

Land Use, Zoning and Business Revitalization

Existing Land Use

The Edgewater/Mayo Small Area contains 7,785 acres. Most of the developed land area consists of single family residential homes. Major commercial concentrations are located along MD 2 and Mayo Road in Edgewater, Maryland 214 and Loch Haven Road in the Mayo area and at various commercial marinas, especially in the Turkey Point area. There is very little industrial land use in the planning area. Vacant and agricultural land account for about 2,730 acres, or 35% of the total land area of Edgewater/Mayo. Existing land use is summarized in Table 2 below and is shown on Map 7.

**Table 2. Existing Land Use for the Edgewater/Mayo Small Planning Area
(based on 1995 coverage)**

Land Use Category	Acreage	Percentage of Total
Residential	3160 acres	41.0%
Commercial (Retail & Office)	250 acres	3.3%
Industrial	48 acres	<1%
Open Space and Natural Areas	864 acres	11.0%
Recreation/Parks	123 acres	1.6%
Transportation/Utility & Government/Institutional	610 acres	7.9%
Vacant and Agricultural	2730 acres	35.0%
Total	7785 acres	100.0%

Residential Land Use

The predominant land use in Edgewater/Mayo is residential. There are approximately 3,160 acres devoted to residential use. The largest user of residential land is single family housing. This land use category accounts for approximately 41% of all of the land in the planning area, or about 3,130 acres.

The development of the neighborhoods are oriented around the South River and Rhode River and their tributaries. Small, cottage type communities are tucked between waterways, recreation areas and preserved open space areas. New construction and renovations have changed the look of many communities.

The neighborhoods in this area are comprised of old and new with varying housing types and a diverse economic population. The area is well served with schools and recreation areas. The atmosphere of the Edgewater/Mayo area could be classified as rural in nature with assets like the Chesapeake Bay, Historic Londontown, and park areas such as Beverly Triton Beach, Mayo Beach Park and South River Park which promote wildlife and provide open space.

Map 7

Small areas of medium density homes comprised of townhomes are located in the South River Colony subdivision between MD 2 and Stepneys Lane, and along Mayo Road. This growth area focuses new residential housing near existing commercial development where existing and planned public facilities will have the least impact on the environment and surrounding communities and encourage walking and traveling shorter distances for community and commercial services.

Commercial and Industrial Land Use

Retail and office uses together account for 3.3% of all land in Edgewater/Mayo, comprising a total of about 250 acres. Industrial land uses comprise less than 1% of all land uses.

The amount of commercial and industrial floor area by category is shown in Table 3. Retail trade accounts for 56% of all commercial and industrial floor area. Most retail trade is in the form of shopping centers. There are three shopping centers in the Edgewater/Mayo Planning Area.

Commercial development is concentrated along the MD 2 corridor between the South River Bridge and Central Avenue (MD 214). This commercial corridor provides a variety of retail and office uses serving the Edgewater/Mayo area, as well as surrounding neighborhoods. Other small community centers provide convenience shopping and are important elements in maintaining the “small town” atmosphere.

Table 3. Commercial and Industrial Floor Area and Employment¹

Category	Number of Businesses	Square Feet	% Share	Approximate Employment
Agriculture, Forestry, Fishing	5	17538	1.79	86
Mining	3	5286	0.54	4
Construction	4	7796	0.8	16
Manufacturing	2	6703	0.69	16
Transportation, Communication, Electric, Gas, and Sanitary Services	22	103403	10.58	176
Wholesale Trade	2	5404	0.55	5
Retail Trade	102	545368	55.8	1523
Finance, Insurance, Real Estate	21	26805	2.74	72
Services	85	259070	26.51	582
Public Administration	0	0	0	0
Total	1026	977373	100	2480

Recreation, Open Space and Other Land Uses

Recreation uses, such as community parks, account for 1.6% or 123 acres. Open Space and Natural areas, which include floodplains and some natural park areas such as Beverly Triton Beach Park and South River Farms Park, comprise 11% or 864 acres of the land in the planning area. The

¹Source: Anne Arundel County Office of Planning and Zoning Inventory of Business Establishments, 1995 with new square footage added through 1997 extracted from permit data.

largest park in the area is Beverly Triton Beach Park located on Triton Beach Road.

