

2008 Comprehensive Plan

City of Hagerstown, Maryland



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Public Meetings and Worksessions

Meeting or Event	Date	Topic
Initial Public Meeting	April 27, 2005	This meeting introduced the Comprehensive Plan process and give participants an opportunity to identify some of the issues that the Plan should address. This public input contributed to the Comprehensive Plan Issues List.
Public Presentations	August 9, 2005	Separate presentations were given to the Planning Commission and the Mayor and City Council to outline the key goals and objectives of the plan.
Planning Commission Work Sessions	August – November 2005	A series of four Planning Commission work sessions and one special meeting that were open to the public. At these work sessions, the Planning Commission developed and refined preliminary goals, policies, and recommendations for major elements.
Public Presentation	November 29, 2005	This presentation summarized the results of the Planning Commission Work Sessions for the Mayor and City Council.
Public Presentation	January 19, 2006	This presentation summarized the results of the Planning Commission Work Sessions for the Hagerstown-Washington County Economic Development Commission. Three County Commissioners were in attendance
Planning Commission Work Sessions	March 15, 2006 March 22, 2006 April 12, 2006 April 19, 2006 May 3, 2006 May 17, 2006 June 27, 2006 July 28, 2006 August 3, 2006 August 11, 2006	Review Preliminary Draft Plan
Planning Commission Work Session	September 14, 2006	Review meeting with County Planning Director, Staff, and the County Planning Commission Chair.
Planning Commission Work Session	December 1, 2006	Preliminary discussion of issues, goals, and policies related to growth boundaries and of water/sewer service.
Planning Commission Work Session	December 19, 2006	Discussion of recommended approach to growth management and water and sewer issues.
Planning Commission Work Sessions	March 7, 2007 March 14, 2007 March 22, 2007 March 28, 2007	Review Full Draft Plan
Public Presentation	May 9, 2007	Presentation to local chapter of Maryland Society of Professional Engineers.
Review Period	May 24 – July 24, 2007	Plan formally submitted to Maryland State Department of Planning, other Agencies, and Local Governments.

Meeting or Event	Date	Topic
Joint City-County Meeting	May 30, 2007	At this joint meeting of the Hagerstown and Washington County Planning Commissions, the City outlined the major elements of the Plan, including annexation and infrastructure policies.
Public Presentation	June 7, 2007	Presented to Quarterly meeting of City's Neighborhood 1 st groups and representatives.
Public Presentation	June 12, 2007	Presented to the Hagerstown City Council
Public Presentation	July 12, 2007	Presented to the Washington County Economic Development Commission.
Public Hearing	July 25, 2007	The official Comprehensive Plan public hearing before the Planning Commission.
Planning Commission Work Session	August 22, 2007	Review Full Draft Plan, along with comments received during the formal Review Period.
Planning Commission	October 31, 2007	Recommend Adoption of Plan and Forward to City Council.
City Council Work Session	November 6, 2007	Presented Plan to City Council
City Council Work Session	November 20, 2007	City Council outlined process for Review of Plan
City Council Work Session	December 4, 2007	Presentation to Council of Growth Management and Water/Wastewater Elements
City Council Work Session	January 15, 2008	Presentation to Council of Economic Development, Downtown Development, and Land Use Elements
City Council Work Session	January 22, 2008	Presentation to Council on Community Facilities, Transportation, and Historic Preservation
City Council Work Session	February 5, 2008	Council Directed Revisions to the Plan
City Council Work Session	March 18, 2008	Presentation to Council on Revisions
Public Hearing	March 25, 2008	The Official Comprehensive Plan Public Hearing
City Council Work Session	April 1, 2008	Presentation to Council on Public Comments on Future Land Use.
City Council Work Session	April 15, 2008	Discussion with Council on Public Comments on Future Land Use.
City Council Regular Meeting	April 22, 2008	Adoption.

Calculation of Potential Future Development

Table A-1: Planned and Potential Development Properties						
Map ID Number	Category	Property	Current Zoning	Occupied Units	To be developed	Total Units
1	Pipeline	Cleveland Commons	R2	0	0	15
2	Pipeline	Collegiate acres	R2/R3	0	488	488
3	Pipeline	Cortland Manor Phase I	R2	57	41	138
3	Pipeline	Cortland Manor Phase II	R2	10	32	62
3	Pipeline	Cortland Manor Phase III	R3	0	324	432
4	Pipeline	Eastridge Townhomes	PUD	2	0	14
5	Pipeline	Fairchild Heights	R2	7	19	36
6	Pipeline	Fridinger Avenue Redevelopment	R2	0	22	27
7	Pipeline	Gateway Crossing Phase I-IV	R2/R3	180	0	369
8	Pipeline	Greenwich Park	R1	60	91	192
9	Pipeline	Hager's Crossing	PUD	140	627	894
10	Pipeline	Hillside Manor	R1	0	72	72
11	Pipeline	Kensington Villas	R2	20	64	120
12	Pipeline	Pangborn Park	R1	0	0	60
13	Pipeline	Park Overlook	R2	40	27	104
14	Pipeline	Potomac Manor Section H	R1	0	47	47
86	Pipeline	Faison	C	0	0	0
Total			0	516	1,854	3,070
16	Future Planned	Crampton's Potomac Apts	R3	0	36	36
17	Future Planned	Harrison Townhomes (tract)		0	500	500
18	Future Planned	Haven Road Annexation	R3	0	376	376
22	Future Planned	Startzman Property	R2	0	184	184
24	Future Planned	Massey Redevelopment	C3	0	30	30
25	Future Planned	Harrison Rezoning	R2	0	240	240
87	Future Planned	Light	C2	0	0	0
Total			0	0	1,366	1,366
19	Potential Annex	Mt. Aetna PUD		0	1500	1500
21	Potential Annex	Snook Land		0	70	70
23	Potential Annex	The Landing PUD		0	1,200	1200
83	Potential Annex	Younger Toyota		0	0	0
84	Potential Annex	Alleghany Plastic		0	0	0
85	Potential Annex	Parkway Neuroscience		0	0	0
90	Potential Annex	Shaool		0	20	20
91	Potential Annex	Eastern Blvd Extended		0	252	252
Total			0	0	3,042	3,042

Table A-1: Planned and Potential Development Properties

Map ID Number	Category	Property	Current Zoning	Occupied Units	To be developed	Total Units
26	Vac/Underdev't	Longmeadows Shopping Center	C4			0
29	Vac/Underdev't	Ames Shopping Center	C2			0
33	Vac/Underdev't	Central Chemical	IG			0
34	Vac/Underdev't	City Farm	IR			0
35	Vac/Underdev't	Dahura/Alter property	R2			0
36	Vac/Underdev't	Dual Hwy (east)	C2			0
37	Vac/Underdev't	Dual Hwy/Hebb	C2			0
38	Vac/Underdev't	East of Emmert	R1			0
39	Vac/Underdev't	Eastern	C2			0
40	Vac/Underdev't	Eastern/Leitersburg	C1			0
41	Vac/Underdev't	Edgewood	C2			0
42	Vac/Underdev't	Elmwood Ext.	R1			0
44	Vac/Underdev't		IG			0
46	Vac/Underdev't	Groh Tract	C2			0
47	Vac/Underdev't	Groh Tract	C4			0
48	Vac/Underdev't	Groh Tract	C2			0
49	Vac/Underdev't	Groh's Salem	R1			0
50	Vac/Underdev't	Harrison Tract A	IR			0
52	Vac/Underdev't	Harrison Tract C	R3			0
56	Vac/Underdev't	Kenley	R3			0
59	Vac/Underdev't	Lyles Tract	R3			0
60	Vac/Underdev't	MELP	IG			0
62	Vac/Underdev't	North of Sheetz	C2			0
63	Vac/Underdev't	Northern	C2			0
64	Vac/Underdev't	Pangborn Corporation	IG			0
65	Vac/Underdev't	Physioc on Burhans	IG			0
66	Vac/Underdev't	Pitzer	R1			0
70	Vac/Underdev't	Roundhouse	IG			0
72	Vac/Underdev't	South Potomac	IR			0
73	Vac/Underdev't		IG			0
76	Vac/Underdev't	Wesel	C2			0
77	Vac/Underdev't		IG			0
88	Vac/Underdev't	Shopping Center	C2			0
89	Vac/Underdev't	Crumrine	AT			0
Total			0	0	0	0

City of Hagerstown Annexation Policy

Adopted February 24, 2004

1. PURPOSE

The City of Hagerstown's Mayor and City Council assert that a well-reasoned, fiscally responsible annexation policy of unincorporated lands is necessary for the following reasons:

- A. to create opportunities for future developments to receive the benefits of City services and home rule government provided to individuals and property owners within the City
- B. to ensure that the City of Hagerstown continues to grow and prosper by providing opportunities for future economic development within the corporate boundaries of the City
- C. to protect public health, safety and welfare
- D. to ensure that residents and businesses outside of the corporate limits who benefit from access to the city's facilities and services contribute property taxes and other revenues to pay for the costs associated with providing and maintaining those facilities and services
- E. to promote economic development within the Urban Growth Area, consistent with the Smart Growth Policies of the State of Maryland, as defined by the Comprehensive Plan for Washington County
- F. to avoid costly duplication of public urban facilities and services
- G. to increase the city's ability to attract residential, industrial and commercial development and thus increase its assessable base
- H. to facilitate long-range planning for provision of services by controlling growth within the Hagerstown Urban Growth Area, and
- I. to promote intergovernmental cooperation

The Mayor and Council for the City of Hagerstown, Maryland, a municipal corporation, have determined that for the reasons listed above certain policies, guidelines and procedures are in the best interests of the City of Hagerstown and its citizens. In particular, the Mayor and Council have determined that the following policies, guidelines and procedures shall be used in the annexation of adjacent and contiguous areas, and in the extension of City utilities and other services thereto.

The Mayor and Council recognize the fact that, in order for the City to further progress, grow and protect its utility services in the best interest of its citizenry, these policies,

guidelines and procedures must be established. It is the intention of the Mayor and Council to direct, protect and preserve its utility services. In all cases involving the extension or expansion of these services, priority shall be given to persons, firms, corporations, developers, or other legal associations actually located, developing or residing within the corporate limits of the City of Hagerstown.

Consideration will be given to others pursuant to the guidelines set forth herein and in accordance with the City Charter, City Code, and the administrative procedures of the various Boards, Commissions, and municipal departments.

The goal of this policy is for the City of Hagerstown to become the full provider of municipal services in the Hagerstown Urban Growth Area of Washington, County. In addition, the following policies and procedures are intended to be consistent with the Maryland Priority Funding Areas program.

2. ADVANTAGES OF LIVING IN THE CITY

As a full service municipality, the City of Hagerstown should be the provider of municipal services in the urban area. The City is capable of so doing because of the Charter authority granted by the State of Maryland. The directly elected Mayor and City Council operate a wide range of services which define the urban area. These services include street lighting, professional fire protection, water and sewer utilities, refuse collection, and code enforcement. Municipal residents exercise direct control over the level and types of growth in and around the community through the exercise of the Planning and Zoning authority. The variety and levels of services provided to the community are locally determined. Municipal governments enact and enforce local laws to meet locally determined needs. Residents control their own destiny because they directly have the authority as well as the accountability for making quality-of-life decisions. Municipal citizens are elected by the community to hold public office, and citizens from the community are appointed to municipal boards, commissions and committees. Ultimately, if citizens feel that their interests are not being adequately represented, they can vote their elected officials out of office at the next municipal election.

Also, annexation can be most profitable for the City - and thereby its citizens - and for the residents, property owners, and developers in the area to be annexed.

The residents, property owners, and developers of the area to be annexed benefit by receiving increased fire and police protection, lower fire insurance rates, streets, sidewalks, curbing, gutters, storm drainage, snow removal, and garbage collection, in addition to public water and sewer service.

The sketch below outlines typical costs for the maintenance of a single-family home (based on three market values) for a family of four. The three examples clearly show that the added cost for City property tax is offset by the less costly City services compared to what would be paid by County residents.

TYPICAL FAMILY OF FOUR - (based on 7/1/2001 rates)

Single Family Home, Oil or Gas Heat, Electric Hot Water and Central Air.

Federal & State Income Tax Rate	35.5%
Average Water Use	20,000 gallons per quarter
Average Electric Use	1,000 KWH per month
Tax Assessment	100% market value
City Tax Rate	\$0.732 per \$100 assessed value

MARKET VALUE OF HOME	\$ 80,000	\$ 120,000	\$ 180,000	\$ 221,800
<i>Added Cost</i>				
City Property Tax	\$ 585.60	\$878.40	\$1317.60	\$1623.58
Less: Income Tax Savings from Property Taxes (35.5%)	- 207.89	- 311.83	- 467.75	-576.37
Net City Tax Cost after Income Tax Savings	\$ 377.71	\$ 566.57	\$ 849.85	\$1047.21
<i>Offsetting Savings</i>				
Less: Utility Savings Within City	\$ 341.16	\$ 341.16	\$ 341.16	\$ 341.16
Electric ¹	\$ 72.00	\$ 72.00	\$ 72.00	\$ 72.00
Water ²	\$ 280.20	\$ 280.20	\$ 280.20	\$ 280.20
Sewer ²	\$ 354.00	\$ 354.00	\$ 354.00	\$ 354.00
Trash ³	\$ 1047.36	\$ 1047.36	\$ 1047.36	\$ 1047.36
Net Savings Benefit from Living in the City	\$ 669.65	\$ 480.79	\$ 197.51	\$ 0.15

1 Compares cost for the electric service from City Light verses Allegheny Power.

2 Compares costs for City versus County areas north of the City (Maugansville, Fountainhead, Paramount).

3 Includes cost of regular trash and yard waste pickup using BFI. The City also provides mixed-paper recycling, holiday tree pickup and biannual bulk trash pickup.

NOTE: An additional savings of more than \$100.00 could be realized as compared to a rural home without access to a fire hydrant or nearby fire station.

3. ANNEXATION REQUIREMENTS

There are certain basic legal requirements that are needed by the Mayor and Council for any annexation. The following items and materials are to be furnished by the property owners or petitioners or citizens petitioning for annexation where applicable under Article 23A, Section 19(c) of the Annotated Code of Maryland.

A. Minimum Prerequisites

In order to be annexed to an existing municipality, an area must be contiguous and adjoining to the existing municipal corporate area and may not be located within another incorporated municipality. Also, annexation of the area may not create an enclave of unincorporated area that would be completely surrounded on all sides by land within the municipality upon completion of the annexation.

B. Annexation Petition/Consent

An annexation petition signed by at least 25% of the qualified voters along with 25% of the owners of assessed property in the area to be annexed. Alternately, the legislative body may initiate an annexation by obtaining the consent of a like percentage of qualified voters and property owners. As part of the petition for annexation, a surveyor's plat showing all of the property contiguous to and adjacent to the then existing corporate boundaries of the City of Hagerstown proposed to be annexed or included in the petition for annexation, and a copy of the deed to the property shall be provided.

C. Annexation Resolution

Upon verification that the annexation petition signatures meet the requirements of the law and that all other prerequisites of the law have been met, the elected body must promptly introduce a resolution proposing the annexation. Similarly, the resolution may be initiated by the elected body upon receipt of the consent of the required percentage of voters and property owners. The resolution should describe the area to be annexed together with any conditions or circumstances applicable to the proposed annexation.

D. Service Extension and Public Facilities Outline

The municipal legislative body must prepare and make available to the public an outline detailing (1) the proposed land use or uses in the area to be annexed, (2) available land that could be used for anticipated public facilities that may be needed, (3) a schedule for extending municipal services to the area to be annexed, and (4) anticipated means of financing the extension of services. The outline must be provided at least thirty (30) days prior to holding the public hearing required by law for an annexation to the county in which the municipality is located as well as to any regional and state planning agencies having jurisdiction within the county.

E. Proposed Annexation Publication, Hearing and Resolution Passage

After introduction of the resolution, a municipality must publish at least four times at a minimum of weekly intervals in one or more newspapers of general circulation a notice of the proposed annexation; notice of the time and place of a hearing on the resolution must also appear in the newspaper advertisements. A copy of the public notice must be provided to the county governing board and regional and state planning agencies as soon as it is initially published. At the hearing itself, the county and planning agencies must be afforded first right to be heard, after which the general public may make comment. After conducting the required hearing, the municipal elected body may pass (or reject) the resolution which becomes effective forty-five (45) days after its passage unless it is petitioned to referendum.

