

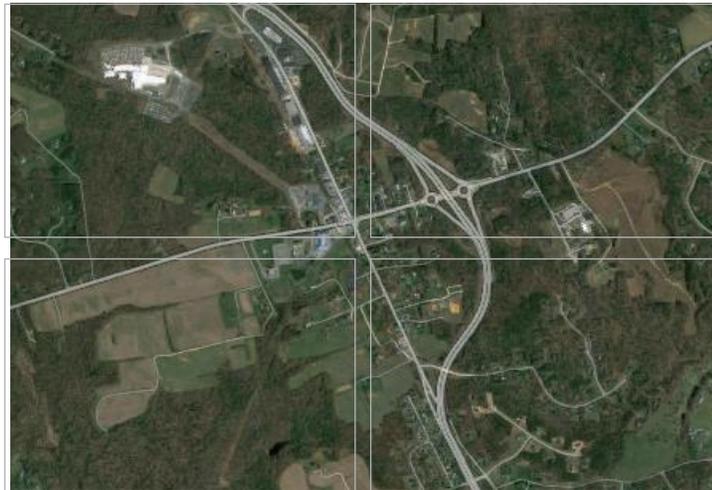
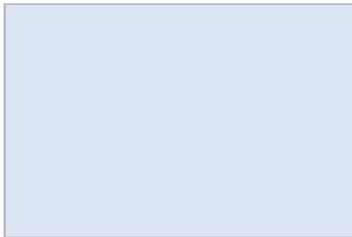
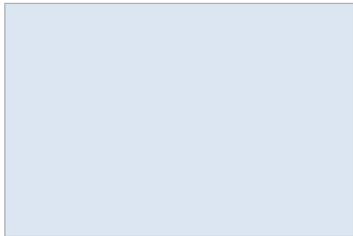


Hughesville Village Zoning Study: Issue Paper

October 6, 2015

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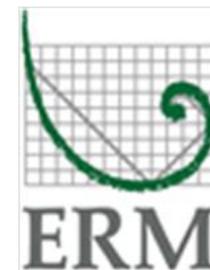
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Prepared For:



Department of Planning and Growth Management



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ISSUE PAPER
HUGHESVILLE VILLAGE ZONING STUDY

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A. INTRODUCTION

This Issue Paper is the first step in developing a proposal for new zoning districts and a revised zoning map for Hughesville, an unincorporated village center in Charles County. Hughesville is centered on the intersection of Old Leonardtown Road and MD Route 231, and has been a traditional center of rural, agricultural services. Currently, Hughesville contains a cluster of commercial services, residential neighborhoods and the headquarters of SMECO, the Southern Maryland Electric Cooperative. Hughesville's rural past is reflected by several large tobacco warehouses, now vacant or used for retail enterprises.

Zoning establishes the permitted uses of land as well as standards for the placement of buildings, parking, landscaping and other improvements. The Hughesville Village Revitalization Plan (the Hughesville Plan), completed by Charles County in 2007, envisioned the redevelopment of Old Leonardtown Road within Hughesville as a pedestrian-friendly "Main Street" lined with retail stores, services and restaurants. The current zoning for Hughesville presents hindrances to implementation of the Hughesville Plan policies, as explained in more detail in this paper.

This Issue Paper provides an initial outline of potential new zoning districts and revised zoning maps for Hughesville, based upon the recommendations of the Hughesville Plan. The material in this paper is intended as a basis for review and discussion with

interested community residents and businesses, prior to development of a detailed zoning proposal.

The Charles County Department of Planning and Growth Management welcomes comments on the proposed zoning for Hughesville. Comments should be sent by October 30, 2015, to the project manager, Amy Blessinger, at BlessingA@charlescountymd.gov

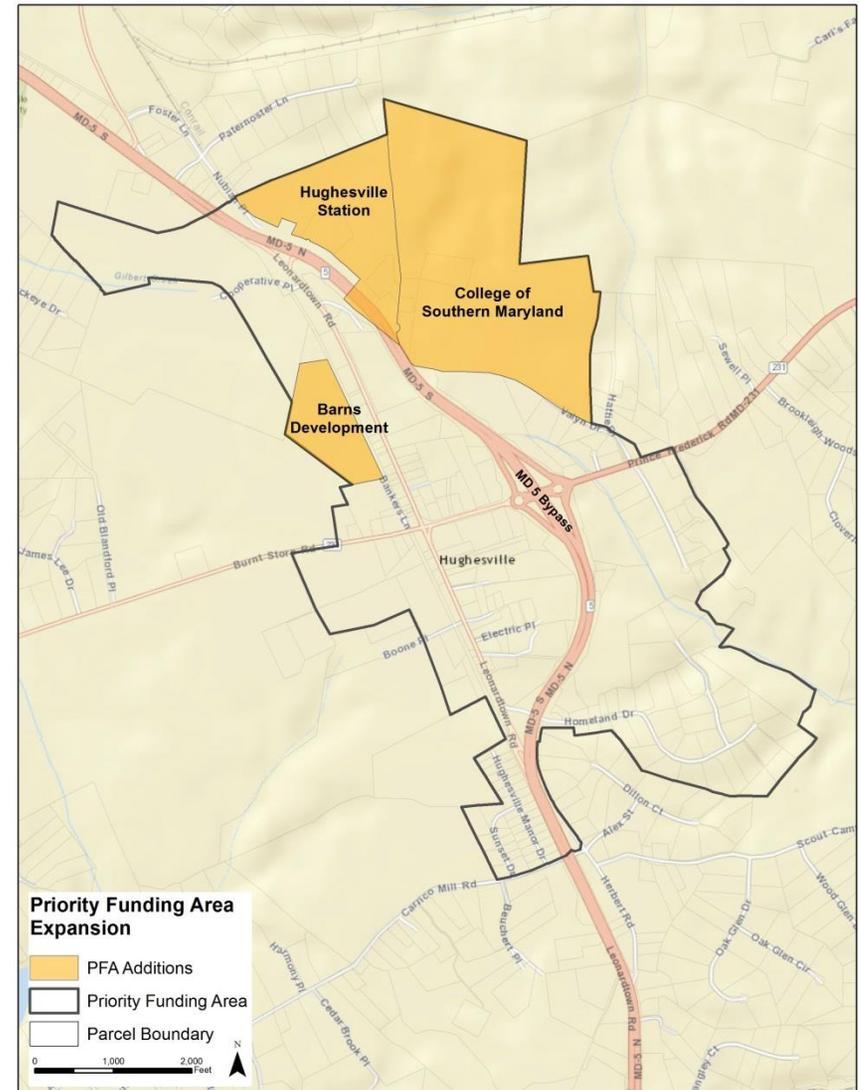
B. STUDY AREA

The Study Area for the Hughesville Village Zoning Study is the Priority Funding Area (PFA) designated by Charles County and approved by the Maryland Department of Planning. The Priority Funding Area designation is one factor needed to support planned public water and sewer. Although these public services are several years in the future, the new zoning needs to allow types of future development appropriate for a village with public water and sewer. Figure 1 shows the Priority Funding Area, including three areas added in 2013:

- College of Southern Maryland property northeast of the MD Route 5 Hughesville Bypass (the Bypass),
- Hughesville Station, a proposed office and employment park that has preliminary subdivision plan approval;
- Land behind the old Tobacco Warehouses on Old Leonardtown Road (labeled Barns Development on Figure 1).

PFA's are areas where the County and State encourage economic development and growth under the State's Smart Growth policies. PFA's are eligible for grants and other funding and assistance to achieve community development objectives provided a project is consistent with these state policies. In villages, consistency means that a project must serve to maintain the character of the community and not serve to increase the growth capacity of the area except for limited peripheral and in-fill development.

Figure 1. Hughesville Priority Funding Area, 2015



C. HUGHESVILLE VILLAGE REVITALIZATION PLAN

The Hughesville Plan, completed in 2007, must provide the basis for revisions to zoning districts and maps proposed for Hughesville. The Hughesville Plan focused primarily on the land along the Old Leonardtown Road corridor, and envisioned this area as a mixed-use, pedestrian-scaled Main Street with traditionally styled buildings lining Old Leonardtown Road.

