ground water (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. Central water and sewer cost of such required systems 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 hook-ups in annexation areas, will help avoid undue future financial hardships on existing Town residents.

Chapter 5

SENSITIVE AREAS ELEMENT

Goals

- ◆ Direct intensive activities away from natural area corridors.
- ◆ Respect the significant natural environment of the Pittsville area.
- ◆ Preserve and protect the important natural features of the Town including streams, wooded areas, wildlife habitats, and other sensitive natural areas.
- ◆ Preserve environmentally sensitive areas along the Town's waterways.
- ◆ Establish specific development policies for reviewing all development activities within natural corridors, and with respect to impact upon and protection of ground water.
- ◆ Preserve natural drainageways and to provide public access points for maintenance purposes.
- ◆ Encourage preservation and restoration of properties, structures and places in Pittsville which are historically and architecturally significant.

Objectives

- Assess future development proposals in light of the site's physical suitability to accommodate development while protecting natural resources, historic features and the quality of the Town's groundwater.
- Provide specific protection measures for the following areas: 1) Streams and stream buffers, 2) 100-year floodplain, 3) endangered species habitats, and steep slopes (*Note: These areas are already afforded adequate protection under the terms of the Town's Critical Area Program (and implementing provisions).*)
- Identify wetlands and floodplains in order to provide the special protection they may need.
- Preserve and protect fragile groundwater resources within the Town.
- Identify historic sites and maintain the integrity of these areas of the Town.

The Town of Pittsville values its rural character and clean environment with vast surrounding land areas in either large farm operations or undisturbed natural states. 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 well being of the Town and to 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 provide measures to protect and minimize disturbance and damage to these important natural areas.

Sensitive natural features and systems of particular interest to the Town include:

- Wetlands
- Woodlands and native vegetation
- Threatened and endangered wildlife habitats
- Surface and ground water systems
- Floodplains
- Open space
- Highly erodible and permeable soils

Many of these areas are shown on Map 5.

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. Storm water 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.

RECOMMENDATIONS

Tree Preservation and Forest Conservation

To preserve the Town's forested areas, developed woodlands, and street trees, the Town should develop an Urban Forestry Plan and explore the possibility of developing and implementing tree preservation requirements as part of the new Zoning Ordinance.

Maryland Forest Conservation Law requires that clearing of forest be regulated as of December 1992 to insure that certain forest conservation measures are implemented. 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.

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.

As development activity becomes more intense a large amount of land, forests and natural vegetation along streams is diminished. The cumulative loss of large amounts of open space and natural land has reduced the ability of remaining 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.

The Town recommends establishing minimum buffer requirements consistent with the buffer requirements established by the State of Maryland.

Wetlands and Floodplains

Wetlands and floodplains help maintain the ecological balance of life and contribute to the quality of our environment, both urban and rural. Among all natural features, alteration of wetlands and flood plains through public or private development may have the most immediate effect on the community: wetlands because they are essential to our fisheries, and therefore affect the economy; and floodplains because they are essential to effective stormwater management, and therefore, minimize flooding.

The floodplain areas in Pittsville are determined by the Flood Hazard Boundary Maps developed by the Federal Insurance Administration (FIA). A more detailed map, the Flood Insurance Rate Map, will be prepared by the FIA and the Maryland Department of Natural Resources, and will show flood elevations and outline risk zones for insurance purposes.

Upon receipt of the Rate Map, the town will be eligible to participate in the regular phase of the National Flood Insurance Program. Among other benefits, this program enables property owners to purchase flood insurance covering nearly any type of building and its contents. In order to participate in the program, the town must adopt and enforce flood plain management measures aimed at reducing future flood losses.

These measures would, in accordance with HUD standards, require that all new construction and substantial improvements to existing structures in flood-prone areas be elevated or flood-proofed to the level of the 100-year flood.

1. Upon receipt of the Rate Maps, the Town should prepare and adopt a flood plain management ordinance to protect the health and property of affected residents and enable them to purchase flood insurance.
2. The Town land development regulations and policies regarding flood plains should be consistent with applicable federal and state regulations.
3. As an alternative, the Town should be included under the County Floodplain Ordinance and enforcement program.

Steep Slopes

There are no steep slopes within the corporate limits of Pittsville. However, newly annexed areas may have steep slopes. If there are steep slopes on a property the Town will prohibit placement of structures, impervious surface or other disturbance on any slope with a grade of twenty-five (25) percent or greater. On slopes between fifteen (15) and twenty-five (25) percent, good engineering practices should be required to insure sediment and erosion control and slope stabilization before, during and after disturbance activities and to minimize cut and fill.

Endangered Species Habitat

According to information provided by Maryland Natural Heritage Program, Department of Natural Resources there are currently seven (7) animal and about 126 plant species listed as current and historical rare, threatened and endangered species in Wicomico County. The list of these species and a description of their habitat requirements can be obtained from the Maryland Department of Natural Resources Heritage and Biodiversity Conservation Programs (HBCP) through the County planning office.

