

**IN THE ST. MARY'S COUNTY BOARD OF APPEALS**

**VAAP NUMBER 25-0180**

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**KLAMER and GAGNON PROPERTY**

**NINTH ELECTION DISTRICT**

**DATE HEARD: FEBRUARY 12, 2026**

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**ORDERED BY:**

**Mr. Hayden, Mr. Brown  
Mr. LaRocco, Dr. Valcke and Ms. Weaver**

**ENVIRONMENTAL PLANNER: ANDREW CHENEY, JR.**

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**DATE SIGNED: February 26, 2026**

### **The Variance Requested**

David Klamer and Julie Gagnon (“Applicants”) seek a variance (VAAP # 25-0180) from St. Mary’s County Comprehensive Zoning Ordinance (“CZO”) § 71.8.3 to disturb the 100’ Critical Area Buffer and Expanded Buffer for a house and driveway.

### **Public Notification**

The hearing notice was advertised in *The Southern Maryland News*, a newspaper of general circulation in St. Mary’s County, on January 23 and January 30, 2026. Required mailings to neighbors and physical posting of the property were completed by January 28, 2026. The agenda was also posted on the County’s website on or before Wednesday, February 4, 2026. Therefore, the Board finds and concludes there has been compliance with the notice requirements.

### **Public Hearing**

A public hearing was conducted at 6:30 p.m. on February 12, 2026 at the St. Mary’s County Governmental Center, 41770 Baldrige Street, Leonardtown, Maryland. All persons desiring to be heard were heard after being duly sworn, the proceedings were recorded electronically, and the following was presented about the proposed variance requested by the Applicants.

### **The Property**

Applicants own real property situate 16116 Piney Point Road, Piney Point, Maryland (“the Property”). The Property consists of 4.59 acres, more or less, is within the Rural Preservation District (“RPD”), is subject to Limited Development Area (“LDA”) and Resource Conservation Area (“RCA”) Critical Area overlays and can be found among the Tax Maps of St. Mary’s County at Tax Map 3694, Grid 16, Parcel 157.

### **The St. Mary’s County Comprehensive Zoning Ordinance**

CZO § 71.8.3 requires there be a minimum 100-foot buffer landward from the mean high-

water line of tidal waters, tributary streams, and tidal wetlands. No new impervious surfaces or development activities are permitted in the 100-foot buffer unless an applicant obtains a variance. CZO § 71.8.3(b)(1)(c). The 100-foot buffer may be expanded up to 300-feet in the presence of steep slopes, highly erodible soils, or hydric soils. CZO 71.8.3.a(1).

### **Staff Testimony**

Stacy Clements, an Environmental Planner for the St. Mary's County Department of Land Use and Growth Management ("LUGM"), presented a slideshow that summarized the variance request. A staff report prepared by Andrew Chaney, an Environmental Planner at LUGM, was also entered into the record. Testimony and evidence adduced by staff included, but was not limited to, the following items:

- The Property was recorded in the Land Records of St. Mary's County per deeds DJB 6617 page 443, EWA 1900 pages 411 and 405, and CBG 44 page 225 EWA prior to the adoption of the Maryland Critical Area Program on December 1, 1985.
- The property is a 4.59-acre lot located on Piney Point Road in Piney Point and sits adjacent to the tidal waters the St. Mary's River. Therefore, the property is constrained by the Buffer.
- The site plan proposes a house and driveway impacting the 100-foot Critical Area Buffer. The proposal results in 3,530 square feet of new lot coverage in the Expanded Buffer.
- Mitigation is required at a ratio of 3:1 for the variance and 1:1 for canopy removal, per COMAR 27.01.09.01-2 Table H.
- The Critical Area Commission responded on January 26, 2026. Its letter is included in the record.
- The Department of Land Use and Growth Management has approved the site plan for

zoning and stormwater requirements. Floodplain, Soil Conservation District, and the Health Department approvals are still pending. The Maryland Department of Environment authorization to disturb the wetlands will be required prior to the issuance of the building permit.