Hughesville’s village designation is key to the land use recommendations. The Plan states that “Generally, villages should remain small in physical area and population size. A village should continue to provide limited, highly localized commercial services (such as a gas station or general store or similar level of intensity of development). A village may provide employment opportunities on a limited basis.”

The “Main Street” environment recommended in the plan was based in part on the earlier completion of the MD Route 5 Hughesville Bypass, which greatly reduced the volume of traffic on Old Leonardtown Road. With the volume of traffic reduced, the Plan proposed alteration of Old Leonardtown Road to be a two-lane road with on-street parking, sidewalks and street trees; a major redesign from the current four-lane road with no curbs, sidewalks or trees.

The “Village Development Concept,” Figure 20 in the Plan, shows new commercial buildings lining Old Leonardtown Road and new residences in the area between Old Leonardtown Road and the Bypass. This figure, as well as the “Future Land Use and Circulation Plan,” Map 11 in the Plan, show an interconnected

network of new streets providing access to land between Old Leonardtown Road and the Bypass, providing opportunity for new village development.

Figure 2 below reproduce the Future Land Use and Circulation Plan from the Hughesville Plan.

Properties east of the Bypass are shown with existing and future residences and industrial buildings that are consistent with their 2007 land use and zoning. The Plan does not provide detailed guidelines for the zoning of this area, but it does note the importance of MD Route 231 as a “Gateway” to Hughesville and recommends landscaping treatment suitable for a village gateway street.

The Hughesville Plan addresses varied topics, including public infrastructure, economic development, historic preservation, land use and design standards. The sections of the Hughesville Plan that most closely relate to potential zoning regulations are cited in the following section. These sections of the plan underpin the zoning concepts recommended in this Issue Paper.

Hughesville Village Revitalization Plan, Objectives, p. 60:

Objective 1 – Village Character

Maintain the boundary of the Village of Hughesville to be the same as the Priority Funding Area (PFA) boundary, and establish appropriate zoning to support continued enhancement of the main street area or village core character and village neighborhoods.

Objective 2 – Village Core Revitalization

Strive to maintain the village character while creating a revitalized main street area or village core with public and private improvements.

- Public and private investments will include street trees, sidewalks, and landscaped medians where appropriate, as well as public open spaces.
- Public infrastructure including water, sewer, road capacity and schools will be adequate and accessible.
- Public and private development and redevelopment will strengthen the character and economic base of the village.

Objective 3 – Village Core Design

Village core design standards will be used to maintain and enhance a small village character, similar to other local villages, while discouraging large scale development locating within the village.

- Design standards will encourage small-scale mixed use development and redevelopment.
- Design standards will encourage adequate parking to be predominantly located behind buildings where appropriate.
- Design standards will encourage buildings to be located along the main street within the village core wherever practical.
- Design standards will encourage architectural guidelines for new development and redevelopment that enhance the village character.

Objective 4 – Village Quality of Life

Enhance village quality of life through creating and enhancing public spaces, recreation facilities, and cultural amenities, while providing adequate levels of public safety.

Objective 5 – Village Residential Neighborhoods

Maintain and enhance village residential neighborhoods to sustain the village core.

Proposed Village Core Concept, *Hughesville Village Revitalization Plan*, p. 62:

... A mixed-use village core should include a variety of retail, civic and residential uses, as well as public open space. Future mixed-use development in the village core should consider combining ground-floor and upper-story offices or residential uses. Buildings have interesting facades and architectural styles appropriate to the region. The main street or village core area is a diverse and densely developed area with transitions to less dense and less diverse development patterns as you move outward from the core to the remaining areas within the village. The village core should be enhanced with linkages to village neighborhoods and other development. Sidewalks and consistent landscaping treatments create linkages between older and newer segments of the village.

Excerpts from General Village Design Principles, *Hughesville Village Revitalization Plan*, pp. 62-64:

Revitalization efforts should focus on permitting small scale, retail-oriented, commercial, office and employment areas that are pedestrian friendly. Public open space or

green space should be provided as an integrated component of the streetscape for people to gather. Primary streets are envisioned to have regular pedestrian activity, low traffic speeds, and building entrances, windows, and storefronts that open onto the sidewalks.

Key Concepts:

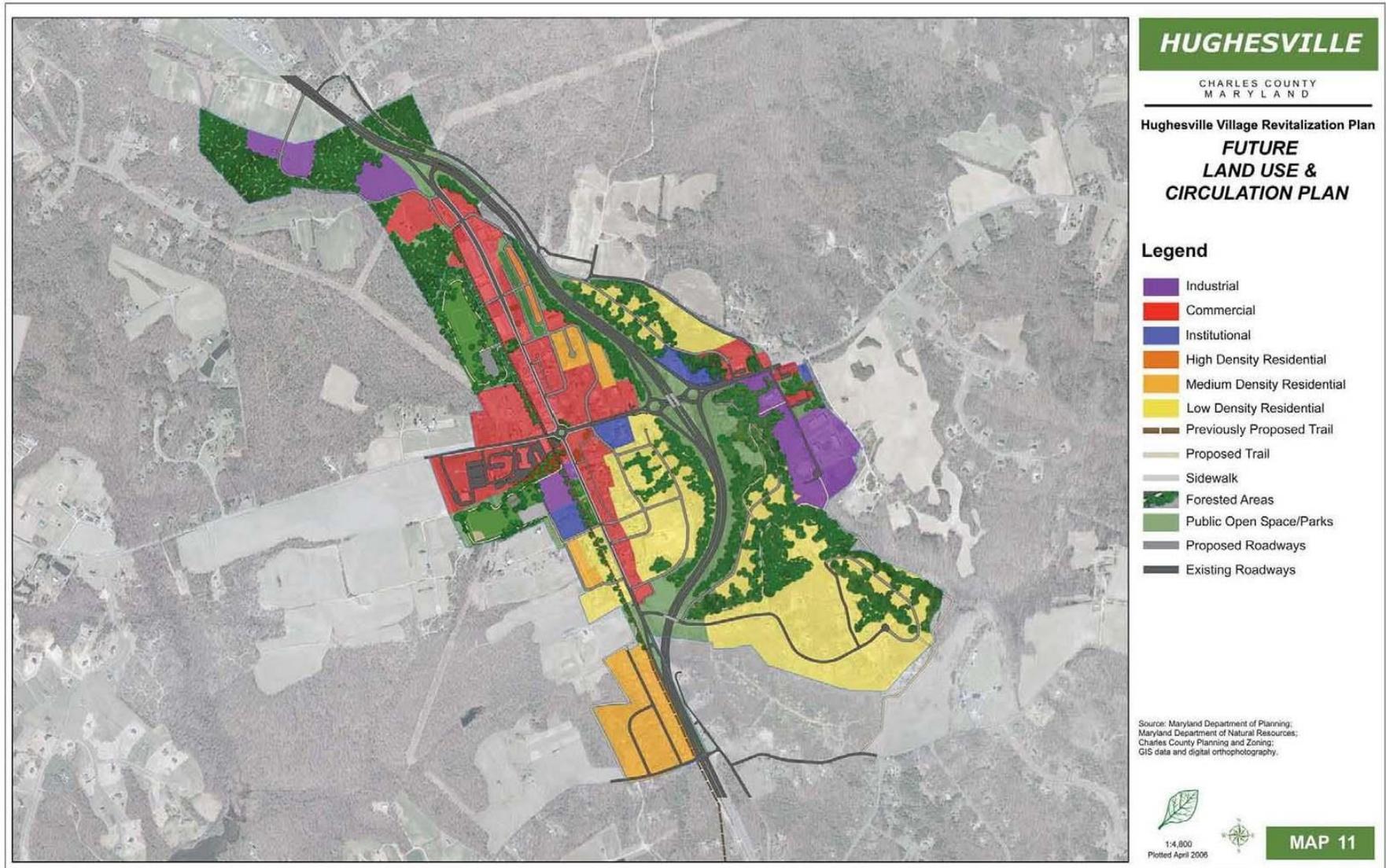
- Village Core Revitalization: Treat MD 5 and MD 231 where they intersect as the Village Core enhanced with pedestrian improvements, façade improvements, and infill development and redevelopment opportunities.
- Gateway: Gateways are used to mark the edges of a community while welcoming visitors and customers. Clearly marked edges of a community using gateway treatments create community identity. Create a sense of entry to the Village and Village Core using signs and landscaping as appropriate.
- Circulation: Design circulation patterns to minimize curb cuts, create alleys where appropriate, calm traffic along MD 5 and MD 231, provide sidewalks along primary and secondary streets, give pedestrians preference over vehicular traffic and discourage uses with drive- through services.
- Compatibility of Building Design and Placement: Promote architectural design for rehabilitation, infill, redevelopment and new development opportunities that consider the character and context of the Village with respect to architecture, design and zoning.
- Public Space: Provide public gathering spaces integrated with private development sites to include

small seating nooks, courtyards and village green-like space.