The Maryland Nongame and Endangered Species Conservation Act (Natural Resources Article, 10-2A-01 through 06) provides definitions of threatened and endangered species. Maryland law and regulations do not currently provide a definition of habitat. As a basis for establishing protection measures for habitats of threatened and endangered species, habitat is defined in this Plan as "areas which, due to their physical or biological features, provide important elements for the maintenance, expansion and long-term survival of threatened and endangered species listed in COMAR 08.03.08. Such areas may include breeding, feeding, resting, migratory, or overwintering areas".

Current information on habitats of threatened endangered species is available through the Maryland Department of Natural Resources, Heritage and Biodiversity Conservation Programs (HBCP). The HBCP Sensitive Species Project Review Areas are shown on the Sensitive Areas Map included in this Plan.

When a project is within a Wildlife Habitat (Project Review Area) polygon, the developer is required to contact the Maryland Department of Natural Resources Heritage and Biodiversity Conservation Program (HBCP). HBCP will work with the developer to determine whether the project will adversely impact the habitat of a threatened or endangered species. HBCP will then work with the developer and the County to eliminate or minimize the impacts.

MINERAL RESOURCES

Although there is not mineral extraction within the Town limits, Wicomico County has made provisions for the safe extraction of mineral resources. Mineral extraction areas should be established where the County wants to protect economically important mineral resources for current and future use and to prevent incompatible development that may directly or indirectly preclude access to the mineral resources until such time that the resource can be removed. These areas should also be located so as to protect existing land uses adjacent to potential mineral lands from undue harm that may result from mineral extraction activity.

HISTORIC RESOURCES

History can be kept alive through education and preservation, both of which can take many forms and vary in intensity. Old homes can be restored such that they are comfortable homes of today or they could be refurbished as an office. Historic sites can honor the past while providing a place for leisure activities. An old church can still hold worship services similar to those held one hundred years ago. A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures

considered significant. The past is a building block for the future and, if a plan is to be comprehensive, it must incorporate that past as a key element of planning for the future.

Historic preservation is a program which involves the inventorying, researching, restoration, and ongoing protection of sites and structures having a significant local or national historic interest. Continued historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Pittsville with a number of benefits including:

- Promotion of a strong sense of community pride for Town residents;
- Community revitalization through the renovation or adaptive reuse of older structures;
- Increased property values and tax revenues as a result of renovation and restoration; and
- Increased revenues generated from tourism, particularly heritage tourism.

There are a number of structures and sites within the Town that are of historic, cultural, or architectural significance. These structures, given proper concern and recognition, have tremendous potential to serve as physical reminders of the history and heritage of our past.

In recent years, there has been considerable public concern that the vestiges of our heritage will be irretrievably lost. It has been found that an active historic and architectural preservation program could have beneficial social, economic and aesthetic impacts on the area. Therefore, rather than permit demolition, destruction, or abandonment of our rich heritage, an active historic preservation program is recommended. Such a program should permit the continued use of the identified sites and structures while simultaneously discouraging inappropriate exterior alterations. The development of a Historic Preservation Program for the Town should be the result of a cooperative effort between the public and private sectors of the community.

Inventory

An inventory of historic features in Pittsville will be conducted in 1998 by Paul Twart, an architectural historian. Historic properties in Pittsville include: the Victorian Store; the Lester Richardson House; and Dr. Feeny's House and Office.

RECOMMENDATIONS

The following programs and strategies are designed to facilitate achieving this Plan's goal of preserving and enhancing the Town's rich cultural and historic heritage.

Protection and Preservation Programs

A number of existing programs provide assistance in protection or preservation, offer tax benefits, provide professional historical/architectural consulting, and so forth. More detailed information on

programs including the National Historic Landmark, National Register of Historic Places, Conservation and Preservation Easements, and Historic Overlay Districts can be found from various historic preservation organizations such as the Maryland Historical Trust, a state agency within the Maryland Department of Housing and Community Development, and the local non-profit organization Preservation Trust of Wicomico, Inc..

National Register of Historic Places. In 1966, Congress established the National Register of Historic Places as the Federal Government's official list of properties, including districts, significant in American history and culture. In Maryland, the Register is administered by the Maryland Historical Trust. Some benefits resulting from a listing in the National Register include the following:

- National recognition of the value of historic properties individually and collectively to the Nation.
- Eligibility for Federal tax incentives and other preservation assistance.
- Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings.
- Consideration in the planning for federally and state assisted projects.
- Eligibility to apply for federal and state grants and low interest loans for historic preservation projects.

Listing does not interfere with a private property owner's right to alter, manage or dispose of property.

Maryland Historical Trust. The Maryland Historical Trust (MHT) surveys historic buildings, structures and archaeological sites to determine eligibility of being listed on the state register. As with being on the National Register of Historic Places, listing does not limit or regulate the property owner in what can or cannot be done with the property. In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Historical Trust Register.