- The following Attachments to the Staff Report were introduced:
  - Attachment 1: Critical Area Standards Letter
  - Attachment 2: Deeds
  - Attachment 3: Critical Area Map
  - Attachment 4: Site Plan
  - Attachment 5: Location Map
  - Attachment 6: Land Use Map
  - Attachment 7: Zoning Map
  - Attachment 8: Existing Conditions Map
  - Attachment 9: Critical Area Commission Response

#### **Applicants' Testimony and Exhibits**

The Applicants were represented before the Board by Steve Vaughn, of Little Silence's Rest, Inc. Mr. Vaughn is a licensed surveyor. Mr. Vaughn presented a slideshow that included maps, pictures of the property, and other information pertinent to the application. The testimony Mr. Vaughn offered included, but was not limited to, the following items:

- In response to an initial question posed about moving forward without MDE approval, Mr. Vaughn stated a wetland evaluation report has been prepared with sample data from the site. Mr. Vaughn indicated MDE's representative has provisionally agreed with the wetland flagging placed in the field. Accordingly, Mr. Vaughn does not expect the site

plan or the proposal to require any material adjustment following MDE's review.

- The lot is currently unimproved.
- The placement of the house is "about as far out of the 100' buffer as we could get without going into the wetlands."
- The proposal will require one active wetlands crossing permit that Applicants are in the process of attaining MDE approval for.

### **Public Testimony**

No members of the public appeared to offer in-person testimony for or against the project.

Written comment was received from the following:

- *Rick Tancreto, Piney Point*
  - Mr. Tancreto stated he owns property in the near vicinity of the Property. He expressed his support for the variance request and stated he has "no doubt that the applicants will professionally execute the construction, resulting in an appealing addition to our neighborhood."

### **Decision**

#### **Requirements for Critical Area Variances**

COMAR 27.01.12.04 requires an applicant to meet each of the following standards before a Critical Area variance may be granted:

- (1) Due to special features of the site or special conditions or circumstances peculiar to the applicant's land or structure, a literal enforcement of the local Critical Area program would result in an unwarranted hardship to the applicant;
- (2) A literal interpretation of the local Critical Area program would deprive the applicant of a use of land or a structure permitted to others in accordance with the provisions of the local Critical Area program;
- (3) The granting of the variance would not confer upon the applicant any special privilege that would be denied by the local Critical Area program to other lands

or structures in accordance with the provisions of the local Critical Area program;

- (4) The variance request is not based upon conditions or circumstances that are the result of actions by the applicant;
- (5) The variance request does not arise from any conforming or nonconforming condition on any neighboring property;
- (6) The granting of the variance would not adversely affect water quality or adversely impact fish, wildlife, or plant habitat within the jurisdiction's local Critical Area; and,
- (7) The granting of the variance would be in harmony with the general spirit and intent of the Critical Area law, the regulations in this subtitle, and the local Critical Area program.

Additionally, the Maryland Code Annotated, Natural Resources Article, §8-1808(d)(2)(ii) requires an applicant to overcome the presumption that the variance request should be denied.

#### Findings - Critical Area Variance

Upon review of the facts and circumstances of this matter, the Board finds and concludes the Applicants are entitled to relief from the St. Mary's County Comprehensive Zoning Ordinance.

First, the Board finds that denying the Applicants' request would constitute an unwarranted hardship. In *Assateague Coastal Trust, Inc. v. Roy T. Schwalbach*, 448 Md. 112 (2016), stated "unwarranted hardship" to mean the following:

[I]n order to establish an unwarranted hardship, the applicant has the burden of demonstrating that, without a variance, the applicant would be denied a use of the property that is both significant and reasonable. In addition, the applicant has the burden of showing that such a use cannot be accomplished elsewhere on the property without a variance.

*Id.* at 139.

Here, the Applicants seek to build a home. The house will be of unexceptional size, scale, and character. Erecting a residential dwelling is a foundational use of real property. There is no

contest that the use is significant and reasonable. Applicants' surveyor testified as to the impracticability of locating the proposed structure further out of the 100' Buffer than it is proposed. Accordingly, we find an unwarranted hardship has been demonstrated.

Second, denying the variance would deprive the Applicants of rights commonly enjoyed by other similarly situated property owners. As stated above, the requested variance is for a house of unexceptional size, build, and character. Applicants propose nothing extraordinary with their intended use of the Property and have tailored a site plan that minimizes deleterious impacts to the extent practicable.