- Landscaping: Landscaping should be used to enhance the Village character.

The Hughesville Plan states that the village contains historic resources including bungalows and other early 20th century mail-order homes, tobacco warehouses, department stores and filling stations. Noting that local historic districts and preservation programs offer opportunities to preserve historic resources and enhance the character of the village, the plan recommends that the County further evaluate the benefits of establishing a Historic District that encompasses portions of the Village Core. (p. 57 and 84)

Figure 2. Future Land Use and Circulation Plan from Hughesville Plan



D. CURRENT ZONING AND LAND USE

Current zoning districts within the study area are shown on Figure 3 and include the following:

- CV – Village Commercial
- RV -- Village Residential
- IG – General Industrial
- PEP – Planned Employment Park
- AC – Agricultural Conservation (the non-colored areas on Figure 3)
- CC – Community Commercial

The CV zoning district contains retail, service, office and institutional uses along Old Leonardtown Road and MD 231. A motorcycle sales business and several automobile repair businesses create a cluster of automotive-related services in Hughesville. In addition, the CV zoned area includes single-family detached dwellings on large lots with deep setbacks from Old Leonardtown Road.

Three large tobacco warehouses, no longer used for their original purpose, are located on shallow lots in the CV zoned area, between Old Leonardtown Road and an unused railroad right-of-way. The railroad right-of-way is owned by St. Mary's County and could become part of a pedestrian network. A parcel west of the tobacco warehouses has been brought into the Priority Funding Area (the "Barns Development" area on Map 1). This land is currently zoned Agricultural Conservation and will be reviewed in this Study for a

zoning appropriate to its location within the village and the Priority Funding Area.

One of the tobacco warehouses has received a Maryland Community Legacy Grant for façade improvements. Uses that have been considered for this large structure include commercial businesses, an events venue, museum, and agricultural support businesses (farmers market, storage and distribution, processing).

The RV district accommodates several distinct residential neighborhoods. There are two subdivisions on the south end of Hughesville: the development along Homeland Drive has large lots and a rural character; Hughesville Manor, an older community with roughly ½-acre lots, has a more traditional grid street system. Other homes are located on RV land along Old Leonardtown Road and MD Route 231.

The IG District includes:

- Land holdings of the Southern Maryland Electric Cooperative (SMECO) at the intersection of Old Leonardtown Road and MD Route 231, used for corporate headquarters, operational center, truck parking and equipment storage, and electrical distribution.
- Hughesville Industrial Park, an industrial subdivision east of the Bypass that has a few developed parcels as well as undeveloped lots.
- A large parcel on the north end of the village, developed as a 5.5 megawatt solar power generation station, brought online by SMECO in 2012. (Immediately to the west of

this property, in the AC zoning district, is the SMECO Engineering and Operations Center, with a 165,000 square foot building completed in 2013. This facility is not within the Study Area.)

The PEP district is a floating zone approved by the Charles County Commissioners for Hughesville Station, a proposed (as yet undeveloped) office and industrial development northeast of the Bypass.

An undeveloped tract of land with CC zoning is located east of Hughesville. A portion of this commercially zoned tract is within the County's Planned Service Area for water and sewer, just west of the residential development on Homeland Drive and Snowy Ridge Place. The placement of this land within the Planned Service Area is due to topography; the land is separated from the remainder of the CC-zoned tract by the stream valley of Indian Branch. The location of the stream valley makes this area of land a suitable buffer from future commercial development for the stream and residential neighborhood.

As shown in Table 1 below, the CV and RV zoning districts generally permit the land uses envisioned by the Hughesville Plan:

- Village Commercial permits single-family detached dwellings as well as apartments over commercial uses. The district permits most types of retail and service businesses, including automotive repair and agricultural equipment repair.
- Village Residential permits single-family detached and duplex dwellings.

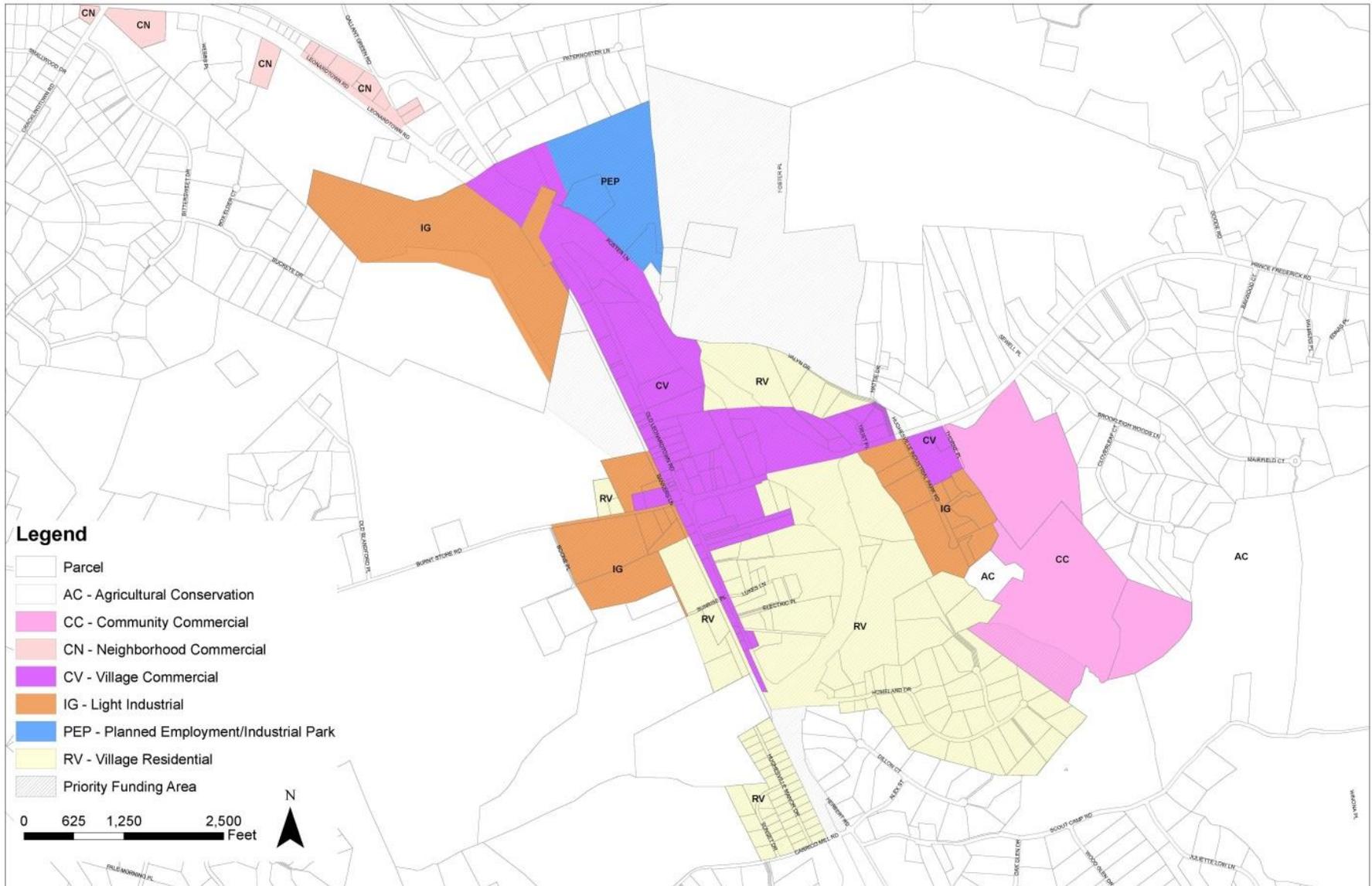
- Hughesville is home to facilities of the Southern Maryland Electric Cooperative (SMECO); these facilities are accommodated in the IG zoning districts, which permits electrical transmission facilities as well as the SMECO business offices.