Maryland Historic Preservation Easement. A state-held historic preservation easement monitored by the MHT is an excellent means of perpetually preserving a historical structure and property for future generations. Regulations state that easements may be assignable to other parties or run with the land. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gift and property tax benefits. In exchange, the owner gives the MHT the final word regarding proposed alterations. However, for properties whose fair market value is largely based on the value of development rights, this method of preservation may not be the most financially expedient for the property owner or for the MHT.

Local Historic Overlay Zone. A third, but separate, type of designation is the locally-zoned historic district which is an overlay on the existing zoning ordinance of a specified area. This district, legally allowed by Section 8.01 of Article 66B in the Annotated Code of Maryland is designed in order to

maintain the visual character of the community. It may allow an appointed Commission to monitor changes, alterations and demolition of buildings and structures of architectural or historic significance. The main purpose of such zoning is:

- to safeguard the heritage of the county or municipal corporation ... by preserving the Districts that reflect elements of its cultural, social, economic, political or architectural history;
- to stabilize or improve property values in such a District;
- to foster civic beauty;
- to strengthen the local economy;
- to promote the preservation and appreciation of the sites, structures, or districts for the education and welfare of the residents of the county or municipal corporation.

Adaptive Re-Use. The Town should adopt zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, museums, and studio space for artisans, when such uses minimize exterior structural alteration.

Support Owners. The Town should encourage, through the use of various incentives, the preservation of historic structures. Include tax incentives for major structural or exterior renovation or the donation of protective historic easements.

Local Historic Districts. The Town may, through the use of various incentives, encourage the establishment of local historic districts in the Town. Incentives may include tax incentives and recognition through the awarding of plaques.

Development Proposal Review. The Zoning Ordinance and Subdivision Regulations for the Town should require developers to identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.

Financial Programs

The Historic Preservation Loan Program. The Historic Preservation Loan Program provides loans to nonprofit organizations, local jurisdictions, business entities, and individuals to assist in the protection of historic property. Loans can be used to acquire, rehabilitate, or restore historic properties listed on the National Register of Historic Places.

Rehabilitation Tax Incentive Programs. Historic structure rehabilitation tax incentives are available at both the federal and state level. At the federal level, credit amounts to 20 percent of the cost of a certified rehabilitation. At the state level, 100 percent of the cost of a rehabilitation can be subtracted from state income tax.

Chapter 6 Housing Element

Goals

- ◆ Provide a variety of housing types within the Town's land use controls.
- ◆ Encourage the use of innovative programs to provide a suitable mix of housing types in affordable price ranges.
- ◆ Insure high standards of quality in new construction, but with sensitivity to housing affordability.
- ◆ Encourage, through both private and public actions, the renovation or removal of substandard housing.
- ◆ Encourage, through both private and public actions, an opportunity for families to live in adequate homes in price ranges that are affordable.

Objectives

- Encourage continued maintenance and upkeep of existing housing and stimulate the replacement of housing that becomes unfit for human habitation.
- Protect residential zones from incompatible activities and land uses to create comfortable and safe living environments.
- Provide a balanced housing stock with housing opportunities for all Town residents.
- Improve housing conditions for all the Town's residents, especially the disadvantaged population.
- Require site plan and planning review for all major developments to ensure a functional design, quality living environment, and compatibility with overall town character. Conditions, exactions and dedications may be required by the Planning Commission so that the development serves the public interests as fairly and fully as possible, consistent with the Comprehensive Plan.
- Ensure that multi-family residential development provides adequate community open space, landscaping and parking. Minimum parcel size for multi-family development should be of sufficient size to accommodate this use.
- Encourage cluster residential development forms in newly annexed areas.

The quality of Pittsville's neighborhoods is determined by the cumulative impact of the Town's housing supply and living environment. Since major community goals are to improve the quality of life and to promote the availability and affordability of decent, safe, and sanitary housing for all Town residents, housing ranks as an important local concern. Important factors to be considered in forming Town policy toward the public function of housing in the Comprehensive Plan are:

- Housing is a durable, physical product in a neighborhood setting.
- Housing is a major user of the Town's land.
- Housing is a generator of local public facilities and services.
- Housing is the object of local real estate taxes.
- Housing is a major influence on the Town's physical and social environment.
- Housing is an essential requirement for continued economic development.
- Housing construction is a major source of employment.
- Housing is a major investment or expenditure for individual families.
- Housing is a major investment for the private financial community.
- Housing is a major ingredient in family satisfaction or dissatisfaction and in a community's sense of well-being.