F. Petitions for Referendum

Within the forty-five (45) days prior to the effective date of the resolution, any of three groups may petition the annexation resolution to referendum. At least twenty (20%) percent of the registered voters in the existing municipality or in the area to be annexed may petition the resolution to referendum; alternatively, a minimum of two-thirds (2/3) of the county governing board may petition to call for a referendum on the annexation question. After verification of petition signature or county governing board compliance with the law's requirements (whichever is applicable), the effectiveness of the resolution is suspended pending results of the referendum.

G. Annexation Referendum

The annexation referendum may be held from 15 to 90 days following newspaper publication of notice of the referendum. The notice must occur a minimum of two times at a minimum of weekly intervals. Should the referendum pass, the annexation will become effective on the fourteenth (14) day following the referendum.

H. Registration of Boundaries

In order for the annexation to be completed and perfected under law regardless of whether or not the annexation is brought to referendum, the original and new municipal boundaries of the municipality must be registered with (1) the county clerk of courts in the county in which the annexation occurred, (2) the Department of Legislative Reference, and (3) where applicable the Maryland-National Capital Park and Planning Commission. Also, in Washington County only, within thirty (30) days from the time an annexation becomes effective, a plat and annexation description must be recorded with the county clerk of courts and filed with the county planning commission.

4. ANNEXATION BOUNDARIES

Any annexations will be limited to land within the Hagerstown Urban Growth Area unless the annexation is suggested by the County Commissioners. The City of Hagerstown recognizes the Hagerstown Urban Growth Area boundary, as defined in the 2002 Washington County Comprehensive Plan, as the Hagerstown Urban Growth Area. The map of the Hagerstown Urban Growth Area is attached to this Policy and incorporated herein. The geographic goal of the City is depicted on this map. For the purposes of this policy, any changes to the Hagerstown Urban Growth Area boundary must be approved by the Mayor and City Council of Hagerstown.

5. EXTENSION OF WATER SERVICE POLICY

The Mayor and Council hereby adopts a policy that the City will allow new water service connections only within the corporate limits of Hagerstown. Furthermore, the City of

Hagerstown will only allow new water service connections outside of the municipal boundaries to properties with legally binding commitments to be annexed into the City within a period of time agreed to at the time water service is extended or at such time as the property becomes contiguous to the City except as follows:

- A. Upon the petition of a property owner if (i) the Washington County Health Department has condemned the property's current water source; (ii) no alternative water source is available; (iii) the property cannot legally be annexed even if the property were to become contiguous to the corporate limits.

In determining whether to approve such a petition the Council shall consider among other factors, the recommendation of the Water and Sewer Department, the capacity of the city systems, the volume of water needed to supply the property, and the cost to maintain the extension. Approval of the petition does not relieve the property owner from paying required fees or complying with any of the terms and conditions of the City Code. In approving such a petition the Council may impose such conditions as it finds are in the public interest.

- B. Where the property to be served is located within a geographic area subject to a joint City/Washington County agreement for the provision of water service by the City to the geographic area.

The extensions of service to such property shall be subject to the terms of the joint agreement, the provisions of the City Code and such additional requirements, not in conflict with the joint agreement, as the Council shall deem necessary and in the public interest.

- C. Owners of property located outside the corporate limits may petition the Council for an exception to the City's policy not to provide water service outside the City corporate limits in order to enter into a limited and special contract for the provision of water service.

In determining whether to grant this exception to the City's policy, the Council shall consider the following factors:

1. Whether granting the petition will serve the City's as opposed to the utility's interest. Determination of the best interests of the City shall be the sole responsibility of the City;
2. Whether granting the petition will provide a vital improvement or enhancement of the water production or distribution system or will enhance the operation or efficiency of the water production or distribution system;
3. Whether the City has sufficient water capacity to service the property which is the subject of the petition;

4. Environmental matters;
5. Aesthetics;
6. Whether provision of water services to the property, without annexation into the City, would be an impediment to the natural growth of the City by annexation and its annexation policy;
7. Whether the property is reasonably within reach of the water system as it exists at the time of the adoption of this policy; and
8. Any other matter deemed relevant by the Council.

Regarding the administration of this section of the Hagerstown Annexation Procedures and Policies, the Mayor and Council may establish an Annexation Review Committee which shall establish procedures and make determinations as to the granting of any exception to this Policy. Any property owner aggrieved by an arbitrary or capricious determination by the Committee may appeal to the Mayor and Council. A majority vote of the Council is necessary to approve any appeal for an Exception Petition to extend water service outside the corporate limits under A, B, or C above.

In the event that a petition for provision of service outside the corporate limits is granted with a legally binding commitment to be annexed as above or under A, B, or C above, water service shall be provided only under the following conditions:

1. The owner of the property to be served shall guarantee payment in cash or in kind in an amount not less than the total water impact fees as calculated by the City.
2. The owner of the property to be served shall bear all costs of improvements necessary to carry out the extension.
3. The owner of the property to be served shall grant all property, easements or rights of way deemed necessary or convenient by the City.
4. Approval of the petition does not relieve the property owner from the payment of fees or other terms and conditions of the City Code.

6. EXTENSION of SEWER SERVICE POLICY

The Mayor and Council hereby adopts a policy that the City will allow new sewer service connections only within the corporate limits of Hagerstown. Furthermore, the City of Hagerstown will only allow new sewer service connections outside of the municipal boundaries to properties with legally binding commitments to be annexed into the City within a period of time agreed to at the time sewer service is extended or at such time as the property becomes contiguous to the City except as follows:

- A. Upon the petition of a property owner if (i) the Washington County Health Department has condemned the property's current sewage disposal system; (ii) no alternative sewage disposal system is available; (iii) the property cannot legally be annexed even if it were to become contiguous to the corporate limits.

In determining whether to approve such a petition the Council shall consider among other factors, the recommendation of the Water and Sewer Department, the capacity of the city systems, the flow within the sewer system serving the property, and the cost to maintain the extension. Approval of the petition does not relieve the property owner from paying required fees or complying with any of the terms and conditions of the City Code. In approving such a petition the Council may impose such conditions as it finds are in the public interest.

- B. Where the property to be served is located within the Designated Area as defined in the Consolidated General Service Agreement of September 1997 (Antietam 201 Facilities Plan Map, Plate 11-1). A map of said areas is maintained by the City of Hagerstown and shall be the map used to determine the applicability of this exception.

The extensions of service to such property shall be subject to the terms of the joint agreement, the provisions of the City Code and such additional requirements, not in conflict with the joint agreement, as the Council shall deem necessary and in the public interest.

- C. Owners of property located outside the corporate limits may petition the Council for an exception to the City's policy not to provide sewer service outside the City corporate limits in order to enter into a limited and special contract for the provision of sewer service.

In determining whether to grant this exception to the City's policy, the Council shall consider the following factors:

1. Whether granting the petition will serve the City's as opposed to the utility's interest. Determination of the best interests of the City shall be the sole responsibility of the City;
2. Whether granting the petition will provide a vital improvement or enhancement of the sewage collection system or will enhance the operation or efficiency of the sewage collection system;
3. Whether the City has sufficient sewer capacity to service the property which is the subject of the petition;
4. Environmental matters;
5. Aesthetics;

6. Whether provision of sewer services to the property, without annexation into the City, would be an impediment to the natural growth of the City by annexation and its annexation policy;
7. Whether the property is reasonably within reach of the sewer system as it exists at the time of the adoption of this policy; and
8. Any other matter deemed relevant by the Council.

Regarding the administration of this section of the Hagerstown Annexation Procedures and Policies, the Mayor and Council may establish an Annexation Review Committee which shall establish procedures and make determinations as to the granting of any exception to this Policy. Any property owner aggrieved by an arbitrary or capricious determination by the Committee may appeal to the Mayor and Council. A majority vote of the Council is necessary to approve any appeal for an Exception Petition to extend sewer service outside the corporate limits under A, B, or C above.

In the event that a petition for provision of service outside the corporate limits is granted with a legally binding commitment to be annexed as above or under A, B, or C above, sewer service shall be provided only under the following conditions:

1. The owner of the property to be served shall guarantee payment in cash or in kind in an amount not less than the total sewer impact fees as calculated by the City.
2. The owner of the property to be served shall bear all costs of improvements necessary to carry out the extension.
3. The owner of the property to be served shall grant all property, easements or rights of way deemed necessary or convenient by the City.
4. Approval of the petition does not relieve the property owner from the payment of fees or other terms and conditions of the City Code.

7. TAXES IN ANNEXED AREAS

In the event that any area is annexed, all persons within the annexed area shall obtain or be entitled to existing benefits of all other citizens of the City of Hagerstown in accordance with any special conditions contained in the annexation resolution. They shall also be required to pay for all applicable utility services, charges, assessments, taxes, and any other costs and expenses which are required of the residents of the City of Hagerstown, Maryland at the time of annexation.

8. TAX EXEMPTION

Generally, the policy of the City is to annex taxable property. Occasionally, however, the annexation of property owned by tax-exempt entities may be necessary or desirable in order to facilitate the annexation of previously non-contiguous taxable property.

Under these circumstances, the tax-exempt entity shall make an annual payment-in-lieu of taxes equal to an amount mutually agreed to by the City and the entity. The terms will be included in and made a part of the annexation resolution. The City reserves the right to agree to whatever payment amount is necessary in order to facilitate the annexation of the tax-exempt property and/or contiguous property.

9. DEVELOPED AREAS vs UNDEVELOPED AREAS

The City of Hagerstown hereby encourages all current users of municipal water and sewer services to annex. In order to facilitate annexation, the City is willing to consider short term waivers or modification to existing policy and/or to make additions to the current capital improvements as are mutually agreed to by the City and the annexing property owners. By way of example, such policy modifications could include the waiving of fees and such capital improvements could be the installation of street lighting.

10. DEVELOPMENT AGREEMENTS

Development Agreements between the City of Hagerstown and the owner or owners of land or private developers of land in an area to be annexed are encouraged. Such an Agreement normally sets out terms and conditions under which an annexation is to occur as well as any special obligations of the parties relating to a proposed annexation. Development agreements will be included in the annexation resolution.

11. ZONING

All petitions for annexation shall include a request for the City zoning designation for the area to be annexed into the City. The zoning request shall also include relevant references to the County's Land Use Plan which are consistent with the requested zoning. The goal of the City is to zone land which is consistent with the County's adopted land use plan and the City's goals for expanding its tax base and its ability to provide services to the area. Furthermore, in its determination whether to accept a petition for annexation, the Mayor and Council shall consider the impact of the additional residential, commercial, or industrial zoning on the goals within the City of Hagerstown Comprehensive Plan.

12. INCENTIVES

The City recognizes that each annexation situation is different. Accordingly, the City is willing to entertain the incorporation of incentive programs which may be requested by a petitioner. Use of existing programs is encouraged; new programs requested by the petitioner will be considered and evaluated according to their impact on the City.

Incentives requested of the City shall be included within the petition and may be incorporated within the Development Agreement.

13. COST RECOVERY

The process of annexation has immediate and direct costs to the City prior to the effective date of the annexation. There is cost involved in the staff time preparing and reviewing plans and documents, the publishing of the required legal advertisements, and boundary determination. In this regard, the goal of the City is to make the process cost neutral to the City. Therefore, it is the policy of the City that, unless specifically waived in the development agreement, the petitioner shall post a bond, letter of credit, or other satisfactory instrument sufficient to cover those costs. Such instrument shall be filed with the petition for annexation and shall remain in effect until the annexation becomes effective. The City Clerk shall notify the petitioner as to the amount.

14. SEPARATION CLAUSE

If any section, subsection, sentence, clause, phrase, or portion of this policy is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portion of this chapter, it being the intent of the City that this policy shall stand, notwithstanding the invalidity of any section, subsection, sentence, clause, phrase, or portion thereof.

This Policy shall not discharge, impair or release any contract, obligation, duty, liability or penalty whatever existing on the date of its enactment. All suits and actions, both civil and criminal pending or which may hereafter be instituted for causes of action now existing or offenses already committed against any law or ordinance affected by the adoption of this Policy shall be instituted, proceeded with and prosecuted to final determination and judgment as if this Policy had not become effective.

Enterprise Zone

Enterprise Zone Tax Credits are managed by the Washington County Economic Development Commission. The following incentives are offered in Enterprise Zones:

- Local property tax credits for City and county property for up to 10 years on capital investments. Credit of 80 percent on increases in assessed value of real property for the first five years, decreasing by 10 percent annually for the remaining five years.
- State income tax credits for creating new jobs. A one-time credit of \$1,000 for most new jobs.
- Credits for hiring “disadvantaged” employees (as certified by the state). \$3,000 for the first year of employment, \$2,000 for the second year of employment, and \$1,000 for the third year of employment.

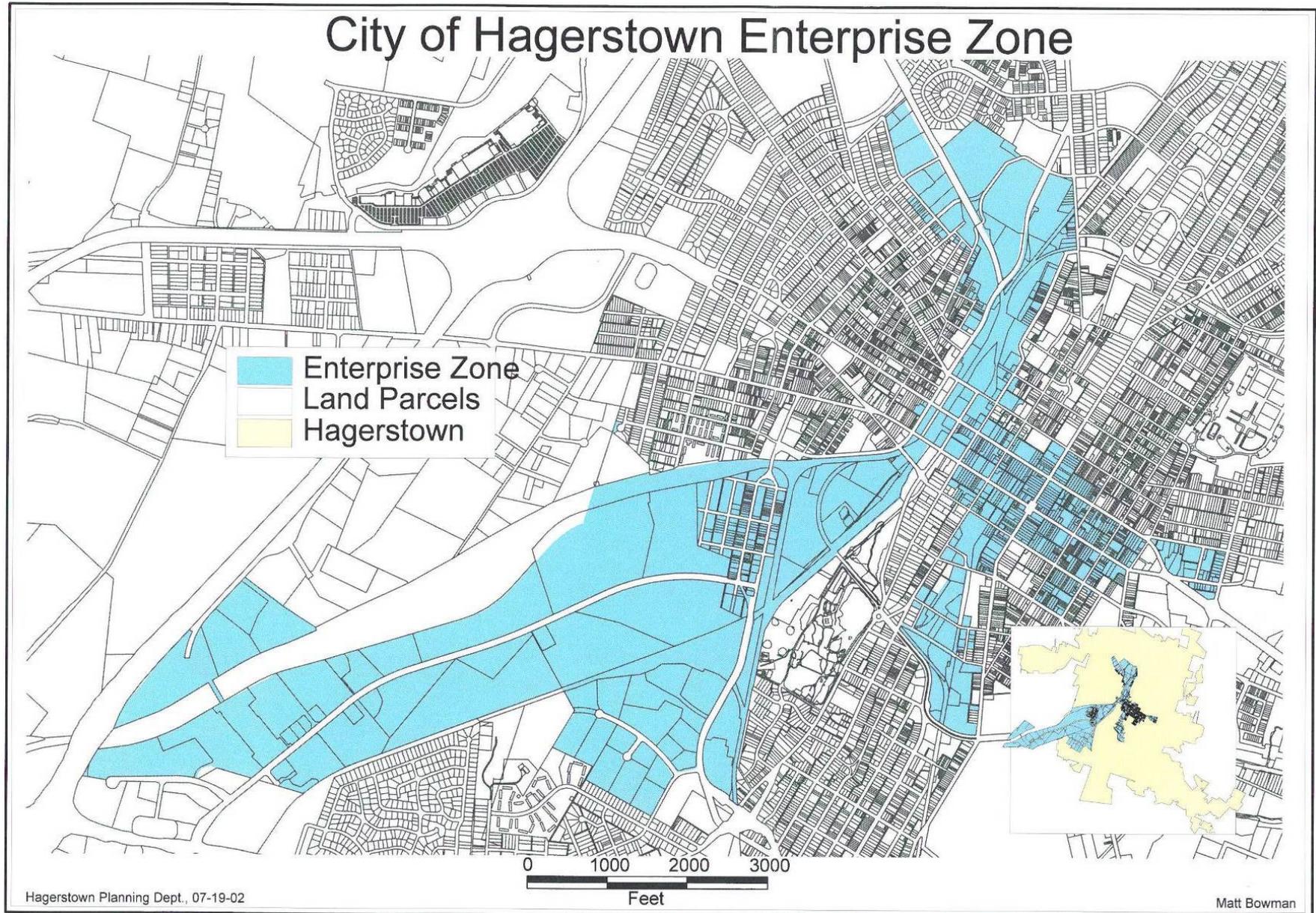


Figure A-1: Hagerstown Enterprise Zone

City of Hagerstown Sewer and Water Policy

Adopted February 24, 2004

Amended June 22, 2004

The City of Hagerstown will not extend water or sewer services beyond the Hagerstown Urban Growth Area as defined in the City's Annexation Policy, and shall not allow new connections to the existing lines located outside the Hagerstown Urban Growth Area. The following exceptions may be granted:

1. The governing health authority has provided a request with documentation or certification to the Water and Sewer Department that, to obtain a water service connection, the existing private water system for an existing dwelling or nonresidential building has been condemned and a reasonable alternate system is otherwise not available. Service approved by the Water and Sewer Department using this exception is contingent upon acceptance and signing of a service contract by the owner providing for the allocation of costs of extending and maintaining the service to the property and that such service shall be subject to all applicable policies, procedures and practices.
2. Upon the recommendation of the City Water and Sewer Department Manager to, and approval by, the Mayor and Council, a system extension would provide a vital improvement or enhancement to the operation or efficiency of the water or sewer system.
3. A lot of record existing prior to February 24, 2004, which does not have an existing plat showing that water may be derived from a well located on said lot and which is contiguous to a right-of-way containing a City water line that was in existence at the time the property became a lot of record may apply to the Water and Sewer Department for approval of one water service connection for the lot of record. Any requirement the Water and Sewer Department may determine is warranted, will be given with the following limitations and conditions: a) the maximum allocation shall not exceed two hundred (200) gallons per day or one dwelling unit; and b) service is contingent upon acceptance and signing of a service contract by the owner providing for the allocation of costs of extending and maintaining the service to the property and that such service shall be subject to all applicable policies, procedures and practices.