Table 2 below summarizes lot size, setback, height and density requirements of the current Hughesville zoning. In the requirements for the CV zone in particular, there are numerous conflicts between the vision of the Hughesville Plan and the current zoning, which the proposed Hughesville zoning is intended to address.

- The required front setback in the CV zone (30 feet) prohibits structures from being placed close to the sidewalk.
- There is no "build-to" line or maximum front setback, and no required setback for parking.
- The combination of a building setback and no parking setback encourages automobile-oriented development with parking along the road frontage and buildings to the rear, behind the parking.
- The minimum one-acre lot size in the CV zone is based on lower density suburban-style development rather than on more intense, small-scale, pedestrian-oriented commercial lots.

The RV zone is consistent with the style of the existing residential neighborhoods of Hughesville. With future availability of public water and sewer, residential neighborhoods could have smaller lot sizes and reduced front setbacks to create village-style neighborhoods.

Figure 3. Current Zoning of Study Area



Tables 1 and 2 below summarize key provisions of the CV, RV, IG and PEP zoning districts.

Table 1. Selected Land Uses

The uses indicated with a check mark are permitted in the zoning district; SE means permitted subject to special exception approval; blank means not permitted.

Land Use	RV	CV	PEP	IG
Assembly and repair of agricultural equipment		✓	✓	✓
Farm and craft markets, flea markets		✓		
Single-family detached dwelling	✓	✓		
Dwelling with accessory apartment	✓			
Duplex	✓			
Commercial apartment (apartment over commercial)		✓		
Hotels, motels		✓		
Movie theaters		✓	✓	
Professional offices		✓	✓	✓
Personal services		✓	✓	
Banks		✓	✓	✓
Retail sales: floor space less than 15,000 square feet		✓	✓	
Retail sales: floor space more than 15,000 square feet			✓	
Restaurants: no drive-through service		✓	✓	✓
Restaurants: drive-through service		SE	SE	
Motor vehicle sales		✓	✓	
Motor vehicle repair		✓	✓	✓
Gas station		✓	✓	✓
Electric power transmission structures			SE	P
Manufacturing: all operations within a building		SE	✓	✓
Food products: bottling, confectionary, processing certain food products			✓	✓
Metalworking, sawmill				✓
Warehouses			✓	✓
Research facility			✓	✓

Table 2. Selected Zoning Requirements

Type of Requirement	RV	CV	PEP	IG
Density	1.8 dwellings per acre; or 3.0 dwellings per acre with public water and sewer	At least 20,000 square feet of lot area per dwelling unit	N/A	N/A
Minimum lot size	20,000 square feet	One acre	Varies	One acre
Setbacks (feet)	30 front, 10 side, 30 rear	30 front, 6 side, 10 rear	75 front, 40 side, 50 rear	50 front; 6 side; 10 rear
Building Height (feet)	36	36	40	36
Other	Maximum lot coverage 30%	Maximum floor area ratio 0.35	Floating zone; minimum 20 acre tract; requires Master Plan	Maximum floor area ratio 0.50

E. STREET DESIGN CONSIDERATIONS

The design of streets within Hughesville is key to the development of zoning for the traditional village core envisioned by the Hughesville Plan.

OLD LEONARDTOWN ROAD

Where streets are designed only to move automobiles, it is appropriate to design abutting properties to be accessed primarily by automobiles. On automobile-oriented, high speed roads with no curbs and sidewalks to separate pedestrians from vehicles, pedestrian travel is inconvenient at best, and can be dangerous. The current CV zoning, which places buildings back from the road and encourages parking between the building and the road, is an example of zoning developed for such streets. However, streets do not need to be designed for automobiles only. They can also serve pedestrian and bicycle traffic.

The Hughesville Plan envisions a redesign of Old Leonardtown Road so that the right-of-way would be usable by pedestrians as well as automobiles. The new design would have two travel lanes rather than the current four lanes; on-street parking would be allowed; sidewalks and street trees would be provided.

The pedestrian-oriented village form desired for Hughesville's core area will be feasible if Old Leonardtown Road is reconstructed to provide for safe and convenient pedestrian travel. The street would serve both vehicles and pedestrians.

The State Highway Administration has initiated a design study for streetscape improvements to Old Leonardtown Road that would implement the streetscape recommendations of the Hughesville

Plan. The timeline for this project would be to select a preferred concept in early 2016; implementation would depend upon SHA funding.

MD ROUTE 231

MD Route 231 within the study area is a two-lane highway with shoulders, widening to four lanes near the round-about and ramps at the interchange with the Bypass.

The Hughesville Plan is not specific as to the recommended form of development along MD 231, except to note that its intersection with Old Leonardtown Road is the core of Hughesville and should be developed as a village center.

Pedestrian travel is not provided for along MD 231 and, unlike Old Leonardtown Road, there are no plans to add sidewalks along this road. The County has had authority since 2010 to require sidewalk construction through the site plan process for commercial or industrial development¹, but continuous sidewalks along MD 231 within the study area would require public investment.

Given the lack of plans for sidewalks along MD 231, those properties fronting on MD 231 need to be allowed to develop in response to automobile-oriented travel.

¹ Section 297.301.E (2) of the Zoning Ordinance provides that, "For commercial, industrial or mixed use developments in other zones, sidewalks and street trees shall be installed along the side of public or private roads abutting the development unless the Zoning Officer determines that these improvements are not desirable for pedestrian safety and convenience, and are inconsistent with County plans for the area. A landscape strip shall be provided between the sidewalks and the roads, for pedestrian comfort and security."

ROADS INTERNAL TO HUGHESVILLE

The Future Land Use and Circulation Plan (Figure 2 above) shows new streets providing access to the land between the Old Leonardtown Road frontage and the Bypass. While the exact street locations are only illustrative, the concept shown is important. A grid of streets would provide access to land to enable development for village-scale uses easily accessible by pedestrians. These uses could be either residential or commercial.

The conceptual street layout of the Village Concept map should be included in the proposed zoning regulations to provide a guide for proposed subdivisions of this land. New streets would be needed to facilitate development of the large, deep lots that currently have access only to Old Leonardtown Road.

The County's Road Ordinance has road design standards that can be applied only in designated "urban areas." Although Hughesville is a rural village, the Ordinance's road standards for "urban local roads" and "alleys" provide for a reduced right-of-way as compared to the suburban road standards used in other parts of the County, and would be appropriate for new roads in Hughesville. (See Appendix 2 for Urban Road Standards).

HIGHWAY OVERLAY ZONE

The County's Highway Corridor Overlay Zone applies to all land within 500 feet of MD Route 5, which includes much of the land within the study area in Hughesville. The Highway Corridor Overlay Zone limits clearing and grading, and requires a vegetative buffer along MD 5 (the Hughesville Bypass). It also places architectural standards on buildings along Route 5.