Utility (roads, water and sewer facilities) and government uses (schools, libraries, etc.) take up 7.9% of all land, comprising 610 acres. Vacant and Agricultural land accounts for about 35% of the land area in Edgewater/Mayo, comprising 2730 acres.

A major attraction to the Edgewater/Mayo area is water. The Chesapeake Bay and wide rivers suitable for boating have brought a mix of young and old to settle in the older water-oriented communities. Because of this natural resource, communities are focused on preserving the charm of their neighborhoods, keeping them safe and working towards improving their environment.

1997 GDP Land Use

The County's current General Development Plan (GDP), as adopted in 1997, maps out a land use plan for the entire County that reflects desired future growth patterns over the next 10 to 20 years. The GDP Land Use Map is depicted in Map 8 for the Edgewater/Mayo Small Area. In general, the current GDP land use plan for the Edgewater/Mayo area consists of the following elements:

- C **Low Density Residential** land use covering all of the residential communities and vacant land on the Mayo peninsula, north and south of MD 214,

- C **Low-Medium Density Residential** land use covering the residential communities in the core of Edgewater, including Edgewater Beach, Southdown Shores, South River Park, South River Landing, Woodland Beach, Londontown, portions of South River Colony, and the Pike Ridge Road area.

- C **Medium Density Residential** land use between MD 2 and Mayo Road in Edgewater,

- C **Commercial** centers along the MD 2 corridor, Mayo Road corridor, in small centers scattered along MD 214, and in the Market at South River Colony,

- C **Rural Agricultural** land use between Pike Ridge Road and Riva Road, and in the western portion of South River Colony, and

- C **Natural Features** land use covering Beverly Triton Beach Park, Camp Letts, South River Farms Park, the stream valleys and floodplains of Beards Creek, Glebe Creek, and other tributaries, and local parks.

Map 8

The GDP also adopted a new land use category called **Mixed Use** and specified general areas where this type of land use will be encouraged in the County. The concept of mixed use development allows residential, commercial, employment, open space, recreation, and community uses to be combined in close proximity to one another. The concept generally promotes not only a mix of uses but also a mix of development densities, with higher densities used to concentrate development into more compact areas, thereby reducing the amount of land consumed by development. Other benefits of this type of development include shorter travel distances between home, work and shopping, thus reducing commuter times and auto emissions; better pedestrian access; and creation of a stronger sense of place and of community. Examples of existing mixed use communities in the County include downtown Annapolis, Ferndale, Shady Side, and Crofton. Design criteria which are strongly encouraged in mixed use areas are compatibility with surrounding neighborhoods, quality design, improved pedestrian circulation, public open space, plazas, parks or recreation areas, and improved access to public transportation.

The GDP outlined four different types of mixed use areas with varying levels of use and intensity. The four mixed use types are Employment Mixed Use, Transit Mixed Use, Commercial Mixed Use, and Community Mixed Use. The GDP identified one general area within the Edgewater/Mayo Planning Area where mixed use development would be encouraged and should be studied in greater detail during the Small Area Planning process. This area, which was designated for Residential Mixed Use (formerly called Community Mixed Use), is bordered by MD 2 to the east, MD 214 to the south, and Pike Ridge Road to the west, and is referred to as the Pike Ridge Village. The intention of a Community Mixed Use designation was to provide for predominantly residential uses with some community-oriented commercial services and office uses in a location served by major roads. Recommendations regarding this area are discussed in more detail in the following sections.

The GDP also designated the Mayo Road corridor in Edgewater as a **Commercial Revitalization** area. This commercial corridor is one of several in the County that has been targeted for revitalization or redevelopment. Planning efforts in this area should focus on creating opportunities for enhancements to buildings and parking areas, landscaping, streetscape improvements and signage, and better pedestrian access, as well as opportunities for redevelopment.