Housing and Neighborhoods Element

Excerpts from the 1997 Hagerstown Comprehensive Plan.

Neighborhoods

Public actions and programs that should be undertaken for the City's neighborhoods are the following. The numbered sections refer to the numbers on the Index of Neighborhoods (Figure 6).

1. Mack Truck. The Mack Truck area is outside the corporate limits, west of Pennsylvania Avenue, and is an important gateway to the City. It is dominated by the Mack Truck plant, the largest industrial establishment in the Hagerstown area. In the southeast corner is the Rest Haven Cemetery. A commercial strip, including the moderate-sized, rather attractive, Fountain Head Shopping Center, runs along the west side of Pennsylvania Avenue. The campus of the Hagerstown Business College, a few small freestanding office buildings, and a small residential area are located just to the west of the commercial area. The area is seriously affected by the commercial area and traffic congestion on Pennsylvania Avenue.

No changes in the general land use pattern are proposed. Commercial activities should continue along Pennsylvania Avenue, and the Mack Truck property will presumably stay in the ownership and control of the company. Action programs should focus on Pennsylvania Avenue, upgrading its image as a commercial corridor serving the northern part of the metropolitan area and as an entrance to Hagerstown, and improving its traffic-carrying capacity. While recent improvements have decreased traffic congestion in this area, traffic flow would be further enhanced if Washington County and the State Highway Administration designated Pennsylvania Avenue a limited access road and property owners were encouraged to reduce the number of entrances to their property from Pennsylvania Avenue.

A study should develop design standards for the gateway at Pennsylvania Avenue and Northern Avenue, providing a pleasing visual introduction to Hagerstown.

2. Fountain Head Heights. This area lies north of the City boundary between Pennsylvania Avenue and the north-south CSX Transportation Company branch line. It consists mainly of a large single-family residential neighborhood surrounding the Fountain Head Country Club. A strip of commercial activities runs northward along Pennsylvania Avenue in the northwest corner of the neighborhood and other commercial activities face on Northern Avenue along the southern edge.

This community is quite stable. It was built over a period of time, but houses are well maintained. The only potential blighting factors are the commercial area in the northwest and the heavy traffic on Pennsylvania Avenue and Northern Avenue, where traffic has increased since completion of Eastern Boulevard. Fountain Head Heights lies in the growth corridor running toward the airport, but is largely developed.

No public action by the City is needed, although comments above relating to the Pennsylvania Avenue strip apply to this neighborhood.

3. Terrace North. Terrace North lies east of the CSX Railroad line (north branch) and north of Northern Avenue on both sides of Leitersburg Pike (Maryland Route 60). It contains a cluster of nonresidential uses at the intersection of Potomac Avenue, Leitersburg Pike, and Northern Avenue, including the Longmeadow Shopping Center, a large church, and a parochial high school. Other commercial activities are located along Northern Avenue west of the shopping center with offices along Leitersburg Pike north of the center. Scattered single-family houses on fairly large lots extend northward and northwestward from the shopping center.

The neighborhood is largely in good condition and stable. Some of the commercial facilities along Northern Avenue may have an adverse impact on adjacent residences.

The land east of Leitersburg Pike is known as the Shank Farm and until recently was under agricultural cultivation. The County zoning is commercial and high-density residential. In 2001, the City annexed 91.114 acres of the Shank Farm with C1, C2, R2, and R3 zoning to be consistent with County zoning. In 2002, the City annexed the newly developed 28-acre YMCA parcel on Eastern Boulevard North with A zoning to be consistent with County zoning. The U. S. Postal Service has purchased land on Leitersburg Pike across from Long Meadow Bowl. The County's draft Comprehensive Plan identifies commercial and low- and high-density residential for this area.

The continued viability of the Longmeadow Shopping Center is an important concern for this neighborhood, as well as the other neighborhoods in the northern part of the Hagerstown metropolitan area. As Hagerstown's oldest suburban shopping center (1956-58), Longmeadow has all the challenges associated with a maturing infrastructure, site plan layout, and tenant configuration. Special attention should be given to recruiting desirable new community services to fill the storefront vacancies and to assisting the property owner with site plan upgrades.

4. Carroll Heights. This neighborhood is at the northwestern corner of the City, and includes the Carroll Heights residential neighborhood and some newer townhouse development at that neighborhood's southern edge, commercial development along Pennsylvania Avenue, and a large institutional campus containing the North Hagerstown High School, Northern Middle School, Fountaindale Elementary School, the Western Maryland State Hospital, and the Coffman Health Center. A small residential neighborhood occupies the area immediately south of the campus.

The residential section west of Pennsylvania Avenue comprises moderate-cost, primarily single-family homes. It is relatively stable: houses are small and well-kept. There are no schools within this section. The closest elementary schools are Salem, south of the Conrail line along the south edge of the neighborhood, and Fountaindale, east of Pennsylvania Avenue. There are no recreational areas except the very small Hamilton Park Playground. There is no access to the south or west; the closest access southward is an underpass under the Conrail line at Mitchell Avenue, in the Mitchell Avenue

Neighborhood. This railroad is a major barrier between Carroll Heights and the West End.

The portion of this neighborhood to the east of Pennsylvania Avenue is primarily the campus of the high school, middle school, elementary school, and the State Hospital. This area is unlikely to change, except for future recreation development in Mills Park and expansion of medical facilities related to the State Hospital. A buffer area should be preserved along the portion of Hamilton Run which runs through the northern portion of this area.

Areas in the immediate vicinity of Pennsylvania Avenue suffer from impacts of traffic and nonresidential activities along the Avenue. Although impacts of the railroad are not evident in terms of blight, the CSX and Conrail lines form a serious barrier to east-west movement between the West End, Carroll Heights, and the North End.

This neighborhood is zoned R1 and R2, reflecting existing development. No change in zoning is indicated.

5. North End. The North End lies above the CSX line that crosses the City about ten blocks north of the downtown area and east of the CSX line that runs northward from central Hagerstown. This area, which includes the Oak Hill Historic District, is comprised primarily of detached single-family houses, ranging from moderate-sized to very large. There are some historic apartment buildings. The area was developed in the first half of the twentieth century and houses are built in a variety of styles that were popular in that period. Houses and amenities are in excellent condition. This neighborhood is unlikely to change for many years, although some larger houses may be subdivided into apartments.

The North End is served by the Potomac Heights Elementary School, three churches, and the Longmeadow Shopping Center, immediately to the north. While a few isolated commercial activities are located in the southwest and southeast corners of the area on Pennsylvania Avenue, Prospect Avenue, and Potomac Avenue, the neighborhood is virtually all residential.

This neighborhood is highly stable and in excellent condition. Little public action is called for except the maintenance of services. However, a greenway should be maintained along Hamilton Run, either through floodplain regulations or a required setback from the stream.

Newer single family residential development has occurred in the northeast quadrant of this area, which is bounded on the east by Eastern Boulevard. This includes Potomac Manor, a single family subdivision, the majority of which lies outside municipal boundaries. A recently annexed property, Hillside Manor, consisting of seventy two single family lots, will be adjacent to and have access onto Eastern Boulevard. Once these two developments are complete, this area will be effectively built out.

6. Mitchell Avenue. This small area is bounded by Norfolk Southern, Pennsylvania Avenue, and residential areas in Carroll Heights. It is entirely nonresidential, a mixture of commercial and semi-industrial uses, including substantial amounts of unused or underused land and buildings. A particular challenge for this area is the 19-acre Central Chemical superfund site.

If adverse effects on adjacent residential areas can be minimized, this neighborhood can be an appropriate small employment center, providing good accessibility from residential areas. Economic development efforts should aim for the optimal use of the industrial land and buildings in this section, and planning attention needs to be given to traffic control, off-street parking, maintenance of buildings, and the provision of buffer areas along residential edges. The regulations of the IG (Industrial General) zone have been amended to assure the compatibility of industry in locations, such as these, which are near residential areas.

From November 2002 to June 2003, the City and a team of consultants worked with a Future Land Use Committee of concerned citizens and resource people to devise a re-use plan for the Central Chemical Superfund site. This project was funded by the EPA's *Superfund Redevelopment Initiative Pilot* program. The Committee held six working meetings and three public meetings as they analyzed the conditions of the site and the surrounding neighborhood, assessed the potential impacts of various re-use alternatives, develop a clean-up plan for the Central Chemical Superfund site which will accommodate the community's re-use goals for the site. On July 1, 2003, the Future Land Use Committee presented their final report to the Mayor and City Council.

The following re-use plan is recommended for the Central Chemical Superfund site: a light industrial park (such as the Hagerstown Business Park) or an office business park (such as the MKS Business Park) with a natural buffer area along the residential neighborhoods to the north and west. The buffer area should include native woodlands and trails. It was determined that these uses would best serve the community, because the uses would not generate adverse impacts on the surrounding residential community and would create new jobs for community residents and new tax revenues for the City.

The design study for the Pennsylvania Avenue corridor should include both Pennsylvania Avenue and Burhans Boulevard through this area. It should include design standards for the roadway and access to it, to assure the efficient flow of through traffic as well as relatively high volumes of traffic to and from the employment facilities here. In addition, the Mitchell Avenue underpass needs to be upgraded to enhance this connection to the west.

7. West End. This is a very large residential area, taking up the western section of Hagerstown beyond the combined railroad just west of Downtown, south of the Conrail line, north of Wesel Boulevard and west of Burhans Boulevard. Several major thoroughfares Salem Avenue (Maryland Route 58) Burhans Boulevard (U. S. Route 11), Franklin Street and Washington Avenue (U. S. Route 40), Washington Street (Maryland Route 144), and Marshall Street (a minor thoroughfare leading to Maugansville) traverse this area, providing, on one hand, good accessibility and, on the other, blighting effects of

heavy traffic and nonresidential development. In closer-in sections housing is quite old, dominated by rowhousing and small-lot detached housing, most of it very well kept, but in a few cases showing incipient blight. In the more western sections housing is newer, in better condition, larger, and less dense. Westview Homes, a 210-unit family public housing project, is located at the south edge, south of Washington Street. Like most housing in Hagerstown, it appears to be well-maintained and in good condition.

The neighborhood includes a number of institutions, including nine churches. A campus in the northwest corner accommodates Western Heights Middle School and the Marshall Street Education Center. The Salem Avenue Elementary School serves the outer sections; the Winter Street Elementary School serves the inner areas. Two large parks, Hellane Park and Rockwillow Park, occupy 25 acres of land on both side of Salem Avenue near the corporate limits, and two small parks serve two small neighborhoods south of Washington Street on either side of the CSX line (west branch).

Industrial areas lie along the Conrail line along the neighborhood's northern edge and the CSX line on the southern edge. Scattered commercial areas and individual commercial uses form corridors along U. S. 40, Maryland 144, Maryland 58, and U. S. 11.

Land use patterns are not likely to change substantially, but efforts should be made to reduce land use conflicts between residential areas and the scattered commercial development along the major thoroughfares. The current zoning is rational and appropriate: R1, R2, and R3, reflecting current residential densities, plus small areas of C1 for neighborhood shopping.

The major thoroughfares that traverse this area (Salem Avenue, Franklin Street, Washington Avenue, Washington Street, and Burhans Boulevard) provide both good accessibility and the blighting effects of heavy traffic and nonresidential development. Continuing design studies for these thoroughfares should aim for easy traffic flow and minimization of adverse impacts on residences.

Institutions in the neighborhood should be maintained. They provide open space and services for the residents. Special attention should be given to retaining the Winter Street Elementary School as a community center and resource. Recreation facilities should be located in Rockwillow Park to serve the surrounding residential neighborhood.

In general, this community, especially the eastern portions of it, merits attention from the City in terms of the maintenance of neighborhood services and housing assistance programs. Better traffic operations are needed along the thoroughfares, especially Burhans Boulevard. The Mitchell Avenue underpass needs to be upgraded to enhance this connection to the north. A new transportation link between Marshall Street and Salem Avenue in the northwest section of the West End would help to remove commercial traffic from the neighborhood streets in this area. The impacts of the railroads need to be ameliorated through improved buffers, although the CSX line on the northern boundary is effectively separated from residences by the commercial, industrial, and industrial uses along it.

A small section at the south end of the neighborhood includes a residential neighborhood of smaller houses in moderately good condition and the old roundhouse. City action in the residential section should consist of rehabilitation assistance to the residents through special financial programs and rehabilitation of the small playground. The roundhouse area could be redeveloped as either a commercial or an industrial area if sufficient access can be provided. If industry is the best use, the current IG zoning will be appropriate. This section also will be the location of at least part of a connection from Wesel Boulevard to downtown. This route could provide the needed access for commercial or industrial uses.

The zoning pattern here appears to be appropriate, but Hagerstown should consider the annexation of the land east of Interstate 81, to permit better land use control in these sections. Washington County's *Highway Interchange Study* of 1993 provides land and zoning proposals for the interchanges of Marshall Street, Salem Avenue, and U. S. Route 40 with I-81, all just outside the corporate limits. The study recommends mapping of the new HI zoning district, permitting commercial and industrial uses, through a large area encompassing these three interchanges.

8. Jonathan. This small neighborhood lies just north of Church Street, south of the CSX line (east branch), west of Suter Avenue and Boward Street, and east of the combined rail line that traverses the western end of downtown. It contains some of the poorest housing conditions in Hagerstown and relatively high indicators of low income and family instability. It is a mixed-use area, with industry along the railroad on the west edge, industry in the north, some commerce, and a number of churches. The eastern section includes some publicly assisted housing: Douglass Court, with 30 public family units, Bethel Gardens, a 96-unit assisted complex, and Parkside, a 39-unit public family housing project. All of these are at moderate density. Several public services are located here, including a small playground, Wheaton Park, and a community center.

The principal attention to this area should be to the residential conditions and the improvement of public social services to the predominantly lower-income population. A full range of housing programs should aim for improvement in structural condition and increased home ownership. Services should include those relating to job training, parenting, recreation, day-care, and other support, operating from institutions in the neighborhood. Wheaton Park should be rehabilitated and a survey should seek neighborhood residents' comments on needed additional facilities.

The current zoning appears appropriate. This may be an appropriate area to designate new C1 districts for neighborhood services. Standards of the IR (Industrial Restricted) district should be carefully maintained, to limit impacts on the residential area.

9. Broadway. This area is north of Downtown (Church Street is its southern boundary), south of the CSX line (east branch), and east of the Jonathan Street Neighborhood, including the frontage of Potomac Street and a small residential section centering on Broadway. It is dominated by large houses on very large lots along North Potomac Street in the Potomac-Broadway Historic District. The residential section centering on Broadway also contains middle-sized to large nineteenth century houses. This area is of

mixed use, although structures are almost exclusively residential types. The eastern section contains houses from small to large in size, older, and historically significant. These appear to be, for the most part, in very good condition. Some of the larger houses on Potomac Street and Oak Hill Avenue have become professional offices, bed and breakfasts, and other nonresidential uses.

This area has great potential as an in-town middle- to upper-income neighborhood. Homes have been well maintained over the years and many are spacious and attractive the type of structures that have drawn middle-income families to such areas as the Oak Hill neighborhood and downtown Frederick. Because of its proximity and connections to downtown, the residential areas to the north, and to future development at the Fairgrounds, the protection of this neighborhood is vital to the revitalization of central Hagerstown. The historic structures should be carefully preserved, and a plan or guidelines for streetscape enhancements should be prepared. These would not have to be extensive or expensive.