HOUSING PROGRAMS

As federal housing and other related programs have disappeared, cities and counties have sought to aid the would-be homeowner. Maryland has mounted an ambitious housing program in 1986 in response to federal cutbacks. Most of the state housing programs are administered by the State of Maryland's Community Development Administration which offers a variety of housing programs that fall under the general categories of home ownership, rental housing, special loans and housing subsidy programs. The current programs are briefly described below:

Home Ownership Programs

Maryland Mortgage Program (MMP) - The purpose of the MMP is to enable low- and moderate-income households to purchase homes by providing below-market interest rate mortgage financing through private lending institutions. The MMP, which targets first-time home buyers, is available to individuals and households with incomes at or below 85 percent of the State median income.

Maryland Home Financing Program - Home Purchase (MHFP- PIRL) - The purpose of MHFP is to provide low-interest rate mortgages for lower-income households. The MMFP, which targets first-time home buyers, is available to individuals and households with incomes at or below 55 percent of the State median income.

Maryland Home Financing Program - Reverse Equity (MHFP-REMP) - The purpose of the MHFP-REMP is to enable elderly families of limited income to access part of their accumulated equity in order to pay for housing and other personal expenses to continue to occupy the home. For eligible applicants and properties, the Community Development Administration (CDA) will establish a line of credit up to a program maximum of \$50,000 from which funds may be requested on a monthly basis.

No repayment of loans is required until the death of the last surviving borrower, after the borrower voluntarily moves out, or after the sale or transfer of the property.

Settlement Expenses Loan Program (SELP) - SELP provides financial assistance in the form of low interest loans to pay settlement expenses.

Rental Housing Programs

Multi-Family Bond Program (MBP) - This program is designed to increase the construction and rehabilitation of multi-family rental housing for families with limited incomes. Tax exempt bonds and notes provide below-market rate construction and permanent financing to profit and nonprofit developers. A certain percentage of units in the project must be made available to low-income persons and households.

Rental Housing Production Program (RHPP) - The purpose of the RHPP is to increase the supply of rental housing for low-income families by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Elderly Rental Housing Program (ERHP) - The purpose of the ERHP is to increase the supply of rental housing for low-income elderly households by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Nonprofit Rehabilitation Program (NRP) - The purpose of the NRP is to provide low-interest mortgage loans to nonprofit organizations and local governments to rehabilitate housing for low-income households.

Partnership Rental Housing Program (PRHP) - The PRHP is intended to expand the supply of affordable housing for poor families through State and local government partnerships. Eligible projects include new construction and acquisition or rehabilitation of rental housing.

Maryland Housing Rehabilitation Program - Multi-Family (MHHP-MF) - The purpose of the Multi-Family Program is to provide loans to assist owners in bringing their multi-family units up to applicable building codes and standards.

Multi-family Home and Energy Loan Program (MHELP-MF) - The purpose of the MHELP is to finance rehabilitation and energy conservation of existing multi-family properties using the proceeds of tax-exempt bonds.

Construction Loan Program (CLP) - The CLP provides low-interest, construction financing loans to nonprofit and local governments to acquire, rehabilitate, or construct certain types of housing and for bridge loans to profit motivated developers.

Transitional Housing and Emergency Shelter Program - The THESP provides grants to improve or create transitional housing and emergency shelters for the purpose of reducing homelessness in the State.

Special Loan Programs

Maryland Housing Rehabilitation Program - Single Family (MHRP SF) - The purpose of the program is to preserve and improve existing small residential properties by bringing the properties up to applicable codes and standards. In 1990 this program was merged with the Liveability Code Rehabilitation Program.

Accessory, Shared and Sheltered Housing Program (ACCESS) - The purpose of ACCESS is to expand low cost housing opportunities for low-income households and low-income elderly, handicapped or disabled persons by financing the creation of accessory, shared, and sheltered housing facilities.

Indoor Plumbing Program (IPP) - The purpose of the IPP is to provide indoor plumbing in residential properties. Loans are made to income eligible households in owner-occupied single family units.

Residential Lead Paint Abatement Program (RELAP) - Loans are provided through the RELAP to reduce instances of lead poisoning of children by financing the abatement of lead paint in residential buildings.

Group Home Financing Program (GHFP) - The purpose of this loan program is to assist individuals and nonprofit organizations to construct or acquire and modify existing housing to serve as group homes or temporary and emergency shelter for income-eligible persons and households with special housing needs.

Special Housing Opportunities Program (SHOP) - The purpose of the Special Housing Opportunities Program (SHOP) is to assist non-profit organizations and local development agencies construct and acquire and modify existing housing to provide shelter and service individuals with special housing needs.

Special Targeted Area Rehabilitation Program (STAR) - The purpose of the STAR program is to preserve and improve single family properties. STAR was designed to bring properties up to applicable building codes and standards or a minimum housing quality standard.

Housing Subsidy Programs

Rental Allowance Program (RAP) - This program provides grants to local governments to provide flat rent subsidies to low-income families who are homeless or have emergency housing needs. The purpose of the program is to help these families to move from temporary housing to permanent housing and self sufficiency.