Third, granting a variance will not confer a special privilege upon the Applicants. The right to ask for variances from the Critical Area program's strictures is required by law. Applicants' proposal has been subjected to a public hearing, held to the required standards, includes all required mitigation plantings, environmental considerations, and conforms to the greatest extent it can to all applicable regulations. Applicants carry a high burden of proof to meet before a variance can be granted. The Board cannot locate any definition of "special privilege" in statute or precedent to suggest that one has been conferred when an applicant, in compliance with the procedural requirements noted above, meets his or her demanding burden.

Fourth, the need for the variance does not arise from the actions of the Applicants or their predecessors in title. Applicants are constrained by the natural features of the site. They have not contributed to the hardship by any affirmative action of their own.

Fifth, there is no suggestion in the record that the need for a variance arises from any nonconforming feature on either the Property or a neighboring property. The need for a variance arises solely from difficulties present on the Property itself.

Sixth, granting the requested variance will not adversely affect the environment. The

Applicants will be required to mitigate the proposed development with an approved planting plan. The plantings are intended to offset any negative effects and provide improvements to water quality along with wildlife and plant habitat. The required plantings will improve plant diversity and habitat value for the site and will improve the runoff characteristics for the Property, all of which should contribute to improved infiltration and reduction of non-point source pollution leaving the site. These plantings would not be required unless the variance is granted.

Finally, the Board finds, overall, that granting the variance is in the spirit of the Critical Area program. Applicants have availed themselves of their right to seek a variance and presented a site plan that identifies a reasonable and significant use that cannot be accomplished without intrusion into the Buffer. That intrusion has been minimized to the greatest extent practicable, and Applicants have been as sensitive to Critical Area's programs goals as may be reasonably expected. As concerns the requested variance, we conclude the goals and spirit of the Critical Area are furthered by this proposal.

By satisfying these standards the Applicants have also overcome the presumption in § 8-1808(d)(2)(ii) of the Natural Resources Article that the variance request should be denied.

For the above reasons, we find the requested variance should be granted.

### **ORDER**

**PURSUANT** to Applicants' request for a variance from Comprehensive Zoning Ordinance § 71.8.3 to disturb the 100' Critical Area Buffer and Expanded Buffer for a house and driveway; and,

**PURSUANT** to the notice, posting of the property, and public hearing and in accordance with the provisions of law, it is,

**ORDERED**, by the St. Mary's County Board of Appeals, pursuant to Comprehensive

Zoning Ordinance § 24.3, that the Applicants have granted the requested variances.

The foregoing variances are subject to the condition that the Applicants shall comply with any instructions and necessary approvals from the Office of Land Use and Growth Management, the Health Department, and the Critical Area Commission.

This Order does not constitute a building permit. In order for the Applicants to construct the structures permitted in this decision, she must apply for and obtain the necessary building permits, along with any other approvals required to perform the work described herein.

Date: February 26, 2026

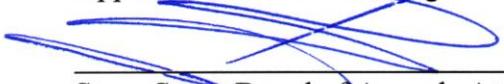
  
George Allan Hayden, Chairman

Those voting to grant the variance:

Mr. Hayden, Mr. Brown, Mr. LaRocco  
Dr. Valcke, and Ms. Weaver

Those voting to deny the variance:

Approved as to form and legal sufficiency

  
Steve Scott, Board of Appeals Attorney

### **NOTICE TO APPLICANTS**

Within thirty days from the date of this Decision, any person, firm, corporation, or governmental agency having an interest therein and aggrieved thereby may file a Petition for Judicial Review with the Circuit Court for St. Mary's County within thirty (30) days of the date this order is signed. St. Mary's County may not issue a permit for the requested activity until the 30-day appeal period has elapsed.

Further, St. Mary's County Comprehensive Zoning Ordinance § 24.8 provides that a variance shall lapse one year from the date the Board of Appeals granted the variance unless: (1) A zoning or building permit is in effect, the land is being used as contemplated in the variance, or regular progress toward completion of the use or structure contemplated in the variance has taken place in accordance with plans for which the variance was granted; (2) a longer period for validity is established by the Board of Appeals; or (3) the variance is for future installation or replacement of utilities at the time such installation becomes necessary.

If this case is not appealed, exhibits must be claimed within 60 days of the date of this Order; otherwise, they will be discarded.