Existing Zoning

Zoning is one of the primary planning tools used to regulate the use and intensity, development, and preservation of land in the County. All land in the County is classified in one or more zoning classifications. Since much of the land in the Edgewater/Mayo area is developed, the zoning reflects, for the most part, what exists. Current zoning in the Planning Area is depicted in Map 9. Zoning classifications include agricultural, open space, residential, commercial, industrial, and maritime.

Map 9

Table 4. Existing Zoning in the Edgewater/Mayo Small Planning Area

Zoning Category	Acreage	Percentage of Total
Low Density Residential Zones (RA, R1, and R2)	4,916 acres	63%
Medium and High Density Residential Zones (R5, R10, and R15)	1,670 acres	21%
Commercial (C1, C2, C3, and C4)	241 acres	4%
Maritime (MA1, MA2, MA3, MB, MC)	104 acres	1%
Industrial (W2)	10 acres	<1%
Open Space	844 acres	11%
Total	7,785 acres	100%

The RA, R1 and R2 residential zoning classifications account for 63% of all land zoned in Edgewater/Mayo, with almost 1120 acres (14%) zoned RA, 1993 acres (26%) zoned R1 and about 1803 acres (23%) zoned R2. The RA, R1 and R2 zoning classifications are considered rural and low density residential categories and allow single family homes on lots of one to ½ acre in size. The medium density housing range, land that is zoned for five to ten homes per acre, accounts for 21% or about 1670 acres.

Land zoned for commercial uses accounts for about 4% of Edgewater/Mayo and covers approximately 241 acres, mostly concentrated along MD 2 in Edgewater. Industrial zoning covers less than 10 acres and accounts for less than ½ of 1% of all zoned land.

Land zoned for Open Space takes up nearly 844 acres and accounts for 11% of zoned land in Edgewater/Mayo. Most of the vacant land in the planning area is zoned for residential use.

Proposed Land Use and Zoning Changes

This Small Area Plan proposes a new Land Use Plan for the Edgewater/Mayo area that attempts to refine the 1997 *General Development Plan* by more accurately reflecting both current development patterns and desired future growth over the 10 to 20 year planning period. Map 10 depicts the proposed Land Use Plan, and the proposed changes in zoning are depicted on Maps 11 through 13 in Appendix C. Table 5 lists the specific locations as well as the rationale for each of the proposed land use and zoning changes. In general, the land use pattern reflected in the GDP is carried forward in this Plan. The proposed changes outlined in Table 5 are discussed individually in the following sections.

Table 5 pg 1

Table 5 pg 2

Map 10

In addition, during the Comprehensive Zoning process for Edgewater/Mayo, property owners, community associations and others were provided an opportunity to request or oppose a change in zoning of any property in the planning area. There were 85 applications received. A list of all applications and the Plan recommendations with regard to these is included in Appendix B.

Lee Property

The Lee Property is recognized as a very important parcel of land that serves as a buffer and transition to the community of Edgewater and also constitutes a gateway to the entire South County. Historically it has served as open space and as a buffer between more intensely developed areas to the south and the surrounding residential communities. Much of the property is located in the critical area and is environmentally sensitive.

As the new MD 2 service road bisects this property, it is recognized that continued residential zoning on that area bounded by MD 2 to the east and the service road to the west would not be appropriate. Because of its unique location, that portion of the property is proposed to be designated for Commercial land use and rezoned C2. The C2 (Commercial Office) zoning category would permit commercial development consistent with existing commercial development along MD 2, such as banks and small businesses. It would continue to offer some transition between the intensely developed commercial areas to the south and the existing residential communities. C2 zoning will compliment the heavily C3 zoned area to the south that consists of gas stations, fast food, convenience stores, groceries and a lumber company. This zoning would also encourage potential professional use and office development that would bring beneficial employment to the area. Access would be limited to the service road, with no additional driveway access on MD 2.