Section 8 Existing Certificate/Voucher Program - A U.S. Department of Housing and Urban Development Program (HUD), Section 8 Existing is a rental assistance program which subsidizes the

rent of low income families through the use of federal grants. This program is administered through the Maryland CDA.

Low Income Housing Tax Credit Program

The Federal Low-Income Housing Tax Credit, created by the Tax Reform Act of 1986 and extended by the Revenue Reconciliation Act of 1989, is designed to encourage private sector investment in the construction and rehabilitation of housing for low- and moderate-income families. The law gives states annual tax credit allocation based on population. CDA is the agency which allocates the state's tax credits on a competitive basis.

Infrastructure Program

The purpose of this program is to provide an efficient and economical means of access to capital markets in order to finance infrastructure projects to local governments. This program is administered through the Maryland CDA.

RECOMMENDATIONS

There are alternatives available to local governments for the provision of affordable housing. The extent to which these alternatives are used, either singularly or in combination, depends on the particular needs of the community. Each approach to providing affordable housing has varying degrees of success.

Accessory Apartments

Accessory apartments may be permitted under certain conditions with adequate safeguards to protect the character of the existing residential neighborhoods. Both the homeowner and the community can benefit from the presence of accessory apartments, if they are carefully managed. The most obvious public benefit of accessory apartments is that they offer a source of inexpensive housing units in the community with virtually no conversion of land use to produce them. Accessory apartments are moderate-cost housing and can reduce the need for some new development.

The following guidelines should be used to address some of the concerns about the impacts that single family housing conversion to accessory apartments may have on the character of a neighborhood:

1. **Require Owner Occupancy**—require that the owner of the home continue to reside in one of the units to ensure that the appearance of the structure will be maintained.
2. **Restrict the Age of Homes to Be Converted**—These provisions will discourage builders from taking advantage of an accessory apartment provision as a backdoor route to two-family development and limit conversion to existing structures.
3. **Provide for Parking and Traffic** — These provisions will mandate that the existing parking pattern not be altered and that off street parking be provided.

4. **Guarding Against Visual Change in the Neighborhood**—These provisions will generally restrict the owner from making external alterations to the structure such as adding a second entrance on the front of the house.
5. **Specifying Minimum Apartment Sizes**—These provisions should limit the size of the accessory apartment as it relates to the main unit to ensure that the accessory unit is clearly secondary. Minimum size of apartments will be designated in the Housing Code ordinance.
6. **Providing Opportunities to Control the Scale of Change**—These provisions should allow conversions under a special exception rather than as a “by right” in any zone thereby allowing neighborhood residents a chance to respond.

Cluster Development

Cluster development is a method of grouping housing units together to reduce street and utility costs, while retaining the same density as regular housing types by providing “green” or “open” areas around the clustered dwellings. The cluster approach allows the economic benefits found in denser development, yet gives some of the aesthetic qualities of less densely populated areas.

Applying cluster development in a community preserves open space without requiring the expenditure of public funds to purchase the development rights from landowners. The shorter road network needed to serve the cluster development results in lower costs for roads, sewer, and water lines. Costs can also be lowered through reduced street and right-of-way standards.

To apply cluster development, the zoning ordinance and/or subdivision regulation should be revised to establish procedures for the review and approval of cluster development and set the selected planning standards and/or design guidelines to permit or encourage cluster development. The standards/guidelines should establish minimum performance measures for:

- the amount, location and usability of open space to be provided;
- the location of buildings to minimize visual impact to preserve rural character;
- buffering between residential properties and incompatible neighboring uses;
- the protection of trees, shorelines, and sensitive environmental features including, floodplains, steep slopes or wildlife habitat; and
- the location and design of roadways.

Enforcement of Building and Housing Codes

Building codes are designed to assure that new structures are of good quality, and housing codes are aimed at obtaining quality in existing housing. Both are worthwhile even though they necessitate the added burden of time and staff to enforce them.

Chapter 7

Implementation Recommendations

The Comprehensive Plan is intended to capture a vision of the future Town of Pittsville. As such, it provides a basis for a wide variety of public and private actions and development decisions which will be undertaken in the town over time. It is not a static document because a community is not static, but one which provides general guidelines to the local community in order that piecemeal improvements or day to day decisions can be properly evaluated against their long-range impact upon the community and their relationship to existing settlement patterns.

The Plan and, in particular, the Land Use element indicates the proposed general or conceptual development pattern of the town projected to the year 2015. However it is not a detailed blueprint. Local conditions, values, and philosophies change as a result of economic and political pressures and realities and regulatory changes at the county, state, and federal level and the Plan must subsequently be responsive to these changes. The Plan is not a document which encourages regimentation. It is, however, a guide which encourages patterns of development which permit orderly and economical growth of the community in a manner which can be more efficiently served with a variety of governmental services and facilities.

Sections which follow identify methods to implement plan proposals. Implementation involves the concerted actions of both town elected officials and certain appointed boards.