The requirements of the Highway Corridor Overlay zone will not conflict with the zoning needed to implement the Hughesville Plan. The minimum width of the vegetative buffer is 30 to 50 feet for the RV and CV Districts and 75 feet for the PEP and IG zoning districts. The proposed zoning regulations for Hughesville will recommend a buffer standard to be added to the Highway Corridor Overlay that would establish the width of the buffer along the Bypass for the proposed Hughesville zoning districts. The buffer standard currently used for the RV and CV Districts would be appropriate.

F. ARCHITECTURAL DESIGN

Sections of the Hughesville Plan cited above state that architectural design will be important to realize the vision for the mixed use village center. The Plan gives no specific recommendations for desired architectural style, but provides the following general statements:

- Village Core Design, p. 30: Design standards will encourage architectural guidelines for new development and redevelopment that enhance the village character.
- Village Core Concept, p. 62: Buildings have interesting facades and architectural styles appropriate to the region.
- Village Design Principles, Compatibility of Building Design and Placement, p. 63: Promote architectural design for rehabilitation, infill, redevelopment and new development opportunities that consider the character and context of the Village with respect to architecture, design and zoning.

2. Late 19th/Early 20th century vernacular Victorian dwellings
- Generally two stories in height and located along MD 231
and Old Leonardtown Road beyond the commercial area
above.



The following additional photographs of Hughesville buildings show a sampling of the variety present in commercial and public buildings.

The historic commercial building styles present in Hughesville do not necessarily represent the “preferred” building style illustrated in the Hughesville Plan (Figure 4).

This Issue Paper recommends that the architectural standards for Hughesville be simple and flexible, generally requiring design in the direction of the preferred building styles from the Hughesville Plan. The standards would focus on the architecture of commercial and mixed use buildings and would require orientation

towards the public street, pedestrian- scaled features and storefront design for retail uses. Blank building facades unrelieved by windows or architectural features would not be permitted in locations visible from a public road. Two story buildings are preferred, but would not be required.

The Hughesville Plan identified 24 structures listed on the Maryland Inventory of Historic Places. None have been designated as Historic Landmarks through the County’s Historic Preservation Ordinance, which would provide review of exterior alterations by the County’s Historic Preservation Commission. The proposed zoning will seek to provide appropriate re-use provisions for historic buildings, to encourage their preservation.





G. PROPOSED ZONING FOR HUGHESVILLE

This Issue Paper outlines proposed zoning for Hughesville based on the Hughesville Plan and the characteristics of the study area. After opportunity for community review and comments on this report, proposed zoning regulations and maps will be developed.

Numerous jurisdictions have found the concept of “Form-Based Zoning” useful for implementing plans that envision a traditional Main Street environment. Form-based zoning establishes detailed standards to achieve a desired physical character of development. It emphasizes the form of buildings, and the relationship of buildings to the street and to other buildings, versus traditional zoning which focuses more on land uses. Form-based regulations are more flexible than traditional zoning regulations in the allowed uses of land, but require adherence to more prescriptive requirements for site layout (the placement of buildings, parking and other improvements) and the scale and design of the improvements. More detail on this type of zoning is provided in Appendix 1.

Form-based regulations extend beyond the limits of the property being developed into the public realm of the street right-of-way. For Hughesville, the regulations proposed in this Issue Paper would address the form of new streets that may be built in Hughesville through the subdivision process. It is not expected that new development or redevelopment by private landowners will have a major effect on improvements within the right-of-way of Old Leonardtown Road or MD Route 231.

The remainder of this report provides summary descriptions of potential new zoning for Hughesville, accompanied by maps showing the possible zoning boundaries, and options for discussion.

The zoning for Hughesville will be structured as a single Hughesville Village Center zoning district with sub-areas. Four sub-areas are proposed (see Figure 5):

- Village Core: commercial, mixed use and single-family residential; pedestrian-oriented; buildings close to sidewalks along public roads; parking to side or rear of buildings
- Village Gateway: commercial, mixed-use and single-family residential; landscaped front yards; parking to side or rear of buildings
- Residential: single-family detached and duplex residential; 20,000 square foot minimum lot size
- Employment: offices and light industrial uses; utility-related uses; specify screening and landscaping along roads.

1. HUGHESVILLE VILLAGE CORE AND VILLAGE GATEWAY

The proposed Hughesville Village Core and Village Gateway sub-districts are key to the mixed use village envisioned by the Hughesville Plan.

These areas would apply to much of the land with frontage on Old Leonardtown Road and MD 231. A mix of land uses similar to the uses permitted in the CV Zone would be permitted. Both commercial uses and single-family detached residences would be allowed, as well as upper floor apartments over commercial uses.

The Hughesville Plan recommends allowing two small areas of multifamily (attached and apartment) housing. However, at the first zoning study public meeting the consensus among attendees was that multifamily housing was not part of the community's vision for the center of Hughesville. Therefore such housing is not included in the initial recommendations in this Issue Paper.

The character of the village center will not emerge quickly; rather, it will develop over years as properties develop or redevelop and public water and sewer become available for new uses. The actual mix of uses that are retained or developed in Hughesville will depend upon market and landowner decisions. Development at the intensities envisioned by the Hughesville Plan will not be possible until public water and sewer service is available.

The area currently contains both businesses and homes. Some existing uses, especially the residences, have deep front yards along Old Leonardtown Road and MD 231. New homes and businesses constructed in this district would be located close to the road, with parking to the side or rear. Existing buildings that do not meet these new requirements would be allowed to continue, expand and change their use. The standards for the district will encourage maintenance and re-use of historic buildings.

Flexibility in parking standards is recommended for the proposed zoning: on-street parking will count towards the minimum required parking; shared parking lots and off-site parking could also be used to fulfil required parking; required parking for commercial uses will be reduced. Shared parking and smaller parking areas provide more land area for buildings, landscaping and amenities that create an attractive environment in which customers park at a shared facility and walk to multiple destinations.

The Village Core and Village Gateway areas are distinguished by their road frontage and location (see Figure 5):

Village Core areas would include properties along Old Leonardtown Road closest to MD 231 as well as existing and future side roads. New buildings would be placed close to the road right-of-way, with pedestrian-friendly storefront design and amenities. Businesses would be limited in floor area to maintain small scale uses.

Village Gateway areas would include properties along MD Route 231 and the northern-most portions of Old Leonardtown Road. Two primary differences are proposed from the Village Core area: a larger floor area permitted for individual businesses, and larger, but still limited, front setbacks. The front setback would be used for landscaped frontages to provide an attractive entry to the village. Parking would not be prominently visible from the road and would be to the side or rear of the buildings.

As noted above in the discussion of roads, MD Route 231 is not planned to have sidewalks, and development along it would not need to be oriented towards pedestrians. Site design flexibility would allow an attractive, landscaped road frontage and pedestrian access from the off-street parking.

In locations within the Gateway sub-district where sidewalks are planned along the public road, site design would include pedestrian access from the public right-of-way to the building.

The Gateway sub-district, being on the Village edges and including the historic tobacco warehouses, could allow limited agricultural product processing and distribution as an adjunct to farm markets.

2. HUGHESVILLE RESIDENTIAL

The areas shown for low and medium density residential on the Future Land Use Plan of the Hughesville Plan (Figure 2) would be in the Residential sub-district, as well as the eastern Old Leonardtown Road frontage south of MD 231 (see Figure 5); although the road frontage is shown as commercial in the Plan, it has a residential character and some historic residential buildings. The Plan does not state the recommended density or lot size meant for the “low density residential,” areas shown on the figure, but the Hughesville Manor on the south end of Hughesville, which has half acre lots, is shown as medium density.

In order to maintain consistency with the Hughesville Plan, a minimum lot size of 20,000 square feet is suggested in this Issue Paper. Health Department standards will require larger lots if development occurs using private wells and septic systems prior to availability of public services.

3. HUGHESVILLE EMPLOYMENT

Hughesville contains land holdings used for various functions by the Southern Maryland Electric Cooperative (SMECO). Another large land user will soon be coming to Hughesville, with the construction of a new campus of the College of Southern Maryland. Construction on the first building will begin soon and students are expected to be on the campus in Fall, 2016. Two other employment areas are within the Hughesville Priority

Funding Area: Hughesville Station on the north end of town, currently zoned PEP; and Hughesville Industrial Park, an IG-zoned subdivision on the east side of MD 231.