There is a danger that the large lots and houses along Potomac Street will be altered in such a way that the area loses its character: in many cities large front yards like these are developed, losing the open space and unique quality of the houses and sites. It is notable also that these houses are adjacent to less well-maintained portions of the Jonathan Street neighborhood.

The zoning of this area should be maintained and the historic district should be carefully preserved.

10. Fairgrounds. This area includes the Fairgrounds and residential areas to the west and south, extending eastward to Hamilton Run. It also includes the Jefferson Boulevard corridor, with its commercial strip and higher-density housing, and two churches.

The 68-acre Fairgrounds property is owned by the City of Hagerstown and is presently occupied by facilities of the old fairgrounds: a racetrack with grandstands and storage and other supporting facilities. A portion of the property has been leased to a private, nonprofit organization for the purpose of developing an ice rink.

The residential neighborhoods south and west of the Fairgrounds proper are predominantly smaller, older houses north and south of Jefferson Boulevard. A small neighborhood to the west has characteristics similar to those of the Broadway area: historic rowhouses, generally well maintained. The Municipal Golf Course is at the southern edge. Reed Park is a neighborhood playground that has minimal facilities in poor condition, and Funkhouser Park is on the eastern edge. A commercial strip with a mixture of uses runs along Jefferson Boulevard (Maryland Route 64), a block south of the Fairgrounds.

The Comprehensive Plan recommends that a plan be developed for the remainder of the Fairgrounds property. This plan should identify the types of passive and active recreation uses to be developed in the future. An important component would be active recreation facilities for the surrounding community, integrated with the Hamilton Run Greenway.

Access to the Fairgrounds must be studied; it will probably occur mainly on Cannon Avenue, Fairgrounds Avenue, and Security Road, and design studies should assure that residences along these streets are not affected negatively.

Support and assistance for repair and renovation should be offered in the residential neighborhoods south and southwest of the fairgrounds. Reed Park and Funkhouser Park should be rehabilitated—Reed Park as a playground for smaller children and Funkhouser Park in its present use. Traffic on Jefferson Boulevard and the minimization of impacts from nonresidential uses along it will be problems in the future, and design studies should focus on easing traffic flow and eliminating safety hazards.

11. Pangborn. This neighborhood extends eastward from the Fairgrounds Neighborhood. It is bounded by Hamilton Run on the west, Manor Drive on the south, Antietam Creek on the east and the CSX line (east branch) on the north. It includes some areas outside the City limits in its northeastern corner. Land uses are varied, with residential neighborhoods on either side of Jefferson Boulevard in the western portion; industrial areas between Eastern Boulevard and Antietam Creek north and south of Jefferson Boulevard; single industries in the northwestern and northeastern corners; Pangborn Park, Funkhouser Park, and the Municipal Golf Course along Hamilton Run; and commerce along Jefferson Boulevard. South of Jefferson Boulevard and east of Eastern Boulevard are the MKS Business Park and other business sites.

This neighborhood includes some areas outside of the City limits in its northeastern corner. Residential areas are quite sound, and little public action is needed here.

To ensure consistency in land use policy and to create more logical boundaries for the provision of public services, areas adjacent to the City in this neighborhood should be annexed to cover an area extending to the east frontage of Eastern Boulevard probably to Antietam Creek south of the railroad. An area plan should determine areas to be zoned R1, R2, R3 and IR. Generally, the areas north of Jefferson Boulevard should be residential, those to the south should be restricted industrial east of the Eastern Boulevard frontage and residential on the Pangborn Boulevard frontage and westward.

A major part of the Pangborn Company parking lot is unpaved and unsightly. Runoff from the parking lot runs into Hamilton Run. The plant itself is very attractive, and the park next to it is a unique urban asset. The Pangborn Company should be encouraged and assisted if possible in improving this lot. A prime objective of City and community action in this area will be the preservation of land along Hamilton Run, perhaps as part of a project to improve the parking lot.

The MKS Business Park and the area north of it between Eastern Boulevard and Antietam Creek offer a prime area for small- to medium-size offices, and similar activities, made more accessible recently by the completion of the Eastern Boulevard-Memorial Boulevard connection, which provides a route to employment activities in the southern part of the City. Attention should be given to assurance of attractive and functional development of employment facilities on both sides of Eastern Boulevard and provision of a buffer between this employment area and the neighborhood to the west.

The area along Antietam Creek in this section should be reserved as a natural greenway with a trail.

12. Downtown. This is a complex area, containing many uses and activities. It has been delineated for planning purposes by Church Street on the north, Cannon Avenue on the east, Baltimore and Antietam Streets on the south, and the main railroad line on the west.

Downtown includes the City and County government headquarters, retail stores, offices, fifteen churches, and public and private services, including the County Library and the central Post Office. Most of the larger-scale buildings date from the industrial boom era of 1880 to 1930, and many are of particular historic interest. There is great potential for rehabilitation and adaptive use of a number of large older buildings. The Public Square, at Washington and Potomac Streets, is the physical center of Town, with an open space centered on the intersection. At the present time this square is divided by heavily trafficked streets, which diminish its effectiveness as an open space.

Downtown contains a considerable amount of housing: historic rowhouses and a variety of other types. There are five public and publicly assisted projects in the area, all for elderly persons: Alexander House, a 95-unit conversion of a downtown hotel; Potomac Towers North and Potomac Towers South, high-rise public housing with a total of 326 units; Elizabeth Court, another publicly assisted complex with 111 units, and Walnut Towers, a 150-unit public housing project.

The entire commercial core is a historic district.

Downtown is plagued by heavy traffic, especially on Washington and Franklin Streets, the one-way pair carrying U. S. Route 40 through the City. Bypasses, or at least alternative east-west routes are badly needed, as well as a downtown truck bypass.

Areas south of Antietam Street provide good development potential in underused buildings and land if additional activity can be attracted to the downtown. One large high-rise apartment house is located here, as well as a mix of nonresidential-type structures.

The three principal land use issues in this area will continue to be the following:

- • The reduction and control of traffic: minimization of through traffic, especially trucks, and the accommodation of traffic with destinations in downtown.
- • The identification and attraction of additional economic activity in competition with outlying shopping centers and business locations. A good overall strategy in downtown revitalization is to upgrade the business areas; without this, adjacent residential areas will not rehabilitate.
- • The development of infill sites and the adaptive reuse of underutilized historic buildings.

A full range of physical improvements should be made on an incremental basis to the downtown area in accordance with the Downtown Enhancement Plan. These should be aimed at improving the downtown's image and attractiveness through traffic calming measures, gateway and pedestrian enhancements, and improvement of public parking facilities. The City should support and encourage activities which bring people downtown, such as appropriate retail facilities (see the economic development proposals, above), the proposed School for the Arts and the Arts Center projects, additional cultural facilities in the Arts and Entertainment District enhancements to existing destinations such as the Central Library and the Miller House, and special events. Links from downtown to such attractions as the City Park and Fairgrounds Park should be considered. Types of links could include open space greenways and distinctive sidewalk treatments. Pedestrian links to the Jonathan Street and Potomac-Broadway neighborhoods should be improved in these ways. The old railroad station should be studied as a possible visitor center and terminus for MARC trains in the future, and this possibility should not be foreclosed.

The quality of the existing downtown housing stock must be maintained and improved. Additional downtown residences should be encouraged: rehabilitated townhouses, conversions of larger non-residential buildings to apartments, upgrades to existing vacant upper floor apartments, and creation of mixed-use buildings with apartments over retail and service uses. Opportunities for middle- and upper-income housing should be explored to balance the existing lower-income housing base. Opportunities to create artist housing in the Arts and Entertainment District should be explored.

Traffic improvements must enhance access to downtown while discouraging or re-routing through traffic. Antietam Street should be redesigned at its east end to provide good access to the Dual Highway and its traffic-carrying characteristics should be improved where this can be done without harming the historic buildings along it. An eastern link to Dual Highway should also be studied for Church Street, to permit traffic from Salem Avenue and Marshall Street to bypass the core area and to function as a feeder to downtown activities. The Cannon Avenue-North Avenue link from Dual Highway to Potomac Street and Jonathan Street/Pennsylvania Avenue needs to be studied further as a minor downtown bypass. A Maryland Avenue extension to the downtown should be studied to facilitate the establishment of a downtown truck bypass route.

Safe and attractive parking areas, as proposed by the Downtown Enhancement Plan, should continue to be developed and expanded as opportunity permits. Businesses should be encouraged to establish attractive secondary entrances toward the rear where parking has been established.

The form and character of areas in the interior of the downtown area's large blocks needs to be designed, aiming for a solid street facade with passageways and alleys to the interior. Interior areas would accommodate parking, secondary entrances to stores, and possibly other activities, such as alley shops. Construction should be permitted on air rights over the interior alleys, providing opportunities for additional commercial space and an incentive for private improvements.

A prime task for the downtown is to establish and maintain an attractive image. This includes the actions discussed above, additional landscaping and streetscaping, the improvement of downtown's gateways—especially on U. S. Route 40—and continuing restoration of the historic buildings and spaces.

13. Locust Point. This neighborhood lies south of downtown, bounded by Baltimore Street and Memorial Boulevard, Mulberry Street and Holburn Avenue. It is an area of mixed use, with commercial, residential, and industrial uses, bisected by Potomac Street (Maryland Route 65 to Sharpsburg) and the CSX line (south branch). There is a substantial amount of vacant land (although much of this is used for parking) and there are several underused buildings in this area. A small residential area in the eastern portion contains modest single-family houses, some in poor condition. The Bester Elementary School serves this and nearby areas and provides open recreational space.

Many underutilized buildings in this neighborhood are of historic or architectural interest. A design study similar to that being carried out for downtown should be prepared for this area, which has great potential for in-town activity of all kinds because of its central location. This study would not have to be as extensive as that of downtown, but it should recommend street and parking designs and uses for buildings and sites that are not underutilized. This neighborhood will benefit from City assistance in rehabilitation and the maintenance of services at a high level. Special attention should be given to the development potential of its underutilized land and buildings.

14. Medical Center. This limited area includes the Washington County Hospital, its parking areas, nearby doctors' offices and clinics, and other small employment facilities. Presumably, the medical facilities in this area will need space for expansion here, and it will continue to be a medical cluster. The City may need to carry out street improvements for better access and increased traffic. A design plan should be prepared to show how the area can accommodate the medical and related facilities in a functional and attractive way, to provide a basis for future capital improvements.

15. Dual Highway. This area covers strip development along Dual Highway (U. S. Route 40) from the eastern edge of downtown to Edgewood Road. It is very largely commercial, with several motels, restaurants, small shopping centers, and scattered residential clusters. There is one large low-income garden apartment complex between the Pangborn School and the Municipal Golf Course. A few single-family areas still exist along Dual Highway in this neighborhood; these are for the most part outside the City's corporate boundary.

The Dual Highway neighborhood is particularly important as a gateway to Hagerstown from the east. Traffic is heavy at times, and there are potential congestion points at major intersections, such as Edgewood Road, Eastern Boulevard, and Mount Aetna Road. Continued attention by the City, County and State Highway Administration will be necessary to improve the traffic operations characteristics of Route 40. The City's other principal concerns should be for the visual aspects of the area, to present an attractive entrance to the City and for conflicts between residential areas and the commercial and light-industrial activities.

At the present time, this section presents a chaotic and unattractive introduction to Hagerstown at its most important entrance. The City should consider annexation of areas that are still outside the City. Design guidelines should be developed to permit the gradual improvement of visual aspects of the Dual Highway frontage and to provide access controls for safety and convenience.

Traffic operations improvements should be studied for the whole length of Dual Highway to minimize hazards and congestion at intersections and other access points.

16. Wesel Boulevard. This area, covering the southwestern extremity of the City, includes most of the incorporated area southwest of Burhans Boulevard. It contains the very large vacant areas along Wesel Boulevard between the CSX (west branch) and Conrail railroad lines. Virginia Avenue runs through its southeastern section. It comprises largely commercial, industrial, and vacant land designated as commercial or industrial. A large commercial concentration at the intersection of Wesel Boulevard with Halfway Boulevard extends northeastward into the City. While some of the vacant land on both sides of Wesel Boulevard has problems of soil contamination from its former railroad use, it is relatively level, open land, with good highway and railroad access.

South of the Conrail line are two distinct areas: an industrial section in the northeast and a residential area that includes Noland Village, a public housing complex, in the southwest. This residential area borders the unincorporated community of Halfway, just outside the Hagerstown City limits. It consists of single-family houses and townhouses at a low density, and appears well kept and in good condition, including the public housing. Noland Village is a low-density, 250-unit public housing complex built in the mid-twentieth century. It is in good condition. It contains one small park, maintained by the City housing authority. The playground should be rehabilitated for the use of children in the housing complex.

Virginia Avenue, running through this area, carries regional traffic as U. S. Route 11; a number of commercial facilities are located along the route.

Continued light industrial/business development will be encouraged on moderate-sized lots in the Sweeney Drive area north of Noland Village.

The City should work with the County to assure that traffic can be accommodated in the Valley Mall area, outside the City limits. This will affect the development of the Wesel Boulevard area.

This area is a gateway to Hagerstown on both Wesel Boulevard and Virginia Avenue (U. S. Route 11), and appropriate design treatment should be studied, in particular, for the area at the intersection of Virginia Avenue and Wilson Boulevard/Burhans Boulevard, which affords views of the southwestern part of Hagerstown.

17. South End. This is a largely residential neighborhood, but also includes the City Park at its northwestern corner. The Prospect Street Historic District, extending for two blocks along Prospect Street, includes a distinctive group of large historic houses, many of them converted to offices, clubs, and apartments. The main residential area, between

Virginia Avenue and the CSX line (south branch), has a gridiron street pattern, and contains a mix of small- to moderated-sized detached single-family houses and three churches. Condition ranges from fair to excellent. There are no parks or schools within this residential section, but it is immediately across the street from the City Park and just north of the South Hagerstown school campus, which includes South Hagerstown High School, E. Russell Hicks Middle School, Emma K. Doub Elementary School, the Career Studies Center, an Alternative School, and Doubs Woods Park. A former public school is now a private school facility. Industrial facilities line the CSX Railroad at the extreme northeast edge of the neighborhood. One large multi-story apartment structure and an old industrial building are located just west of City Park.

The Prospect Street Historic District should be carefully maintained. Because many of these houses are too large to be used practically as single-family homes, conversions to offices and apartments should continue to be permitted. Regulations should permit nonresidential uses only in existing structures. Demolition of any of these structures should be strongly discouraged.

Issues for this neighborhood will include home and street maintenance and the provision of services. Since City Park is across a major thoroughfare, a playground for smaller children might be appropriately located in the middle of the residential section east of that Park to permit pedestrian access for children and parents. Park Circle should be redesigned to improve traffic flow and safety.

18. Rose Hill. This neighborhood consists mainly of the Rose Hill Cemetery, plus a small public housing project of 125 family units on Frederick Street (U. S. Route 40A, the Old National Road) on the edge of the Cemetery, housing along Frederick Street, and a mixed-use section on both sides of Frederick Street north of Memorial Boulevard. A small area on the railroad spur at the southeastern edge of the cemetery is industrial. The residential section consists of single-family houses in fair condition; the mixed-use area has retail and office commercial elements.

The Rose Hill Cemetery is a stable use in this area, providing permanent open space. Other sections of this neighborhood may be subject to blighting influences; attention should be given to maintenance and rehabilitation, especially of the Frederick Manor complex, plus traffic flow on Frederick Street.

19. Industrial Park. This neighborhood extends southeastward from the downtown and medical center areas between Frederick Street (U. S. Route 40A) and Antietam Creek. It includes a variety of uses. The predominant activity is the industrial and other employment uses in the Hagerstown Industrial Park. A very large complex, operated by First Urban Fiber, is located at the intersection of Eastern and Memorial Boulevards. There are a number of commercial activities along Frederick Street. The headquarters of the Washington County Board of Education, a planetarium, and Potterfield Pool, the City's public swimming pool, and Staley Park are located in the northern section, just south of Memorial Boulevard; the Municipal Stadium and Hager Park are just north of the Boulevard in this section. The City Farm, a City-owned vacant tract, is at the south end of this neighborhood.

Issues here will be traffic control and assurance of the continuing high quality of employment facilities and their environs. Frederick Street forms one of the City's gateways, and special attention should be given to improving its appearance. Another issue is the future use of the City Farm at the south end of the area. This is a strategic City-owned location that will include part of the proposed Funkstown Bypass. The Bypass will provide access to the tract, and its use will be a major decision in the near future. A design study should provide guidelines for future land use, the Bypass alignment, the future street pattern, and the protection of Antietam Creek. Uses for the City Farm should be studied carefully. The tract's proximity to the City's wastewater treatment plant and the large employment facilities to the north are possible negative impacts for residential development, but the residences on the west side and the location of the Funkstown community to the south make the site a good one for housing. A mixed-density residential development coordinated with the Bypass location would be the most appropriate pattern.