DEVELOPMENT FORM

The following discussion outlines the context in which the Town should review the zoning ordinance and other techniques that will be employed to implement the Plan. This context is particularly important in that the goals, objectives and recommendations of the Town's plan encompass areas beyond the corporate limits. The way in which the Pittsville area grows is important to the future of the Town and planning for the manner in which it will develop now is also important, jurisdictional issues notwithstanding.

Important concepts that should be kept in mind as the Town develops its zoning ordinance, subdivision regulations, street standards, and other related implementation techniques are discussed below. Quality considerations and creating pedestrian friendly streets should be a universal vision that bridge all development types. Traditional neighborhood development concepts are particularly relevant to vacant in-town parcels and areas immediately adjacent to the Town.

Transportation Concepts

Among other things, new development (and minimum development standards) should reflect an awareness of the importance of streets to the quality of life. Since building and especially maintaining roads is one of the most costly responsibilities of the government, it is important to fully use the transportation system that we have in place. In some areas, Town-owned and maintained unconnected

streets do not contribute to increased route options and the shorter trips for pedestrians, bike riders, or autos. New streets must be designed so as to provide for the logical extension the Town's existing grid pattern and reflect the areas functional hierarchy.

A road system with many two lane roads works more efficiently than one with a few four and six lane roads. The system with more, but smaller roads, provides more options for getting around for all travelers. The ability of pedestrians to cross lanes or vehicles to make left hand turns is also less complicated and takes less time on roads with fewer lanes. More road connections allow fewer miles to be traveled saving fuel and reducing pollution. It is in all of the citizen's best interest to add to the road system as needed to maintain straightforward connections for all travelers. This means that the street should be laid-out with consideration for extending the Town's grid system throughout the planning area, as appropriate.

Bike riders need to be encouraged with good bike routes, bike racks at destinations, and showers and lockers at work and school. To encourage people to walk, streets, homes and businesses need to be built in a way that makes streets inviting. The network of pedestrian trails and greenways, shown on the Plan specifically for the use of pedestrians and bicyclists, should be implemented. This way people will be able to travel safely throughout the town and adjoining areas without relying on the automobile. These trails should link the neighborhoods with key destinations such as schools, parks, commercial areas, and centers of employment. This will contribute to reducing our dependence on the automobile.

Traditional Development

In all cases, development can and should help create an exciting, attractive and vibrant community in the Pittsville area. New concepts — using the historic development forms of the Town, e.g. grid streets, alley, narrow lots, and shallow front yard setbacks — should be permitted, encouraged and, in some areas, preferred. Traditional neighborhood design exhibits characteristics that are compatible with the vision of a quality community discussed above. These characteristics are:

- Neighborhood size is limited to an area that can be physically articulated with clear edges and a focused center;
- Shops, workplaces, and residences for all income groups are in close proximity;
- Streets are sized and detailed to serve the equitable needs of the automobile and the pedestrian;
- Buildings are controlled in size and sited to define streets and squares;
- Squares and parks are distributed throughout as special places for social activity and recreation;
- Well-placed civic buildings are included to act as symbols of identity and provide place of purposeful assembly; and
- Physical conventions pursue social objectives, namely:
 - infrastructure is minimized, auto use and pollution decreased, and public transit made viable;
 - a full range of housing types and workplaces integrates age and economic classes;
 - public places provide citizens an opportunity to know each other and watch over their collective security;
 - activities are located in walking distance (10 minutes average) so that the elderly and youth gain independence of movement; and

- civic buildings provide for democratic initiatives and encourages the balanced evolution of society.

ZONING ORDINANCE AND ZONING MAP

Many of the recommendations for land use and sensitive areas protection are best implemented through the land development regulations of the Town. The primary methods to be used to give direction to the growth and development of Pittsville include zoning, subdivision regulations, annexation, codes, and a Capital Improvements Program.

Conventional zoning is the most commonly used device for guiding development at the local level in Maryland and many other parts of the country. It is usually employed to control the use of land and structures thereon, as well as to establish more detailed regulation concerning the area of the lot that may be developed (setbacks and separation of structures), the density of the development (minimum lot sizes, etc.) and the height and bulk of buildings and other structures. The general purpose of zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The Town of Pittsville should develop and adopt a simple zoning ordinance that reflects the types of land use and community character that the Town wants to achieve for each of the Planning Districts. This implies that there will be at least four zoning district classifications, i.e. two residential classifications that correspond to the PSF and PMF Districts. In addition, the Zoning Ordinance should include a mixed use district that corresponds to the Town Center District and permits commercial and business uses, a Highway-Oriented Commercial District, and an Industrial District.

The Town may want to consider requesting technical assistance from the County in administering their Zoning Ordinance. If this is the case, the Town's Zoning Ordinance should be consistent with the County Zoning Ordinance to the extent possible.