The preliminary recommendations for the zoning treatment of these areas are as follows:

- The SMECO land in the core of Hughesville, at the southwest quadrant of MD 231 and Old Leonardtown Road, is used for offices as well as utility fleet parking and storage. This land is recommended for an “Employment” sub-district of the Hughesville Village Center zoning district. All uses related to a utility would be permitted, as well as other light industrial uses, but the treatment of the road frontage and screening of storage uses would be tailored to its location within the village.
- The large SMECO-owned property on the north end of Hughesville (improved with solar generation facilities, offices and other utility-related uses) is also recommended for the Employment sub-district. The site has unimproved land along MD Route 5 just before the intersection of Old Leonardtown Road, which if developed would form part of the “Gateway” to Hughesville. The proposed Employment sub-district will permit use by SMECO while ensuring that the landscaping treatment of the property along the roads is suitable for the Village Center.
- Hughesville Industrial Park, similarly, is on the outskirts of Hughesville and contains light industrial uses. Its inclusion in the Employment Sub-district of the Village Center district, while continuing to allow light industrial uses, would allow tailored treatment of the Hughesville

Industrial Park Road frontage to reflect its village location. Properties on the MD 231 frontage of Hughesville Industrial Park could be placed in the Village Gateway sub-area; one of these frontage lots is already zoned CV and is the site of the post office.

- The College of Southern Maryland and the Hughesville Station property should remain in their current zoning districts (AC and PEP). These sites have County-approved plans, were not studied in the Hughesville Plan and do not have frontage on MD 231 or Old Leonardtown Road.

4. PROPOSED ZONING BOUNDARIES

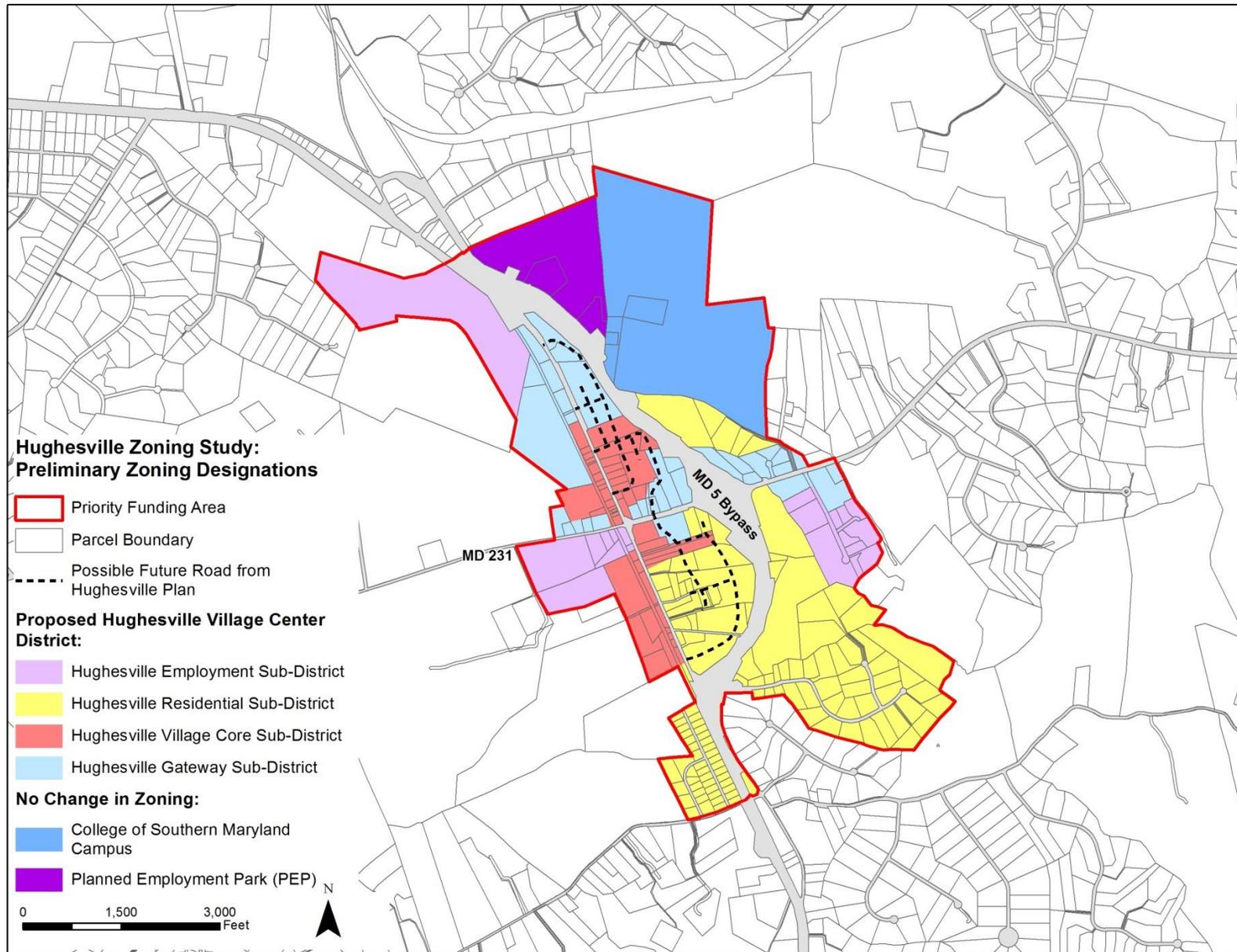
Figure 5 shows the division of Hughesville into the four sub districts that would be part of the Hughesville Village Center zoning district: Village Core, Village Gateway, Employment and

Residential. The proposed zoning for Hughesville will be guided by the discussion and input received in response to this Issue Paper.

The division into zoning areas shown on Figure 5 would result in the following acreages:

- Hughesville Village Core 69 acres
- Hughesville Village Gateway 98 acres
- Hughesville Village Residential 244 Acres
- Hughesville Employment District 124 Acres

Figure 5. Preliminary Proposed Land Use and Zoning District Boundaries



5. PROPOSED ZONING STANDARDS

The following tables provide additional detail on the proposed zoning sub-districts.

Table 3. Proposed Hughesville Village Core and Village Gateway Sub-Districts

	Hughesville Village Center District: Preliminary Recommendations
Permitted Uses	<p>Permit broad range of retail and service uses.</p> <p>Permit upper floor apartments over commercial uses</p> <p>Permit single-family detached dwellings; there are numerous existing dwellings within this area.</p> <p>Permitted uses would be very similar to the current CV zone.</p>
Building standards	<p>Building height 1-3 stories</p> <p>Brief architectural standards consistent with the “preferred building forms” in the Hughesville Plan; architectural standards would be in the Zoning Regulations rather than a separate document:</p> <ul style="list-style-type: none"> ○ Traditional exterior materials such as brick and wood siding,(or quality composite materials providing the appearance of wood) ○ Minimum proportion of window area; storefront windows on the ground floor for retail uses ○ Vertically-proportioned windows on upper stories ○ Entry doors include features such as recessed entry, sidelights and transoms ○ Cornice line below roof ○ Divide façades greater than 40 feet in length into bays using architectural features ○ Encourage re-use of historic structures
Site standards for Village Core Sub-District	<ul style="list-style-type: none"> ○ Front “build-to” line: new mixed use or commercial building can be no more than 10 feet from the public street right-of-way; new dwellings no more than 20 feet from public street right-of-way. ○ All parking to side or rear of building; allow parking requirement to be satisfied through shared, off-site and on-street parking; require 50 percent of the minimum parking spaces required by the Zoning Regulations. ○ Buildings to be designed so that the building façade occupies all of the front yard width except area needed for driveway, if a smaller building is desired, orient the building so that the building’s wider façade faces the street ○ Pedestrian oriented storefront design; minimum percentage window area, entrances with design features. ○ Any setback area is to be used for pedestrian amenities: sidewalk, awnings, seating areas, store displays, formal landscaped yards or planters ○ Square footage limit for individual establishment: 10,000 square feet ○ Wide buildings must be divided by architectural features into “bays” with a maximum width of 40 feet.
Site standards for Village Gateway	<ul style="list-style-type: none"> ○ Front “build-to” line: new buildings no more than 30 feet from the public street right-of-way. ○ All parking to side or rear of building; allow parking requirement to be satisfied through shared, off-site and on-