In particular, the City should reserve a greenway along Antietam Creek, including at least the 100-year floodplain, but extending beyond it in some areas. A trail could be developed in this reservation.

20. Doub. This area includes the very large South Hagerstown school campus, the South Hagerstown Shopping Center, and Doub Meadow, a low-density, 95-unit, publicly assisted housing area across Potomac Street from the school campus.

The area outside the City south of this neighborhood is prime for development. There are already some major employers, some of them taking advantage of visibility from Interstate 70, and the prospective construction of an interchange of State Route 632 with Interstate 70 will add development potential in this area.

The land use pattern here is unlikely to change. The South Hagerstown school campus is ample for any needed school expansions or additions. Attention will be given to traffic on Potomac Street (Maryland Route 65), Maryland Avenue (Maryland Route 632), Wilson Boulevard, and Oak Ridge Drive. The two latter streets will experience growing traffic loads as development continues on the vacant land to the south. A large shopping center is under consideration for land next to the intersection of Potomac Street and Oak Ridge Drive just outside of the southeast corner of this area. If developed, this will require upgrading of Oak Ridge Drive and probably the construction of the Funkstown Bypass.

South of this neighborhood, the County's *Highway Interchange Study* proposes that the area surrounding the interchange of Sharpsburg Pike with Interstate 70 be zoned HI-1 and HI-2 from Oak Ridge Drive to Poffenberger Road. There are already some major employers, and the shopping mall mentioned above is a likely new use. The City should work with the County government to maintain the high quality of new facilities here, and annexation of the area south to Interstate 70, and possibly to Poffenberger Road, should be considered.

21. Wilson. This area consists largely of residential areas on both sides of Wilson Boulevard at the south edge of the City. Included are older neighborhoods in gridiron patterns along the Boulevard, Woodcrest Village, a newer garden apartment complex at the east end near Frederick Street, and two churches. The area north of Wilson Boulevard is a mixture of older housing and older semi-industrial buildings, some vacant, largely in mediocre condition.

Future land use issues in this area will include the effect of increasing traffic on Wilson Boulevard and the deteriorating structures in the northern section. A design study should examine the mixture of residential and industrial uses south of Rose Hill Cemetery; this area is currently zoned IR, CD, R1 and IG. This incompatible mix needs to be rationalized: it may be that parts of the section should be redeveloped.

Just outside of the City limits are large quantities of vacant land, with scattered mixtures of uses. South of Oak Ridge Drive, on the north side of Interstate 70, are large, low-density high-quality employment facilities. Growth in this area will have strong impacts on the Wilson Boulevard area. The comments in the previous section apply here. The City should work closely with the County on controls in this section. Annexation should be considered.

22. Harrison Farm. This neighborhood is between Antietam Creek and the growing commercial frontage on Dual Highway. It is a strategic vacant tract; although it is zoned IR, its use has not been determined. It provides not only a development opportunity, but also the future route of the Funkstown Bypass, which will carry traffic around Funkstown from the west to the east or southeast. Antietam Creek runs along its western edge. The route of this bypass will need to take a number of factors into consideration, including the preservation of Antietam Creek. The Creek should be preserved throughout its length through other devices as well.

Current zoning of this area is IR. An appropriate use would be a large, single industrial or institutional occupant, developed in a campus setting. Studies of the use of this tract should continue: it could also be an attractive residential neighborhood.

23. Edgewood. This area lies along Dual Highway northwest of its interchange with Interstate 70. The land use in the area now is agricultural, commercial, and residential, with scattered subdivisions and freestanding retail and office establishments oriented to the highway.

This is a highly strategic area because of the large amount of vacant land, its accessibility to and from Interstate 70 via the interchange, and its status as a major gateway to Hagerstown. The City's incorporated territory forms a checkerboard in this section, making development control and provision of City services difficult. Zoning is a mixture of C2, C5, A, R3, and R1; County zoning, interspersed with these City categories, is the new HI district, permitting commercial and industrial uses. The area's future use and land use pattern will be a major issue. A detailed land use study should be done in cooperation with the County for this area, and consideration needs to be given to broader

annexation, to give Hagerstown adequate control over development in this important area.

24. U. S. Route 40 and Salem Avenue Area Neighborhood (West of Interstate 81).

This area is adjacent to I-81 and contains two interchanges at US 40 and Salem (MD 58). This is a mixed use area of residential, agricultural, and commercial. In 1998, the City annexed the 416.54 acre Groh tract with C4, C2, and A zoning to be consistent with County zoning and a development concept which was consistent with the County's Draft Comprehensive Plan: commercial along the interstate and US 40 and residential on the interior. Following the annexation, the Centre at Hagerstown shopping center was developed at the US 40 interchange. A mixed density PUD is being developed behind the Centre. West of this development, the Land Use Policy Area designation from the 2002 Washington County Comprehensive Plan is Industrial Flex. This encourages light industry, office, and business parks.

In 2003, the City annexed 4 separate tracts of land in the immediate proximity of the interchange at Salem Avenue (MD 58) and I-81. The Groh property, an "island" surrounded by Municipal boundaries and I-81 to the west, is part of a larger piece of property already within City limits. The R1 zoning designation was merely extended. There were no development proposals associated with this annexation. It has a Land Use policy area designation from the 2002 Washington County Comprehensive Plan of Low Density Residential. The other three tracts are all on the west side of I-81. The Land Use Policy area designations from the 2002 Washington County Comprehensive Plan are Industrial Flex and Low Density Residential. Industrial Flex encourages light industry, office, and business parks. The 6.44 acre Fulton property is located at the intersection of Salem Avenue and Broadfording Road and is zoned C2. The Interstate Trucking facility, an existing business located at 12821 Salem Avenue and totaling 10.66 acres, was zoned IR. A final tract, the Way of Truth property totaling 91.18 acres was zoned C4, R3, and R2.

A transportation design study for this area should include McDade Road, Broadfording Road, Salem Avenue (MD 58), and Maugansville Road. It should include design standards for the roadway and access to it, to insure the efficient flow of through traffic as well as relatively high volumes of traffic which will be generated from the recent commercial and residential development. Another major concern is the relationship these roads have with I-81, at the respective Salem Avenue and Maugansville Road interchanges. The study should be comprehensive and include the use and functionality of these interchanges. Currently, more than 130 trucks a day are using City streets to access I-81 South, due to the fact that the Marshall Street (Maugansville Road) interchange only allows partial access.

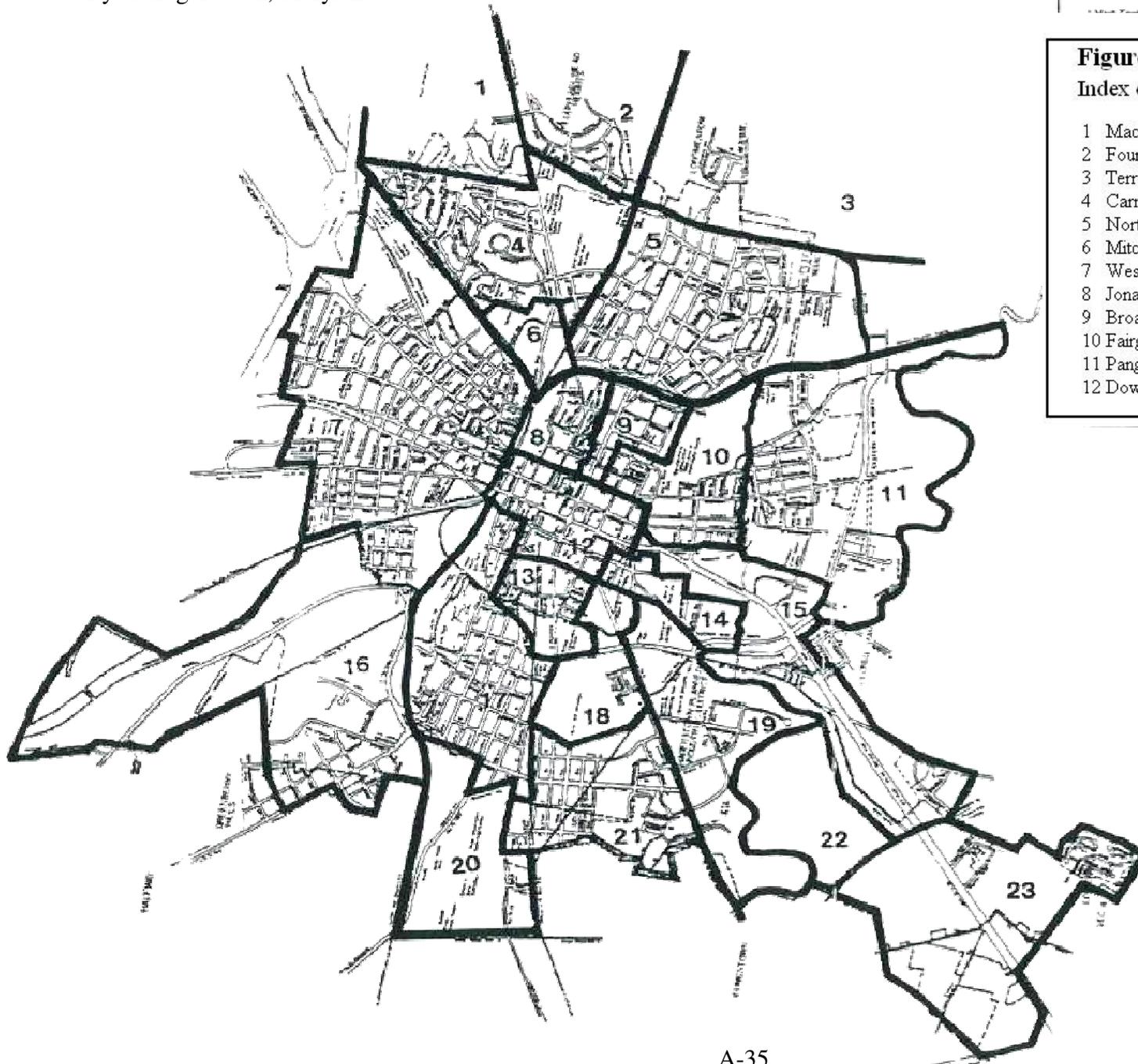


Figure 6
Index of Neighborhoods

1 Mack Truck	13 Locust Point
2 Fountain Head Hgts	14 Medical Center
3 Terrace North	15 Dual Highway
4 Carroll Heights	16 Wesel Blvd.
5 North End	17 South End
6 Mitchell Avenue	18 Rose Hill
7 West End	19 Industrial Park
8 Jonathan	20 Doub
9 Broadway	21 Wilson
10 Fairgrounds	22 Harrison Farm
11 Pangborn	23 Edgewood
12 Downtown	

Implementation

Introduction

The 2007 Comprehensive Plan Elements list numerous implementation actions necessary to transform the City's goals and visions into reality. This Implementation Element provides a framework for successful implementation. The table below summarizes the implementation actions from each Comprehensive Plan Element, lists the responsible City agency or agencies, and defines the timeframe in which the implementation action will be achieved.

The following abbreviations are used in the "Responsibility" column of this element.

ADM	City Administration
CC	Code Compliance
CA	Department of Community Affairs
CD	Department of Community Development
EcD	Economic Development Department
EI	Engineering and Inspection Department
F	Finance Department
FD	Fire Department
LI	Light Department
PL	Planning Department
PO	Police Department
PW	Public Works Department
PR	Parks and Recreation Department
WS	Water and Sewer Department

As described in the Plan Introduction, the following definitions are used in the "Timeframe" column in this element:

- 1 = Underway
- 2 = Immediate: 1-2 years
- 3 = Medium Range: 3-6 years

Table IM-1: Plan Implementation			
Implementation Action		Responsibility	Timeframe
2-1	Work with Washington County to coordinate planning efforts and to develop a joint annexation policy, including potential annexation of Washington County Regional Park and Black Rock Golf Course, as well as annexation incentives, as described in Action 2-2.	PL, EcD, ADM	2
2-2	Develop annexation incentives to encourage developed areas to annex into Hagerstown. Promote the benefits of annexation in all annexation discussions.	PL, EcD, ADM	2
2-3	Explore, with Washington County, cost-sharing strategies to provide revenue to the City in exchange for not requiring annexation in certain areas as a condition for the provision of municipal water and wastewater service.	ADM, PL, EcD	1
2-4	Develop small area plans for Special Planning Areas	PL	2
2-5	Monitor the status of vacant and underutilized land within corporate boundaries, and encourage its re-use and revitalization.	EcD	1
2-6	Pursue comprehensive rezoning to make the Hagerstown Zoning Ordinance and Map consistent with Future Land Use categories and the Future Land Use Map.	PL, ADM	2
2-7	Coordinate with Washington County to ensure that new development in the UGA is timed to match the availability of public facilities, including schools, roads, emergency services, and water and wastewater service.	PL, ADM	1
2-8	Pursue land use-related actions listed in other elements of this Comprehensive Plan, especially the Downtown, Housing and Neighborhoods, and Urban Design and Historic Preservation elements.	PL, Others	See other elements
3-1	Pursue zoning text changes to implement the Comprehensive Plan's recommendations for new Business-Employment, Mixed Use, and Downtown land uses.	PL, ADM	1
3-2	Encourage and facilitate the redevelopment of brownfield sites and explore the potential reuse of lands owned by railroads for appropriate non-residential uses.	EcD	1
3-3	Facilitate the creation of small-lot business parks and the re-use of underutilized properties to attract small businesses to Hagerstown.	EcD	1
3-4	Pursue regional economic development strategies and programs through continued cooperation with the Hagerstown-Washington County Economic Development Commission and other appropriate organizations.	EcD, ADM	1

Table IM-1: Plan Implementation			
Implementation Action		Responsibility	Timeframe
3-5	Consider using comprehensive redevelopment strategies such as the East End Redevelopment Plan as tools for promoting economic development in specific neighborhoods or areas.	PL, EcD, CD	3
3-6	Encourage additional downtown housing development—including owner-occupied and renter-occupied units—with a diversity of prices.	CD, EcD, PL	1
3-7	Implement the revitalization and development strategies and actions in the Downtown Element of this Comprehensive Plan.	PL, EcD, ADM	2
4-1	Continue to update and use the Sewer Capacity Allocation Plan (SCAP) until upgrades at the Hagerstown WWTP are complete.	PL, WS, ADM	1
4-2	Revise the Annexation Policy to reflect the Comprehensive Plan's changes to water and wastewater policies.	PL	1
4-3	Reduce Inflow and Infiltration into the sewage collection system by continuing ongoing repair efforts. Consider providing incentives for private developers to perform I&I reductions.	WS, ADM	1
4-4	Renew the Flow Transfer Agreement with Washington County and remove the "sunset" clause to make flow transfers permanent. Work with Washington County to fully implement the Flow Transfer Agreement.	WS, ADM	3
4-5	Investigate alternate ways to secure additional wastewater capacity.	PL, WS, ADM	2
4-6	Continue to update the Hydraulic Model to determine water system dynamics and deficiencies.	WS	1
4-7	Continue to monitor produced water and billed water to reduce the system water loss to 10 percent or less, per MDE policy.	WS	1
4-8	Continue to monitor average day and peak day water usage to better predict when it is appropriate to approach MDE for an amendment to the current water allocation.	WS	1
4-9	Implement practices that are protective of the Edgemont watershed and water quality.	PL, WS, ADM	1
5-1	Work with Washington County, the Towns, the State of Maryland, and HEPMPO to complete the transportation improvements identified in this Comprehensive Plan.	EI, ADM, PL	2
5-2	Work with Washington County to review County Commuter bus service in light of the Growth Management and Land Use Element of this Comprehensive Plan.	PL, EI, ADM	2