Areas annexed by the Town should be zoned as recommended in the Comprehensive Plan. Newly annexed areas may be developed at a higher density than that permitted outside the corporate limits in areas not served by public utilities. All residential areas within the corporate limits should be zoned low to medium density.

Other provisions that should be included in the Zoning Ordinance are discussed below.

Performance Standards

The Town of Pittsville should consider performance standards as a means to achieve sound, quantifiable planning standards. The term performance standard implies the existence of a firm standard that can quantitatively be determined. Instead of seeking to protect the environment to the maximum extent possible, it sets a standard for protection (floodplains 100 percent, woodlands 70 percent). There is no room to debate the achievement of a standard. If 32 percent of a woodland is to be disturbed, then the standard has not been met. It is clear that this type of planning means more work in developing the

ordinance. The standards have to be tested, and the equity issues over the impact of the standard have to be carefully weighed before the standards are adopted. Once in place, however, there is a much lower demand on staff, since each review is a question of checking to see if the plan conforms to measurable standards. Time consuming debates, position papers, and reports that characterize ad hoc reviews dependent on arm twisting can be eliminated. The major difficulty with adopting performance standards is that it requires solving problems up front rather than postponing them to a later date and not every potential issue can be anticipated and resolved with quantitative standards. However, a better effort to quantify standards than is presently in place is clearly possible.

Bufferyard Performance Standards

One of zoning's most important functions is the division of land uses into districts that have similar character and contain compatible uses. All uses permitted in any district have generally similar nuisance characteristics. In theory, the location of districts is supposed to provide protection, but in Pittsville this is not always the case because uses as diverse as single-family residential and commercial can occasionally be found adjacent to one another. Bufferyards will operate to minimize the negative impact of any redevelopment or future use of vacant land on neighboring uses.

The bufferyard is a combination of setback and a visual buffer or barrier and is a yard or area together with the planting required thereon. Both the amount of land and the type and amount of planting specified for each bufferyard requirement of this Plan are designed to minimize nuisances between adjacent zoning districts to ensure the desired character along public streets and roads. The planting units required of bufferyards can be calculated to ensure that they do, in fact, function as "buffers".

Bufferyards should be required to separate different zoning districts from each other in order to eliminate or minimize potential nuisances such as dirt, litter, noise, glare of lights, signs, and unsightly buildings or parking areas, or to provide spacing to reduce adverse impacts of noise, odor, or danger from fires or explosions.

Street Trees

A new awareness of the importance of streets to the quality of life in our growth centers is needed. We must plan for streets that are pleasant to walk along. Development can and should create an exciting, attractive and vibrant community. New concepts — using the successful communities of our past — should be permitted, encouraged and preferred. As part of this philosophy, street tree planting should be required and specimen trees should be saved where possible. The Town should require that street trees be planted or retained along both sides of all newly created streets. All plantings should be done in conformance with the Forest Conservation Ordinance. At a minimum developers should be required either plant or retain sufficient trees so that for every 35 feet of street frontage there is at least an average of one deciduous tree that has or will have when fully mature a trunk at least 12 inches in diameter.

Open Space

A minimum common open space (spaces designed and intended for the use and enjoyment of all residents of the development) should be set aside in residential developments and improved with such complimentary structures, improvements as are necessary and appropriate for the use, benefit and enjoyment of residents of the development. Common open space areas should be exclusive of tidal wetlands and road rights-of-ways/parking areas and only a limited amount of those areas designated as nontidal wetlands.

Common open space may serve recreational purposes, preserve significant site features, and preserve open space. The uses authorized should be appropriate to the purposes intended to be served. Open space designed to serve recreational purposes should be appropriate to the scale and character of the cluster development, considering its size, density, expected population, and the number and type of dwelling units proposed.

At least 15 percent of any site should be set aside as permanent open space. Where possible, this open space should encompass streams and stream buffers. Stream buffers that are part of the pedestrian trails and/or bikeway system shown in this Plan should be dedicated to public use. The Planning Commission may allow payment in-lieu of open space in whole or in part. Planned and cluster communities should be required to set aside at least 30 percent of the site in permanent open space. In addition, at least 20 percent of a development site should be landscaped with tree species native to Wicomico County. Stormwater management areas should not be considered as open space areas.

Neighborhood Parks

In order to implement the Open Space and Recreation objectives for the Town, all residential subdivisions should be required to provide recreation opportunities. The Town may require that all residential developments in the Town shall provide, at a minimum, (through dedication or reservation) recreational areas in the form of neighborhood parks at the rate of 0.005 acres per residential unit, with a minimum area of not be less than 5,000 square feet.

The Town Commissioners may permit payment of a fee in-lieu, dedication, reservation or a combination whenever these open space requirements cannot adequately meet the open space and recreation responsibilities of the development or if the development is less than 30 homes or within 1,500 feet from another park or playground. The fee in-lieu should be on a per-dwelling-unit basis as established by the Town. Fees collected should be deposited only in a designated account with funds expended only for planned park and recreation facilities.