Sub-District	<p>street parking</p> <ul style="list-style-type: none"> ○ Front setback must be used for landscaped yard; encouraged to provide pocket parks or plazas; provide standards for landscaping along the road frontage ○ If abutting public road is planned to have sidewalks, require site design to provide pedestrian orientation toward the street. ○ Square foot limit for individual establishment: 40,000 square feet
Standards for new subdivisions	<p>Establish a traditional, pedestrian-oriented design:</p> <ul style="list-style-type: none"> ○ Sidewalks and street trees along all streets ○ Rectilinear lot patterns ○ Use road standards similar to the “Urban Local Road” and “Alley” standards of the Road Ordinance (see Appendix 2) ○ Grid street pattern; new subdivisions must contribute to an interconnected street pattern. ○ Refer to the Future Land Use and Circulation Plan of the Hughesville Plan (Figure 2) for illustrative concepts of locations and patterns for new roads (include this drawing in the zoning regulations). Zoning will require land reservation for new roads during the development process. ○ Consistent setbacks from new streets
Standards for specific land uses	<p>Automotive sales or display: must be within a completely enclosed building</p> <p>Automotive or equipment repair shops:</p> <ul style="list-style-type: none"> ○ Repairs take place within a building ○ Service bay doors open to the side or rear of the building, not on the side facing a public street ○ Storage to the rear of the building and fenced – wood, brick, or composite fence <p>Agricultural product processing and distribution in Village Gateway Sub-District:</p> <ul style="list-style-type: none"> ○ In conjunction with a farmers market ○ Limited scale; local products ○ Within a completely enclosed building ○ No noise or odors detectible outside the building

Table 4. Proposed Hughesville Village Employment District

Hughesville Village Employment District: Preliminary Recommendations	
Permitted Uses	Offices, utilities, research and development, light industrial. All uses conducted within buildings; omit some of the more intense industrial uses permitted by IG (sawmills, breweries)
Key Requirements	○ Provide requirements for the treatment of the property frontage along the primary village streets: quality of

	<ul style="list-style-type: none"> building materials and architectural finish ○ No wire or chain link fences visible from public street ○ Landscaping and fencing standards for screening of parking, storage and equipment from streets
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Table 5. Proposed Hughesville Residential District

Hughesville Residential District: Preliminary Recommendations	
Permitted Uses	Single-family detached and duplex dwellings; accessory apartments; certain institutional and civic uses, either by right or by special exception. These are the same uses permitted by the current RV zoning.
Standards for new subdivisions	<p>Minimum lot size of 20,000 square feet</p> <p>Establish a traditional, pedestrian-oriented design:</p> <ul style="list-style-type: none"> ○ Sidewalks along all streets ○ Consistent setbacks from new streets ○ Use road standards similar to the “Urban Local Road” and “Alley” standards of the Road Ordinance ○ Grid street pattern; new subdivisions must contribute to an interconnected street pattern. ○ Refer to the Future Land Use and Circulation Plan of the Hughesville Plan (Figure 2) for illustrative concepts of locations and patterns for new roads (include this drawing in the zoning regulations). Zoning will require land reservation for new roads during the development process.
Other standards	Retain the 30 % maximum lot coverage by structures of the RV zone
Architectural standards	New homes would continue to be subject to the County’s Architectural and Site Design Standards and Guidelines

6. ILLUSTRATIONS OF STANDARDS FOR VILLAGE CORE AND VILLAGE GATEWAY SUB-DISTRICTS

The illustrations below, Figures 6 and 7, illustrate possible building setbacks and height in relation to the public right-of-way for the Hughesville Village Core and Village Gateway sub-areas. They do not show a one-story building, which would also be permitted.

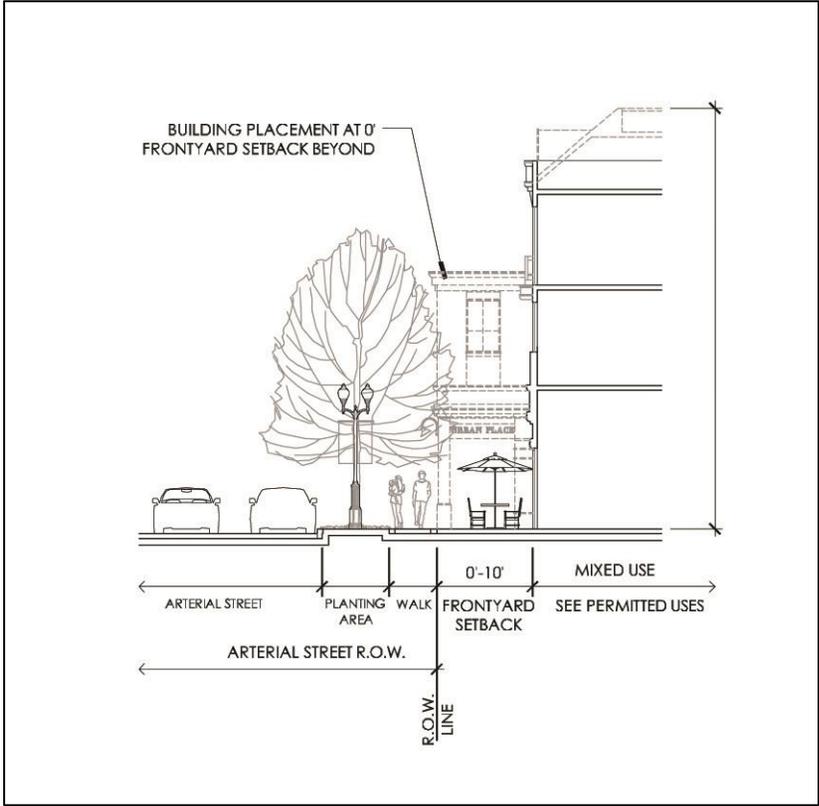


Figure 6. Illustration of possible standards for Village Core

This figure shows a 0-foot and 10-foot setback (the range of allowed setbacks in this preliminary report), and illustrates the scale of a 2-story and 3-story building.

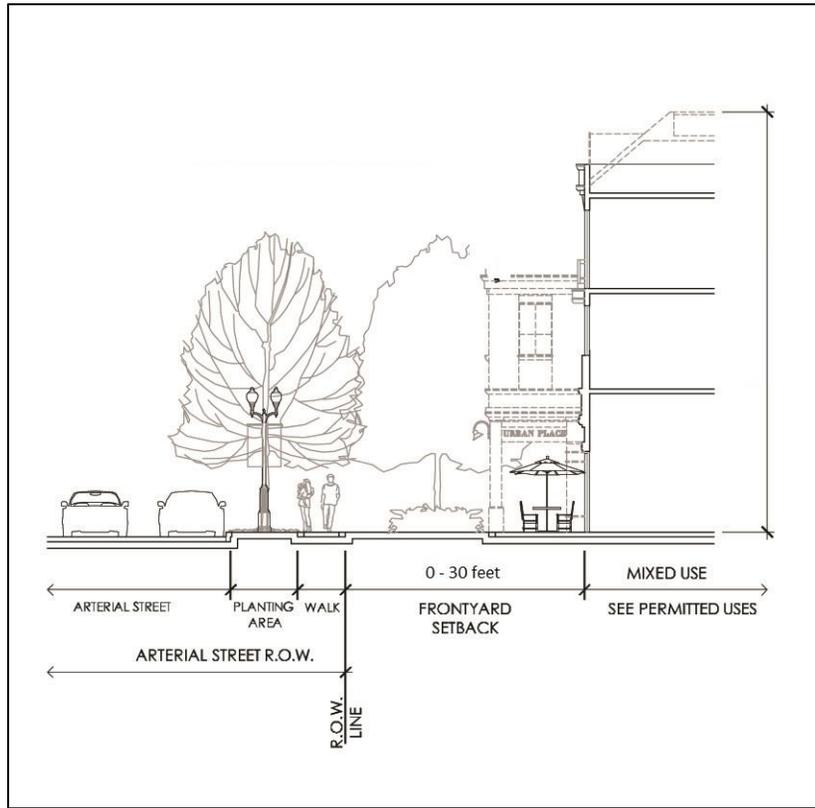


Figure 7. Illustration of possible standards for Village Gateway

Figure 7 illustrates some of the standards outlined in this paper for the Village Gateway Sub district. Buildings could have a front setback ranging from 0 to 30 feet from the public right-of-way and a height between one and three stories. (The street right-of-way improvements shown in this drawing are not necessarily the improvements being considered for Old Leonardtown Road through the SHA streetscape design project.)