It is recognized that a cohesive, planned development of the entire Lee property, north and south of Maryland Avenue and consisting of approximately 150 acres, not just the area within the proposed service road, would be preferable to unplanned and piecemeal commercial and residential development on the property. To this end the Plan supports the ongoing collaborative process between the owners and the neighboring communities to develop a land use plan for the entire property that would combine commercial, park and open space, and residential uses in a manner consistent with environmental concerns for affected watersheds. The collaborative process envisions planned commercial development along both sides of the service road and along MD 2, as indicated on the proposed Land Use Map, to a depth of approximately 750 feet (being no more than 200 feet west of the current service road) north and south of Maryland Avenue, with passive park/open space and limited residential development on the remainder of the property. Design guidelines for the commercial area can assure a cohesive, main street type of development, with a mix of retail and office uses. The guidelines would address building heights, setback appearance, landscaping, signage, stormwater management, and sediment control. The guidelines would include covenants requiring reasonable consultation and approval of any design proposals by the neighboring residential communities prior to any approval. Big box retail stores, stand alone fast food restaurants and other stand alone or pad site development would be prohibited. Access from MD 2 would be limited to the service road, with no additional direct access onto MD 2 unless existing access points are eliminated. Residential uses behind the commercial area would be clustered on lots no greater than one acre, with no more than nine

homes permitted north of Maryland Avenue. In the event that Lee Airport were to close, additional homes could be located on the south side of Maryland Avenue, otherwise the remainder of the property south of Maryland Avenue would remain private open space or become parkland available to the public with possible reforestation, bike trails, observation areas and other passive uses. The commercial area south of Maryland Avenue should be integrated with the Lee Airport site, making the airport a part of the community. It is important that development of the Lee property include retrofitting those portions of the property currently developed to control sediment runoff and provide stormwater management.

Pike Ridge Village

In July 2001 the County Council adopted an ordinance on Zoning - Mixed Use Development Districts. This ordinance will allow implementation of the Land Use Plan with regard to areas given a Mixed Use land use designation. The Pike Ridge area, formed by the triangle between MD 2, MD 214, and Pike Ridge Road was designated for Residential Mixed Use in the 1997 GDP. During the Small Area Plan process, this area was further analyzed to determine the feasibility of developing the area in accordance with the adopted Mixed Use Ordinance.

There are currently elements of mixed use within the Pike Ridge triangle. The area is comprised of approximately 50 acres, of which one-third is zoned C3 or C4 and the remainder zoned R1. A small residential community, the Stuart Level subdivision, is located in the interior and consists of approximately 27 single family homes on one-half acre or smaller lots. Several businesses and the First Baptist Church complex are located along the perimeter on Pike Ridge Road, MD 214, and MD 2.

A concept plan was prepared to demonstrate a possible layout of retail, office and residential uses which would comply with the Mixed Use Ordinance. Mixed Use zoning would encourage a cohesive development plan for the entire area that would offer a mix of low to medium density housing, employment opportunities, and some retail and service uses that could serve the local communities, as well as promoting opportunities for redevelopment or revitalization of the existing commercial areas. The Small Area Plan supports these concepts in general. However, the overall residential densities, types of units, and building heights allowed under Residential Mixed Use zoning are more intensive than what would be desired in this area by the residents of Edgewater. In order to maintain the single family residential character of the area and assign zoning consistent with existing and surrounding uses, a change from R1 to R2 is recommended for the residentially zoned area within the triangle. The land use designation within this area is recommended to be Low-Medium Residential. Areas currently zoned for commercial use will be designated as such on the Land Use Map and will retain their current zoning.