The purpose of the neighborhood park is to provide adequate active recreational facilities to serve the residents of the immediately surrounding neighborhood within the development. The following are illustrative of the types of facilities that should be deemed to serve active recreational needs and count toward satisfaction of the neighborhood park requirements of this article: tennis courts, racquetball courts, swimming pools, sauna and exercise rooms, meeting or activity rooms within clubhouses, basketball courts, swings, slides, and play apparatus.

Each development should satisfy its neighborhood park requirement by installing the types of recreational facilities that are most likely to be suited to and used by the age bracket of persons likely to reside in that development. However, unless it appears that less than 5 percent of the residents of any development are likely to be children under 12, then at least 15 percent of the neighborhood park must be satisfied by the construction of "lot lots" (i.e. areas equipped with imaginative play apparatus oriented to younger children as well as seating accommodations for parents).

Neighborhood parks should be attractively landscaped and shall be provided with sufficient natural or man-made screening or buffer areas to minimize any negative impacts upon adjacent residences. Each neighborhood park should be centrally located and easily accessible so that it can be conveniently and safely reached and used by those persons in the surrounding neighborhood it is designed to serve. Each neighborhood park should be constructed on land that is relatively flat, dry, free of nontidal wetlands, and capable of serving the purposes intended.

As a concluding policy statement relative to the Town's proposed Open Space and Recreation System, it should be recognized that such a system can make a significant contribution toward improving the quality of life.

SENSITIVE AREAS PROTECTION

This section of the Plan recommends performance standards that implement three important goals of the Comprehensive Plan dealing with protection of natural resources management of stormwater quality and avoiding conflicts between adjacent land uses. These performance standards should apply to all new development in the town. Additional performance standards should be required for new development adjacent to publicly owned sensitive natural resource areas and private conservation areas.

Stream Buffers

Perennial Streams - Where possible, a 100 foot minimum setback from all perennial streams, as shown on U.S.G.S. 7.5 minute quadrangle maps or other appropriate sources, should be required for any disturbance except road crossing and recreational access to the stream. This stream buffer requirement may be decreased where conditions such as on lots of record the lot depth or other characteristic would create a hardship on the property owner. At a minimum a 25 foot vegetated stream buffer should be required.

Ephemeral Streams - A 25 foot minimum setback from all ephemeral streams as identified on the U.S.G.S. 7.5 minute quadrangle maps or other appropriate source is recommended for any disturbance except road crossing.

Sensitive Soil Setback - Where appropriate sensitive soils e.g., hydric soils, floodplains, steep slopes, highly erodible soils, and highly permeable soils, adjacent to the perennial stream should be incorporated into the setback.

Nontidal Wetlands - There should be at least a 25 foot setback from nontidal wetlands. No direct or indirect disturbance to nontidal wetlands should be permitted except as allowed by State and Federal nontidal wetland regulations.

Vegetated Buffer in Stream and Nontidal Wetland Setbacks - Vegetation in the perennial stream and nontidal wetlands setbacks should be preserved and maintained in a natural state, or if not present, created through planting of native species appropriate to the site.

Steep Slopes - There should be no structures, disturbance or impervious surfaces placed on slopes greater than 25 percent. On slopes between 15 and 25 percent good engineering practices should be used for sediment and erosion control during construction, and slopes should be stabilized as soon after disturbance as possible.

Habitats of Rare, Threatened and Endangered Species - Rare, threatened and endangered species and their habitats should be protected as prescribed by Maryland DNR, Natural Heritage Program. The Town should require that any proposed development in the area of rare, threatened and endangered species habitat be submitted to the Maryland DNR for review and recommendations. The Town should require that the recommendations of the DNR be addressed in the project design.

Forest Cover Protection - All land development should be required to limit clearing of natural vegetation and retain specimen trees to the extent possible, as determined by a forest stand delineation study and in accordance with the Forest Conservation Ordinance of the Town of Pittsville.

Floodplain Protection - All areas within a designated Floodplain should be subject to the Town of Pittsville Floodplain Ordinance as approved by F.E.M.A.

Stormwater Management

Creation of Impervious Surfaces - All land development should be encouraged to minimize impervious surfaces through good site design, use of pervious surfaces where use by people or vehicles is infrequent, and full utilization of height limits on structures.

SUBDIVISION REGULATIONS

Subdivision regulations control the process of converting raw land into building sites. They establish requirements and standards for public improvements -- including streets, drainage pipes, sewer outlets, and so forth -- which may be enforced by requiring the developers to post performance bonds. The Town of Pittsville should amend its subdivision regulations so as to implement the design concepts discussed in the Comprehensive Plan.

Again, the Town should consider requesting that the County provide technical assistance in the administration of the Subdivision Regulations. If so, the Town's Subdivision Regulations should be consistent with the County's to the extent possible.

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