Table IM-1: Plan Implementation			
Implementation Action		Responsibility	Timeframe
5-3	Work with the Maryland Transit Authority to evaluate the need for expanded commuter bus service and additional commuter bus stops in Hagerstown.	PL, EI, ADM	3
5-4	Expand the City's pedestrian and bicycle infrastructure.	PL, EI, PR	1
5-5	Investigate the feasibility of alternate funding sources for transportation projects.	CA, EI, PL	2
5-6	Continue to require new development and redevelopment to include sidewalks that connect to existing sidewalks, especially where continuous sidewalks facilitate access to parks and schools.	PL, EI	1
6-1	Encourage the continued location and expansion of all levels of government and public uses in the downtown.	EcD, PL, ADM	1
6-2	Encourage revitalized downtown housing development with a diversity of price ranges.	EcD, PL, CD	1
6-3	Continue to work with organizations interested in the downtown.	EcD, PL	1
6-4	Strengthen downtown's role as a regional tourist destination by implementing the Heart of the Civil War Heritage Area recommendations.	PL, EcD, EI, ADM	1
6-5	Widen sidewalks in appropriate portions of the downtown.	EI	1
7-1	Work with Washington County to create a balanced regional housing approach.	CD, PL, ADM	3
7-2	Consider developing an Inclusionary Zoning program.	PL, ADM, CD	3
7-3	Continue rental registration and code enforcement efforts.	EI	1
7-4	Use Neighborhoods 1 st , the Livable City program, Comprehensive Neighborhood Revitalization, and other appropriate programs as tools for neighborhood revitalization.	CD, PR, EI, PL	1
7-5	Continue to support efforts to plant street trees and provide additional neighborhood parking facilities.	CD, EI	1
7-6	Explore zoning options to facilitate Comprehensive Neighborhood Revitalization, such as the establishment of an overlay zone or a new mapped district that reflects the lot sizes, setbacks, building heights, and other characteristics present in many of the City's older neighborhoods; and Moderate Density Residential and Mixed Use districts.	PL, CD, ADM	2

Table IM-1: Plan Implementation			
Implementation Action		Responsibility	Timeframe
7-7	Revise the subdivision and zoning ordinances to ensure that the layout, architectural, and other physical design elements of new development are compatible with existing neighborhoods.	PL, ADM	3
8-1	Consider extending streetscape improvements throughout the whole downtown and into the City's neighborhoods.	EI	1
8-2	Revise the Zoning Ordinance to create a Downtown (D) zoning district.	PL, ADM	2
8-3	Explore ways to add design and site layout flexibility to the Conversion District overlay zone.	PL	1
8-4	Consider developing a "pattern book" for the downtown and historic districts.	PL	3
8-5	Develop a signage ordinance for on-premise signs.	PL, ADM	1
8-6	Consider expanding the City's National Register Historic Districts.	PL, ADM	3
8-7	Investigate additional incentives to make rehabilitation and adaptive reuse more financially attractive.	CD, EcD, PL, ADM	1
8-8	Actively promote underutilized historic properties that already have wastewater allocations.	EcD, PL, CA	2
8-9	Develop a marketing program to tie nearby Civil War resources to the City's Civil War and other historic resources.	EcD, CA, PL	1
8-10	Explore ways to expedite the historic preservation designation review process.	PL	1
9-1	Establish a joint City-County Central Booking facility.	PO, ADM	1
9-2	Relocate and build new fire stations as shown in Figure 9-2.	FD, ADM	3
9-3	Work with Washington County Public Schools to identify potential sites for new schools in the City and Medium Range Growth Area. Consider the potential re-use of existing sites formerly owned by Washington County Public Schools that do not meet current site size criteria. Work with developers on acquisition of school sites when feasible.	PL, EcD, ADM	2
9-4	Develop a Parks and Recreation Master Plan to develop a vision for recreation, parks and open space in the City for the next 10 to 20 years.	PR, CA, PL, ADM	2
9-5	Develop new parks and open space areas—especially smaller neighborhood parks—in underserved portions of the City.	PR, EI, CD, ADM	3

Table IM-1: Plan Implementation

Implementation Action		Responsibility	Timeframe
9-6	Develop linkages between parks, such as the trails identified in the Transportation Element (see Action 5-4) or greenways and linear parks along Antietam Creek and Hamilton Run.	PR, EI, PL, ADM	1
9-7	Investigate potential locations for "pocket parks."	PR, EI, CD, PL	3
9-8	Consider developing an indoor recreation center.	PR, EI, ADM	3
9-9	Pursue formalized joint-use agreements with Washington County Public Schools to allow continued use of school property (especially recreational facilities) by the public.	CA, ADM	2
9-10	Support expansion of the Central Branch of the Washington County Public Library in Downtown Hagerstown.	EcD, PL, ADM	1
9-11	Establish a Combined 911 Center	FD, PO, ADM	2
10-1	Develop stream buffer and steep slope regulations.	PL, EI	3
10-2	Encourage the planting of native tree species in stream buffer zones.	PL, EI	3
10-3	Use the Forest Conservation Ordinance and work cooperatively with landowners and developers to identify priority areas for tree and forest conservation.	PL	2

Sensitive Areas and Mineral Resources Element

Introduction

The Economic Growth, Resource Protection and Planning Act of 1992 requires all comprehensive plans in the state of Maryland to include a Sensitive Areas element that describes, at minimum, protection for streams and stream buffers, the 100-year floodplain, steep slopes, and the habitats of threatened or endangered species. The Planning Act also requires a mineral resources element. This chapter describes environmental resources in Hagerstown, and establishes policies to balance the City's growth management goals with environmental considerations.

Goals

1. Continue to recognize and protect sensitive areas.

Sensitive Areas

Antietam Creek, shown in Figure 10-1, is Hagerstown's primary stream. More than three-quarters of the City's land area, and more than half of the land in the Medium-Range Growth Area are in the Antietam Creek watershed. Other portions of the City and Medium-Range Growth Area are in the Conococheague Creek and St. James Run watersheds. Hamilton Run and Marsh Run, both tributaries to Antietam Creek, also run through the City and the Medium-Range Growth Area. All of the streams in and around Hagerstown drain into the Potomac River.

Table 10-1 lists the amount of wetland and floodplain found in the City of Hagerstown and the Medium-Range Growth Area. As shown in Figure 10-1, floodplains are generally found along Antietam Creek and its tributaries (especially Hamilton Run and Marsh Run¹ outside the City), while wetlands are typically found near waterways and ponds. Figure 10-2 shows slopes greater than 15 percent in and around Hagerstown. Most steep slopes are found along the banks of Antietam Creek.

The Floodplain Management chapter of the City Code prohibits or heavily restricts most development in the 100-year floodplain. As a result, existing development near Antietam Creek is limited. Portions of some residential neighborhoods and individual lots along Hamilton Run are near or in the 100-year floodplain, and Longmeadow Shopping Center sits atop a segment of Hamilton Run.

Buffers around streams and wetlands filter and reduce the velocity of runoff from development. Hagerstown's zoning and subdivision ordinances do not require buffers wider than the 25' buffer already mandated by the state Nontidal Wetlands Act of 1989. The existing state law applies to all wetlands, including creeks, streams, and other bodies of water. In Hagerstown, nearly all development is at least 25 feet from the banks of

¹ There are two waterways in and around Hagerstown named "Marsh Run". This reference indicates the waterway that joins Antietam Creek near the intersection of Antietam Drive and Security Road

Antietam Creek, Hamilton Run, and other nontidal wetlands. Marsh Run² is almost entirely channelized within the City, and thus has no buffer or floodplain. Portions of the buffer zones around Antietam Creek and its tributaries are forested, which improves the effectiveness of buffer zones.

Table 10-1: Wetlands and Floodplains

Facility	Acreage in City	Portion of City Land Area (7,321 acres)	Acreage in Medium-Range Growth Area	Portion of Medium-Range Growth Area (14,495 acres)
100-Year Floodplain^a	362	4.9 %	551	3.8 %
Wetlands^b	20	0.3 %	40	0.3 %

a: Floodplain mapping was conducted by the Federal Emergency Management Agency in 1984 and published in 1996

b: Wetlands were mapped by the Maryland Department of Natural Resources between 1988 and 1995.

Both data sets were acquired online at <http://dnrweb.dnr.state.md.us/gis/data/index.html>.

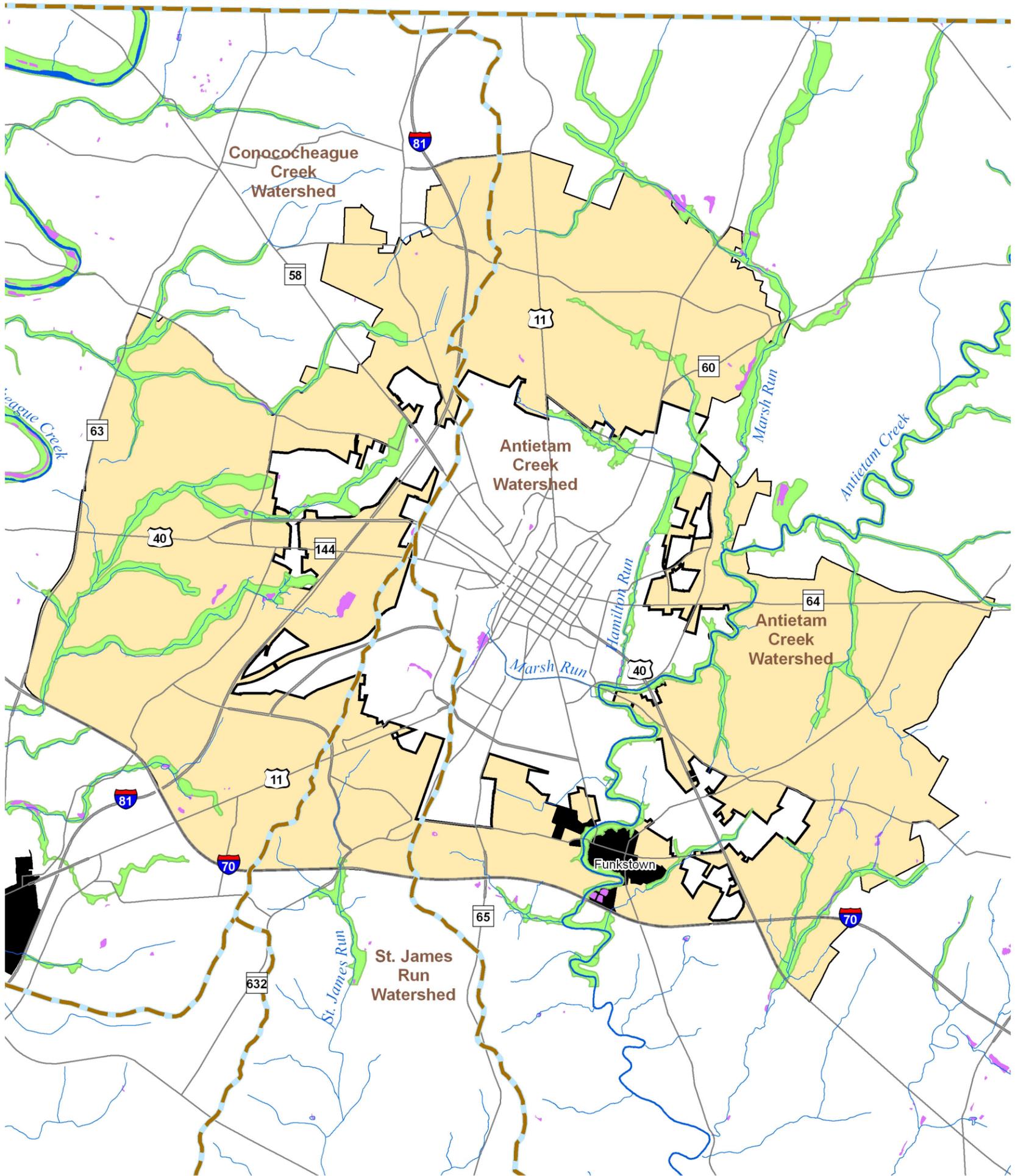
Neither the Maryland Department of Natural Resources’ geospatial data center nor the 2002 Washington County Comprehensive Plan (see Map 34) indicates the presence of endangered or threatened species in Hagerstown or the Medium-Range Growth Area.

Hagerstown’s Forest Conservation Ordinance protects existing forest and tree stands, and encourages afforestation and reforestation, with the goal of having 20 percent of newly developed land covered by forest or street tree canopy coverage. In recognition of these efforts, Hagerstown has also been a recipient of the National Arbor Day Foundation’s Tree City USA award for more than two decades.

Mineral Resources

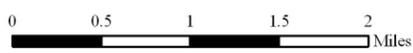
The Hagerstown region is underlain primarily with limestone, but mineral extraction does not occur in Hagerstown or in the Medium-Range Growth Area. One active limestone quarry exists outside the growth area, near the Security neighborhood (east of the City, between Marsh Run and Antietam Creek).

² This reference to “Marsh Run” indicates the waterway that is adjacent to, or in the middle of, Memorial Boulevard within the City.



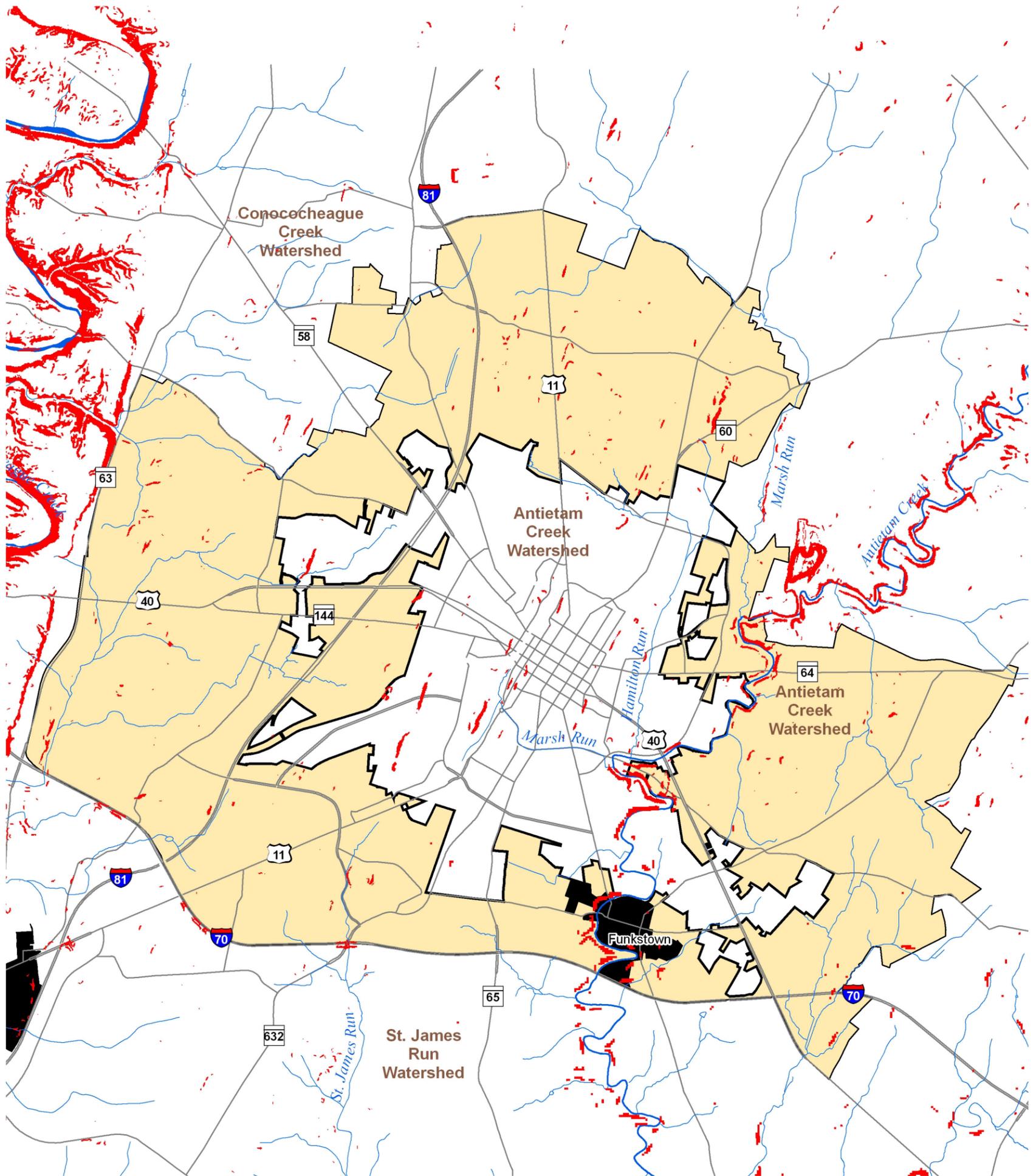
City of Hagerstown Comprehensive Plan

Figure 10-1: Sensitive Areas



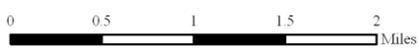
Legend

-  Watershed Boundaries
-  Wetlands
-  100-Year Floodplain
-  Medium Range Growth Area



City of Hagerstown Comprehensive Plan

Figure 10-2: Steep Slopes



Legend

- Slopes Greater than 15%
- 2007 Corporate Boundaries
- Medium Range Growth Area

Sensitive Areas and Mineral Resources Policy

Policy 10-1. New development and redevelopment in Hagerstown and the Medium Range Growth Area will avoid stream buffers and 100-year floodplains.