Holly Hill Harbor and Vicinity

This area is bordered by MD 214 to the north and Bear Neck and Whitemarsh Creeks to the south, and encompasses the Holly Hill Harbor, River Club Estates, and Ponder Cove subdivisions. It is currently zoned R5 and is proposed to be rezoned R2. The area is designated for Low Density Residential land use and is currently developed at a low density with generally no more than two residential lots per acre. An interest in maintaining this low development density has been expressed by some property owners in the area, as indicated in a Comprehensive Zoning Application submitted on

behalf of the Holly Hill Harbor Civic Association requesting a rezoning of that subdivision to R2. There are factors that support the need for maintaining low densities in this area. The majority of this area falls within the Critical Area overlay zone, as seen on Map 13 in Appendix C, and is classified as a Limited Development Area. The proposed R2 zoning will be more consistent with the Land Use Map designation and will maintain the current development densities overall.

Williams Property

This proposal involves a small amount of acreage located on the west side of Mayo Road, just south of Stepney's Lane, that is proposed to be designated for Commercial land use (currently designated for Low-Medium land use) and to be rezoned from R5 to C4. The property owner, who operates an auto body shop at this location, owns property zoned C4 as well as a small strip of adjoining property to the south that is zoned R5, and has requested through the comprehensive zoning process to rezone this R5 strip to C4. This will allow the property owner a small expansion of the business.

Area-wide Land Use Map Changes

Several general Countywide changes in Land Use Map categories were made subsequent to the 1997 General Development Plan and are reflected in the Small Area Plan Land Use Maps. These are listed below and reflected on the Proposed Land Use Map for the Edgewater/Mayo area:

- C Industrial Land Use categories used in the GDP (Industrial Park, Light Industrial, Heavy Industrial) have been combined into one Land Use category (Industrial),
- C The Government/Institutional Land Use category was used in the GDP to indicate major Federal and State facilities or land holdings located in the County, such as the Maryland House of Corrections, BWI Airport, Fort Meade military base, the U.S. Army Depot at Curtis Bay, and the U.S. Naval Station. This category has been expanded and now includes County-owned facilities, such as public schools, and
- C Many scattered commercial properties across the County were not indicated on the GDP Land Use Map, due to the significant number of these and the small map scale of the Countywide GDP Land Use Map. Small Area Plan Land Use Maps are prepared at a larger map scale and allow more detail to be included. All properties that are used for commercial purposes and planned to continue as such are now indicated on the Land Use Map with a Commercial designation. Likewise, existing marina uses are indicated with a Maritime designation.

Assets and Issues Related to Land Use

Several issues related to land use and business revitalization were identified at public forums and by committee members. There is an interest in creating an Edgewater small business district, one that would focus more on providing neighborhood services than regional services. It is generally felt that there is little or no cohesiveness to commercial areas in Edgewater, and that much of the existing

commercial development is unattractive. There is a need to focus commercial development in appropriate areas that can serve existing communities. However, most residents expressed a desire to upgrade existing commercial areas instead of creating new ones, and to create opportunities for commercial redevelopment or revitalization as opposed to additional new development. A good nucleus already exists with the Mayo Road commercial area. A strong sentiment exists among many area residents against rezoning of any additional land to commercial or other uses that would generate additional traffic along the already-congested MD 2.

Furthermore, the general sentiment heard is against any land use or zoning changes that would result in increased development densities. Many residents are experiencing the impacts, in terms of traffic congestion and loss of open space, of the densely developed Parole area to the north, and are determined to maintain the rural character of the Edgewater/Mayo peninsula to the extent possible. A desire to limit growth was one of the most commonly voiced concerns at the public forums. In addition, there is a general fear or concern that planned infrastructure improvements, such as highway improvements along MD 2 and the upgrade of the Woodland Beach pump station and force main (discussed later in this report) will become incentives to increase development beyond that currently planned. This Plan does not support using infrastructure improvements as justification for increased development densities in the Edgewater/Mayo area.

One of the greatest assets this area has to offer is the water. There are miles of shoreline with waterfront homes, marinas, recreation and open space areas, all accessing tributaries of the Chesapeake Bay. Access, however, is limited. With such a wonderful natural resource, public access is almost non-existent. The area has several public parks and many marinas, however, the parks are generally reserved for private parties and the marinas only permit slip renters the use of the facility. Additionally, much of the shoreline is owned by private communities, and use of the beaches and facilities is restricted to residents. With the abundance of public land, residents and committee members felt there should be more public access.