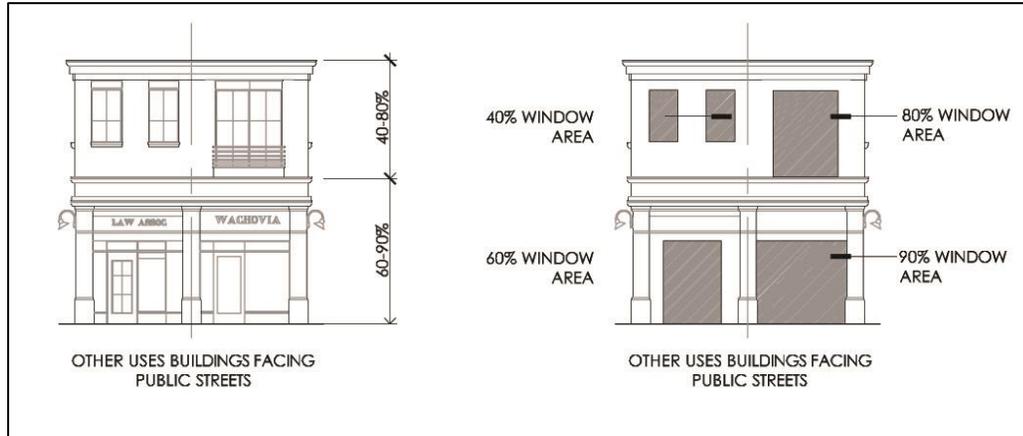
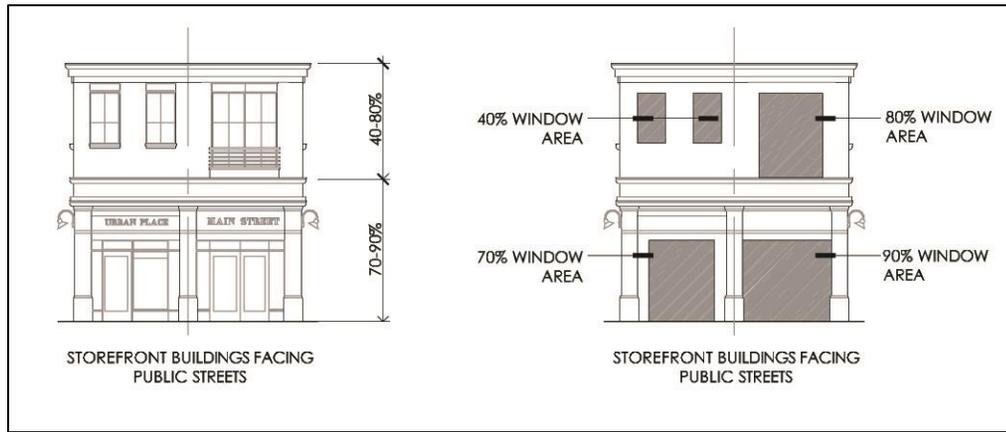


Figure 8. Sample window area standards

Figure 8 illustrates window standards from a form-based code used in Bel Air, Maryland, for a downtown mixed use district. Similar window standards will be considered for Hughesville.

APPENDIX 1: FORM BASED ZONING

Form-Based Codes Defined

From the Form Based Codes Institute: <http://formbasedcodes.org/definition>

A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a mere guideline, adopted into city, town, or county law. A form-based code offers a powerful alternative to conventional zoning regulation.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types.

This approach contrasts with conventional zoning's focus on the micromanagement and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., FAR, dwellings per acre, setbacks, parking ratios, traffic LOS), to the neglect of an integrated built form. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. They are drafted to implement a community plan. They try to achieve a community vision based on time-tested forms of urbanism. Ultimately, a form-based code is a tool; the quality of development outcomes depends on the quality and objectives of the community plan that a code implements.

APPENDIX 2: EXCERPT FROM CHARLES COUNTY ROAD ORDINANCE

TABLE 2.01.02 - SUMMARY OF DESIGN CRITERIA - DESIGNATED URBAN AREAS

This table shall be applied only in designated “Urban Areas.” Designations are determined by the Charles County Department of Planning & Growth Management.

Urban Roadway Classification	Road Type	Direction of Traffic	Parking Requirements ⁽⁵⁾	Travel Lanes ⁽⁴⁾	ROW/ Esmt. Width (ft.) ⁽⁴⁾	Pavement Width (ft.) ⁽⁶⁾	Travel Lane Width (ft.) ⁽²⁾⁽⁷⁾	Pedestrian Travel Way and Landscaping ⁽¹⁾⁽⁸⁾	Design Speed (mph)	Minimum Centerline Radius (ft.)	Maximum Grade (%)	Minimum Pavement Type	Detail No(s).
Urban Major Collector	Road, Drive	Two-way	No on-street Parking	3 (Includes 12' Center Turn Lane)	68	36	36	6' Landscaping + 8' Sidewalk (Both Sides)	35	300	8.0	P-4	R/2.14.1
Urban Minor Collector	Road, Circle, Drive	Two-way	1 - 8' Lane (One Side)	2	60/4	32	24	6' Landscaping + 8' Sidewalk (Both Sides)	30	275	10.0	P-4	R/2.15.1
			2 - 8' Lanes (Both Sides)		60/12	40	24						
Urban Local Road	Court, Street, Lane, Way, Avenue	One-way ⁽³⁾	1 - 8' Lane (One Side)	1	35	19	11	6' Landscaping + 6' Sidewalk (One Side)	25	125	10.0	P-3	R/2.16.1
		Two-way	1 - 8' Lane (One Side)	2	50/8	30	22	6' Landscaping + 6' Sidewalk (Both Sides)					
			2 - 8' Lanes (Both Sides)	2	50/16	38	22						
Alley	Residential	Two-way	8' Lane where Provided	2	20	16	16	-	20	50	10.0	Table 2.07	R/2.51
	Commercial				24	20	20						

(1) Pedestrian Travel Way may be increased to accommodate outdoor dining, commercial use, and/or heavy pedestrian use.

(2) If bike lane(s) are required, refer to “AASHTO Guide for the Development of Bicycle Facilities” for design criteria. Additional right-of-way would be required for each direction. (3) One-way roads may be used when they are planned and designated as part of a large roadway network (4) Bus stop/bus pull-off area may be required as directed by the County. (5) Required parking area is measured from face of curb (i.e. includes width of gutter pan). Parking requirement determined by Planning Division.

(6) Pavement width is measured from face of curb to face of curb (i.e. includes width of gutter pan for each direction).

(7) Gutter pan is not normally intended to be part of the travel lane. For dimensioning purposes, travel lane width includes width of gutter pan in each direction. (8) Landscaping – refer to Table 2.09 of Road Ordinance

(9) For one-way urban local roads, the ADT range would be 0-400 vehicles per day. For all other roads, refer to Article VII, Section 72 of the Subdivision Regulations.