New development and redevelopment will also avoid steep slopes (greater than 15 percent) where possible. Proper slope stabilization will be required where development or redevelopment on steep-slope areas is desirable.

Sensitive Areas and Mineral Resources Implementation Action

Action 10-1. Develop stream buffer and steep slope regulations to guide future development and redevelopment.

Action 10-2. Encourage the planting of native tree species in stream buffer zones.

Action 10-3. Use the Forest Conservation Ordinance and work cooperatively with landowners and developers to identify priority areas for tree and forest conservation.

Action 10-4. Encourage exploration and use of green building standards and other environmentally friendly development standards where appropriate and feasible.

Sensitive Areas and Mineral Resources Element

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b: Wetlands were mapped by the Maryland Department of Natural Resources between 1988 and 1995.

Both data sets were acquired online at <http://dnrweb.dnr.state.md.us/gis/data/index.html>.

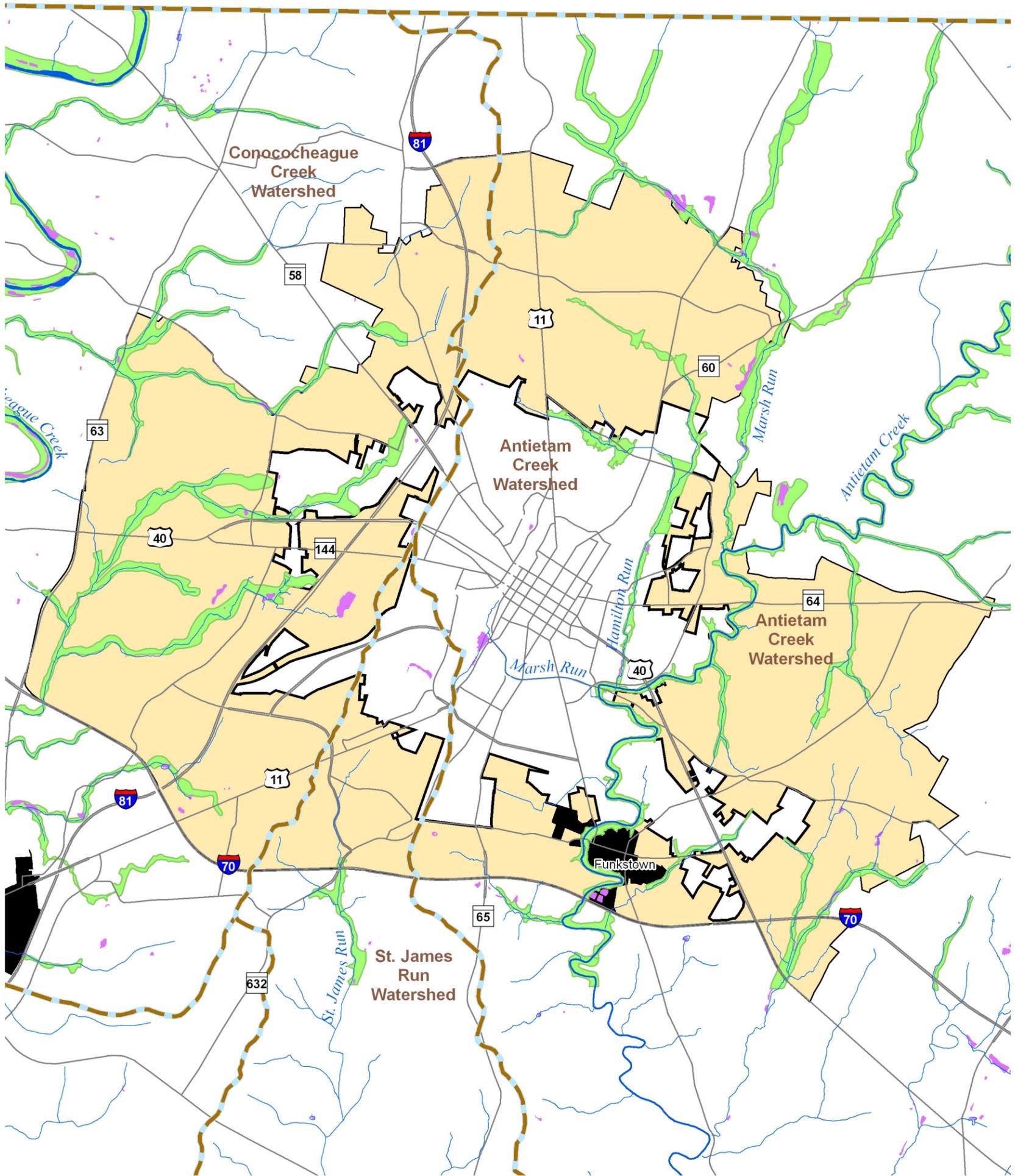
Neither the Maryland Department of Natural Resources’ geospatial data center nor the 2002 Washington County Comprehensive Plan (see Map 34) indicates the presence of endangered or threatened species in Hagerstown or the Medium-Range Growth Area.

Hagerstown’s Forest Conservation Ordinance protects existing forest and tree stands, and encourages afforestation and reforestation, with the goal of having 20 percent of newly developed land covered by forest or street tree canopy coverage. In recognition of these efforts, Hagerstown has also been a recipient of the National Arbor Day Foundation’s Tree City USA award for more than two decades.

Mineral Resources

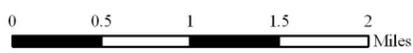
The Hagerstown region is underlain primarily with limestone, but mineral extraction does not occur in Hagerstown or in the Medium-Range Growth Area. One active limestone quarry exists outside the growth area, near the Security neighborhood (east of the City, between Marsh Run and Antietam Creek).

² This reference to “Marsh Run” indicates the waterway that is adjacent to, or in the middle of, Memorial Boulevard within the City.



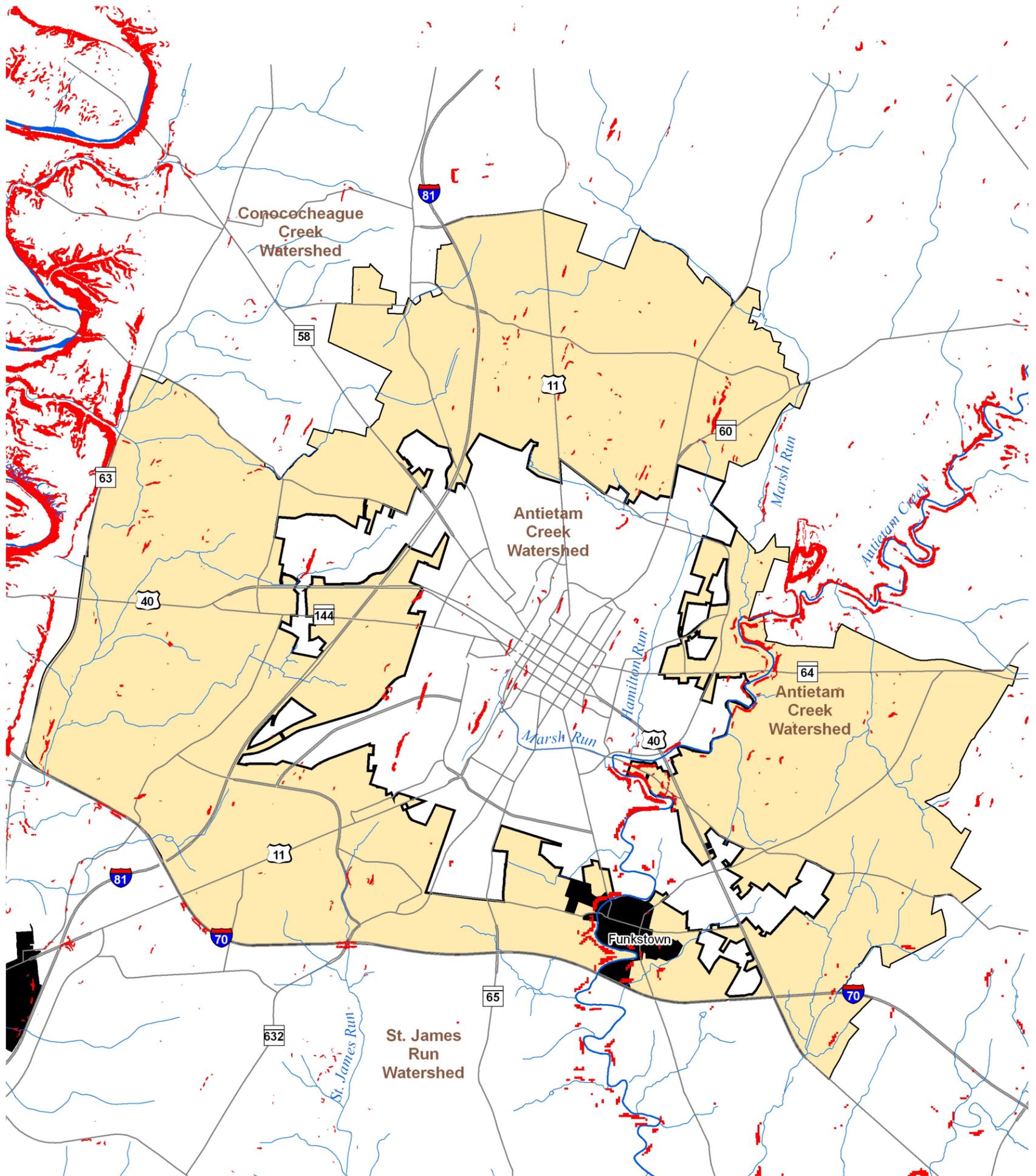
City of Hagerstown Comprehensive Plan

Figure 10-1: Sensitive Areas



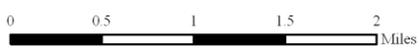
Legend

- Watershed Boundaries
- Wetlands
- 100-Year Floodplain
- Medium Range Growth Area



City of Hagerstown Comprehensive Plan

Figure 10-2: Steep Slopes



Legend

- Slopes Greater than 15%
- 2007 Corporate Boundaries
- Medium Range Growth Area

Sensitive Areas and Mineral Resources Policy

Policy 10-1. New development and redevelopment in Hagerstown and the Medium Range Growth Area will avoid stream buffers and 100-year floodplains.

New development and redevelopment will also avoid steep slopes (greater than 15 percent) where possible. Proper slope stabilization will be required where development or redevelopment on steep-slope areas is desirable.

Sensitive Areas and Mineral Resources Implementation Action

Action 10-1. Develop stream buffer and steep slope regulations to guide future development and redevelopment.

Action 10-2. Encourage the planting of native tree species in stream buffer zones.

Action 10-3. Use the Forest Conservation Ordinance and work cooperatively with landowners and developers to identify priority areas for tree and forest conservation.

Action 10-4. Encourage exploration and use of green building standards and other environmentally friendly development standards where appropriate and feasible.

Community Facilities Element

Introduction

This chapter addresses community facilities and services provided by the City of Hagerstown, and also includes information on services provided by others, such as schools, libraries, emergency services, and solid waste management.

Goals

1. Maintain and expand police, fire, and EMS services to serve the City's growing population and geographic area.
2. Support civic institutions that add to overall quality of life.
3. Grow the parks and recreation system to provide adequate open space, athletic fields, and indoor and specialty recreation facilities for the City's growing population.
4. Support and advocate for the expansion of school services to serve existing neighborhoods and the growing population in the Medium Range Growth Boundary.

Issues Addressed by this Element

1. Hagerstown will need expanded and relocated fire protection and emergency services in order to adequately serve areas within the Medium Range Growth Area.
2. The Hagerstown region will need at least two new elementary schools and one new high school in the near term to serve the growing educational needs of the Medium Range Growth Area.
3. Some residential areas lack neighborhood parks.

Police Department

The city of Hagerstown is served by a municipal Police Department, with an authorized strength of 107 sworn officers and 23 civilian staff personnel. In 2005, the Police Department employed 96 officers and 19 full time civilian staff. Specialized units within the department include a Street Crimes Unit, a Narcotics Task Force, a Downtown Squad, and a Criminal Investigation Division. The Police Department operates from a central headquarters on Burhans Boulevard, as well as a substation on Murph Avenue and Downtown Squad and Police Academy in the University System of Maryland building (see Figure 9-1).

Calls for service have increased in recent years, from 1,654 calls in 2000 to 1,988 calls in 2005. Expansion of the City's boundaries will add to the need for additional resources. The City Police will require additional officers and a new patrol sector to cover added territory.

Hagerstown and Washington County have identified a number of regional police facilities, and are cooperating in the creation of:

- A Joint Central Booking facility located near the existing County Sheriff's office on Western Maryland Parkway—that would serve Hagerstown Police Department and Washington County Sheriff functions.
- A Combined 911 Center to be located at the County Department of Water Quality facility. Washington County has reserved \$2.89 million for such a facility in its 2006-2011 Capital Improvements Plan (CIP).

In addition, the following long-term and regional police needs have also been identified and are being evaluated:

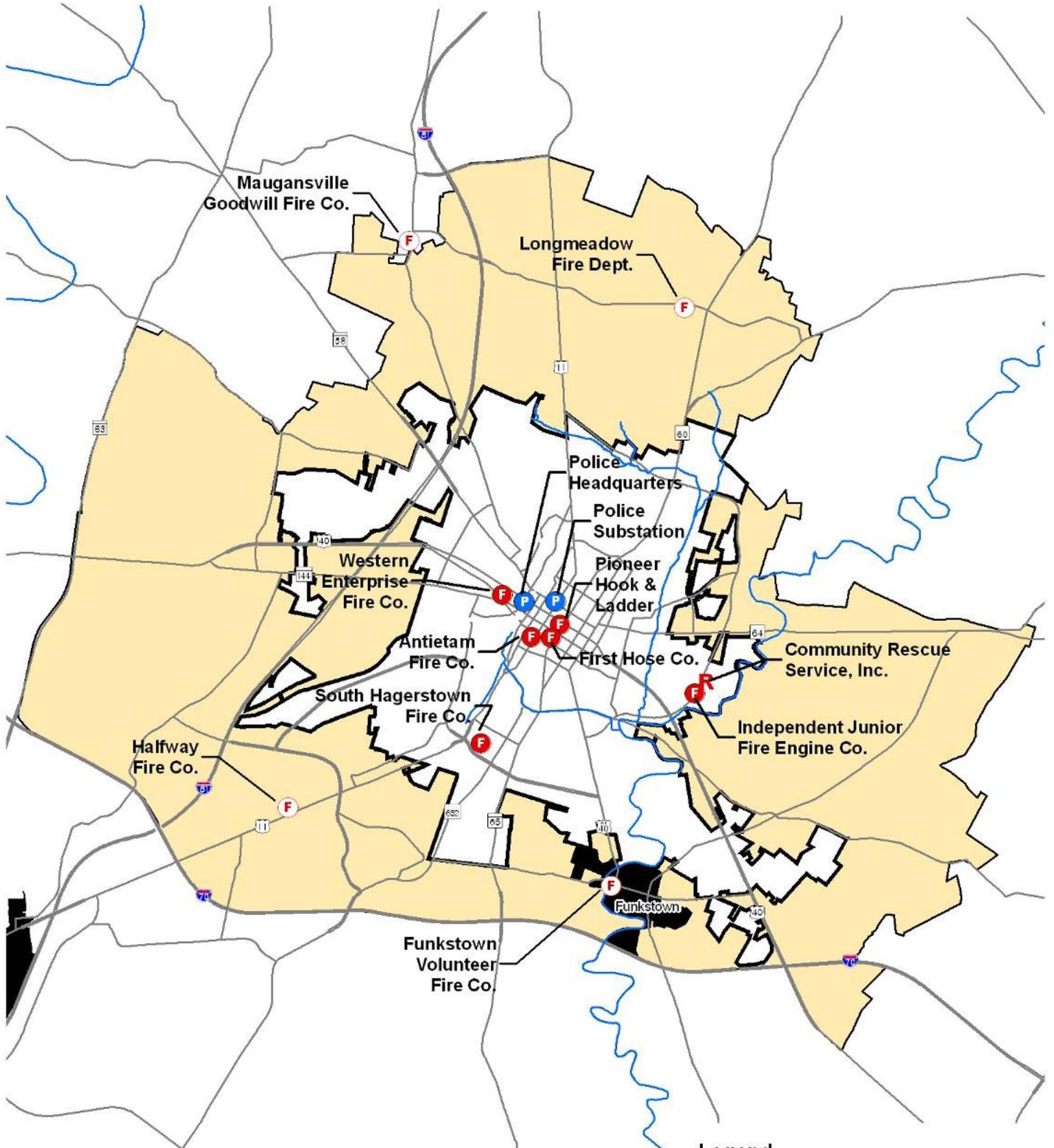
- City staff are exploring a combined Police/Fire Facility in the downtown for future consideration.
- The City and the County are working on a County-wide Communications System.
- Before 2028, a new larger, more modern City Police facility will be needed.
- The City is exploring options for a combined Crime Lab with the City, County, State, and/or Western Maryland region, with the potential assistance of Hagerstown Community College or Frederick Community College. At present, the City provides crime lab services for the County.