Public services for the most part are adequate in this area. The library and post office are two new facilities fulfilling the needs of the community. Additional ball parks, bike trails and sidewalks are desired to serve local neighborhoods. The area, however, is served with only one Fire Department located on Londontown Road and no paramedic company. The need for better fire and rescue facilities is critical. This is also expressed in the Communities Facilities section of the Plan.

Goals and Recommendations

The Mayo Road and MD 2 commercial corridors are the gateways to South County and Edgewater. They are close to many nearby residential communities and provide basic services including grocery stores, restaurants, repair businesses, home and office supply stores, gas stations, and convenience goods and services. The economic health of these commercial businesses is vital to maintaining the stability of the area. A vibrant commercial area is also consistent with the goals and policies of the County's *General Development Plan* to provide services near to where people live and work to encourage shorter trips for these services. Commercial revitalization is a key policy of the

GDP, because it benefits local businesses and property owners.

Redevelopment of existing communities and rehabilitation of existing housing is viable in Edgewater/Mayo. This Small Area offers public utilities, public services, natural resources, recreation and open space. The environmentally sensitive and open space areas can be preserved by promoting redevelopment and rehabilitation. Edgewater and Mayo should offer a variety of housing types and prices to accommodate the needs of people at different ages and stages of their lives.

The Small Area Plan recommends a number of strategies to achieve the goal of revitalization of the MD 2 and Mayo Road commercial areas.

Goal: Encourage revitalization of the Mayo Road and MD 2 corridor.

The commercial corridors along Mayo Road and MD 2 provide diversified services and facilities essential to maintaining a healthy economy. These areas, however, lack coordination of site layout, building design, and pedestrian access. Commercial revitalization efforts should be a priority in these areas.

This Plan recommends redevelopment and revitalization of the Mayo Road commercial area. This should be accomplished through a private, community based, non-profit organization. Design guidelines should be developed and applied to building, signage and streetscape improvements. The Plan proposes an overall concept of a pedestrian village for this area, with the provision of sidewalks, off-street parking to the side and rear of buildings and on-street parking. The business and residential community must be involved throughout the process of redevelopment of this area.

Recommendations:

- 1.1 Establish a private non-profit redevelopment organization to assist businesses with redevelopment and expansion needs, assisting small home businesses with relocation needs.
- 1.2 The organization should work to establish design standards to be used in implementing the Mayo Road village center.
- 1.3 The redevelopment organization should assist local homeowners associations, developers, the County, and State in implementing improvements to Mayo Road for the purpose of creating a cohesive village center, parking for the village center, and promoting visitors to historic Londontown.

Goal: Improve access to businesses for vehicles, pedestrians, bicycles.

Access to businesses along MD 2 and Mayo Road is a safety issue as well as a business revitalization, land use and design issue. Safe access for cars, pedestrians and bicyclists encourages continued use of these businesses.

Recommendations:

- 2.1 Eliminate driveways with direct access onto MD 2 and Mayo Road where possible and create service roads to facilitate traffic flow and access.

Goal: Provide appropriate commercial locations for home-based businesses to expand.

Many businesses in the Edgewater/Mayo area want to expand, but do not have adequate land on their existing sites to accommodate building and parking improvements. There are some locations available in the area that would be suitable for business growth, such as the area between Pike Ridge Road, Central Avenue and MD 2.

Recommendations:

- 3.1 Provide incentives to facilitate growth and expansion of businesses in the Pike Ridge Village area.

Goal: Maintain the current density of development overall in the Planning Area.

Recommendations:

- 4.1 Limit commercial zoning to the areas shown on the Land Use and Zoning Maps.
- 4.2 The design limit of the Mayo Water Reclamation Facility is 5,100 EDU, and current build-out estimates for the Edgewater area are approximately 6,100 units based on current zoning. Future residential development in the Planning Area should maintain these development densities in general. Infrastructure improvements provided to serve the existing population should not promote increases in planned development densities.