Fire Department

The Hagerstown Fire Department is comprised of six fire stations, as shown in Figure 9-1. The Fire Department is managed by paid firefighters and staff, and each station includes paid and volunteer firefighters. The Fire Department consists of 69 full-time professional firefighters (including four in the fire marshal's office), with a total staff of 83. Volunteer firefighters (25 at present) are also utilized. The Fire Department's funding for its volunteer fire services is based on the number of volunteer companies, rather than the number of volunteer firefighters, because this number fluctuates. The Hagerstown Fire Department experiences approximately 2,000 calls for service per year. New growth has not significantly increased these numbers because such developments are new and built to modern building codes and fire standards. The City added 19 new firefighters in FY 2006 and FY 2007 to bring fire fighting staffing levels up to the City's desired fire standards which was a need that predated the recent growth wave. It is recommended that the fire fighting agencies in the Hagerstown region come together to discuss a strategy for addressing growth and service territories with the political bodies in the Medium Growth Range Area.

Most of the City's fire stations are clustered in and around the downtown. As the City has expanded through annexation, emergency response times to residences and businesses on the City's periphery have increased. The fire department now considers these times to be unacceptable. Relocating two downtown stations and opening new stations further from

the downtown or in the Medium-Range Growth Area would help to alleviate this problem, although the department will need to continue to maintain at least six stations. In addition to potentially relocating two downtown stations, the Fire Department has identified specific locations where new fire stations will be needed in the next 20 years, as shown on Figure 9-2.



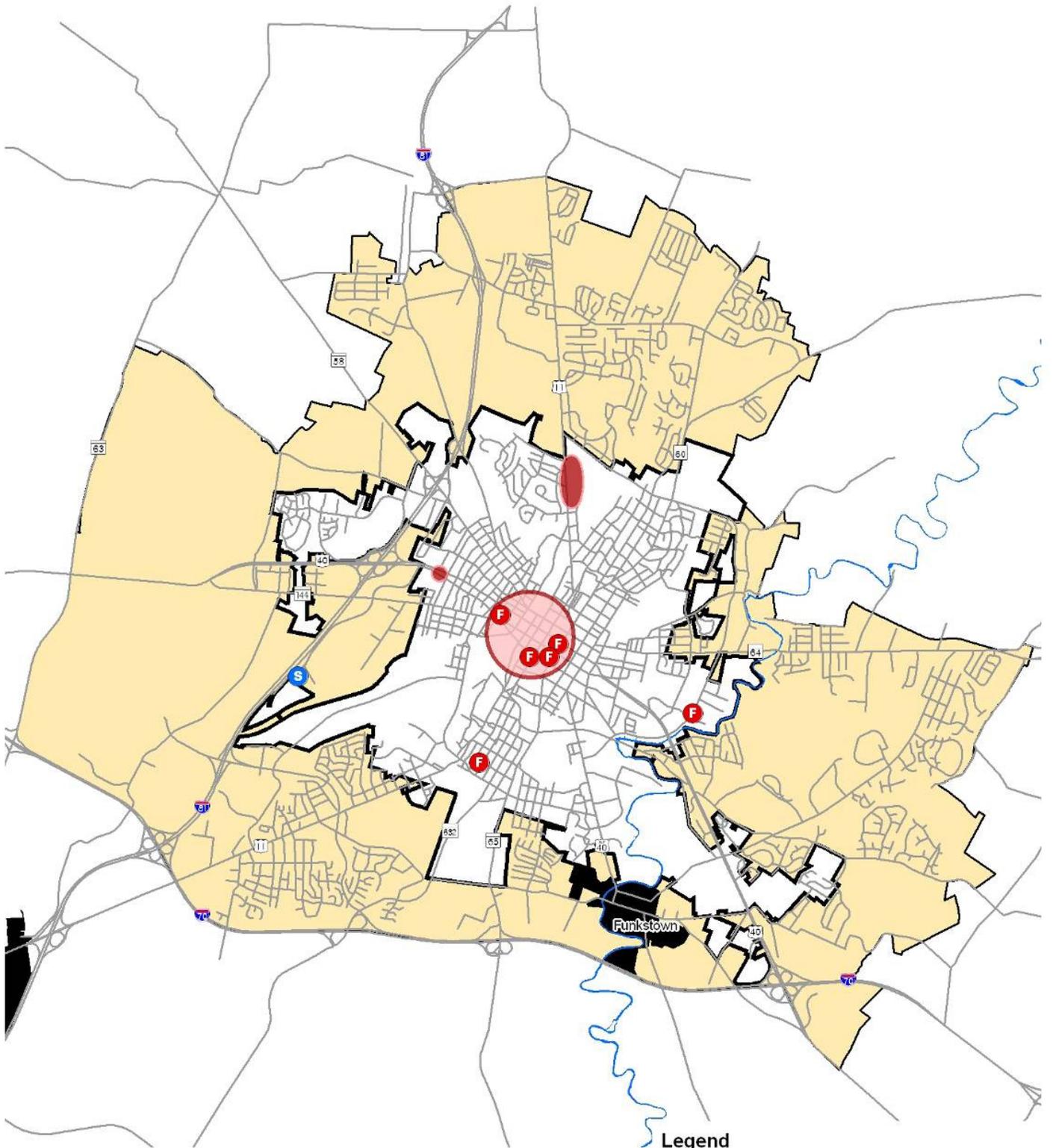
City of Hagerstown Comprehensive Plan

Figure 9-1: Emergency Services Facilities



Legend

- Hagerstown Police Department Facilities
- Hagerstown Fire Department Stations
- Community Rescue Service, Inc.
- Other Fire Departments and Companies
- Medium Range Growth Area



City of Hagerstown Comprehensive Plan
Figure 9-2: Future Emergency Services Needs



Legend

Public Facilities

- Existing Hagerstown FD Companies
- Sheriff's Office - Potential Central Booking Facility
- Relocate Existing Stations
- Build New Station
- Medium Range Growth Area

Emergency Services

Emergency ambulance and rescue service in Hagerstown is provided primarily by Community Rescue Service, Inc (CRS), located on Eastern Boulevard (see Figure 9-2). CRS answers approximately 8,000 annual calls for service, using both paid and volunteer staff. The CRS facilities are currently adequate to serve the City, but additional facilities, vehicles, and equipment will likely be necessary to serve Hagerstown's Medium Range Growth Area.

Given the impact of growth on the County's volunteer fire services and private EMS services, Washington County is in the process of drafting a County-wide plan for fire and EMS. The City of Hagerstown will participate in recommended EMS strategies as is appropriate and approved by the Mayor and the City Council.

Hagerstown Light Department

The Hagerstown Light Department (HLD) is a publicly owned, not for profit, municipal electric utility, serving more than 17,000 customers within the corporate limits of Hagerstown. The Department is a self-supported City of Hagerstown Enterprise Fund utility, with the total costs for operation derived through the electric rate structure.

Short-term HLD activities include:

- Placing ornamental lighting along the length of the Hamilton Greenway Park, North Potomac Avenue, and in the renovated south end parking lot at the City Park,
- Relocating overhead power lines as part of the Jonathan Street corridor project, and
- Replacing power transformers at HLD's Frederick Street Substation.

The Hagerstown Light Department has entered into a Wholesale Power Supply Contract with Allegheny Energy Services, which will apply to electricity pricing through May 31, 2011.

Public Works Department

The Public Works Department is comprised of three separate divisions; the Street Department, Traffic Control/Facilities Maintenance, and the Central Maintenance Garage. The Street division oversees the maintenance of the streets including pothole repairs, street sweeping, trash collection from city trash receptacles, mowing of public rights-of-way, and storm drain maintenance.

The Traffic Control/Facilities Maintenance Divisions oversees the maintenance of the traffic signals, street line painting, and street signs. This Division also oversees the maintenance of several City-owned buildings; including City Hall, the Elizabeth Hager Center, and the Roslyn Building.

The Central Maintenance Garage oversees the city’s vehicles and equipment (except the Fire Department. The City currently operates over 250 pieces of equipment including police cruisers, dump trucks, heavy equipment, and mowers.

Solid Waste Management

Regular trash and yard waste pickup is managed by the Engineering Department through a contract with BFI. The City also manages a weekly curbside recycling program, including co-mingled aluminum, glass, plastic, and mixed paper.

Washington County Free Library

The Washington County Free Library serves Hagerstown and Washington County, and is the second-oldest countywide library system in the United States. It has eight branches throughout the County, including a branch and administration office in Hagerstown. The Library system has identified a need for expansion of its downtown facility.

Public Schools

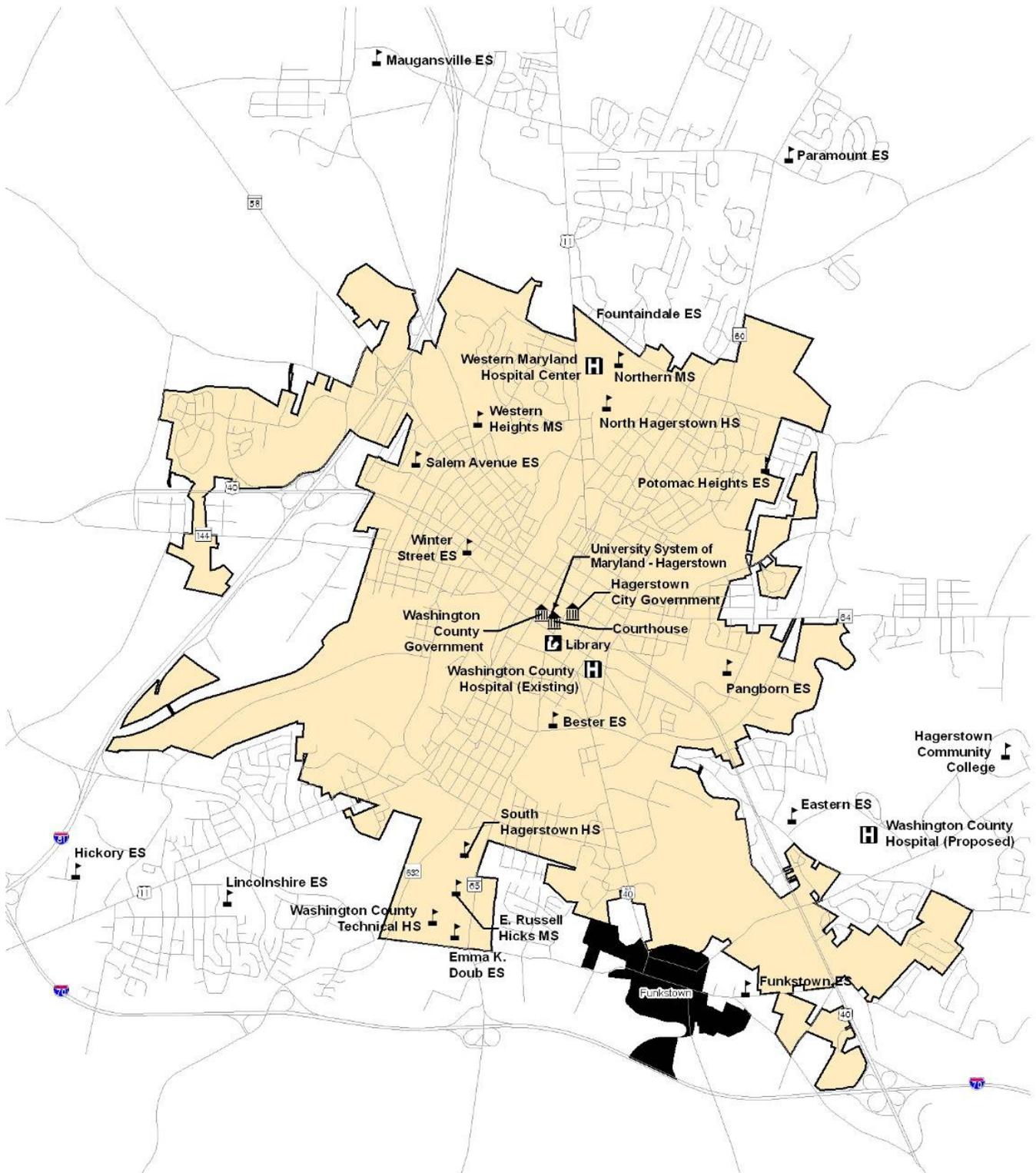
Washington County Public Schools (WCPS) operates all public schools in and around Hagerstown (see Figure 9-1 for school locations). During the 2006-07 school year, public schools in the City and Medium-Range Growth Area will have an enrollment of 10,755, compared to a state-rated capacity of 10,308. By the 2011/2012 school year, enrollment is expected to climb to 12,922—a deficit of 2,614 seats if no new school construction, renovation, or expansion were to occur.

To meet this need, the 2005-11 WCPS Educational Facilities Master Plan’s Capital Improvement Program calls for the construction of new schools and renovation or replacement of some existing schools in the City and Medium-Range Growth Area (see Table 9-1). This construction and expansion would add 3,528 new seats by 2012.¹ In addition, the Barbara Ingram School for the Arts is being developed in downtown Hagerstown.

Table 9-1: School Renovation and Construction

School	Description
Bester ES	Renovation and expansion by 2012 (234 additional seats).
East City ES	New 745 seat school by 2010 to relieve Potomac Heights, Eastern, Boonsboro, Funkstown, Emma K. Doub, and Greenbrier.
Pangborn ES	New 745 seat replacement school by 2008.
North City ES	New 745 seat school by 2015 to relieve Paramount and Fountaindale.
E.R. Hicks MS	Expansion by 2010 (320 additional seats)
Antietam Academy	New 200 seat alternative middle school beside Technical HS.
East City HS	New 1220 seat school by 2012.

¹ Sources: Washington County Public Schools Educational Facilities Master Plan, August 2006.



City of Hagerstown Comprehensive Plan

Figure 9-3: Existing Community Facilities

Legend

-  Educational Institution
-  Government
-  Medical Facility
-  Library
-  2007 Corporate Boundaries



Washington County Public Schools requires a minimum of 15 acres for a new elementary school site, 30 acres for a new middle school site, and 60 acres for a new high school site. Thus, while most expansions and renovations would occur on existing sites, sites for new schools—such as the proposed East City Elementary School—are difficult to find, especially in developed areas.

If the Board of Education were to consider more flexible acreage requirements for the urban area, opportunities to acquire existing buildings, such as old schools, for use as smaller magnet schools could be explored. Working with developers on possible school site dedications could also help address the need for suitable school sites.

Parks and Recreation

Hagerstown offers a wide variety of park and recreation facilities, as shown on Figure 9-4, and listed in Table 9-2. In addition to open park land and athletic fields, the City maintains specialized recreational amenities including a swimming pool and the Municipal Stadium—home of the Hagerstown Suns, a Class-A minor league baseball team. Two small County parks are also located within the City. Larger County facilities in the Medium-Range Growth Area, including Washington County Regional Park and the Black Rock Golf Course, serve City and County residents. Hagerstown Community College's athletic fields provide a recreational resource for the region.

Hagerstown has not adopted a numeric goal for park acreage. Washington County has established a goal of 15 acres of park land per 1,000 residents. As of 2005, Hagerstown provides approximately 13 acres of park land per 1,000 residents, indicating an overall good supply, especially since this does not include park and recreation areas within the Medium Range Growth Area, as well as park and recreation lands in some Planned Unit Developments (PUDs).

More important than the overall amount of park and recreation land in Hagerstown is the type and distribution of park and recreation resources. Large parks such as Fairgrounds Park and City Park and specialized facilities such as Potterfield Pool serve the entire City. A variety of indoor recreation facilities are open to the community, such as the Ice Rink, the Fairgrounds Park grandstands, Elgin Station, and the Girls Inc. gymnasium.

However, some residential areas, specifically neighborhoods west of Burhans Boulevard and south of Memorial Boulevard, lack smaller neighborhood-sized parks. There is also little public access to Antietam Creek and other streams that could serve as greenways.

Figure 9-5 shows the major park and recreation developments and improvements recommended by this Comprehensive Plan. This Comprehensive Plan recommends that the City develop a Parks and Recreation Master Plan to provide more detailed analysis to support these recommendations, as well as more specificity regarding the future acquisition and development of parks, recreation, and open space in the City and Medium Range Growth Area.

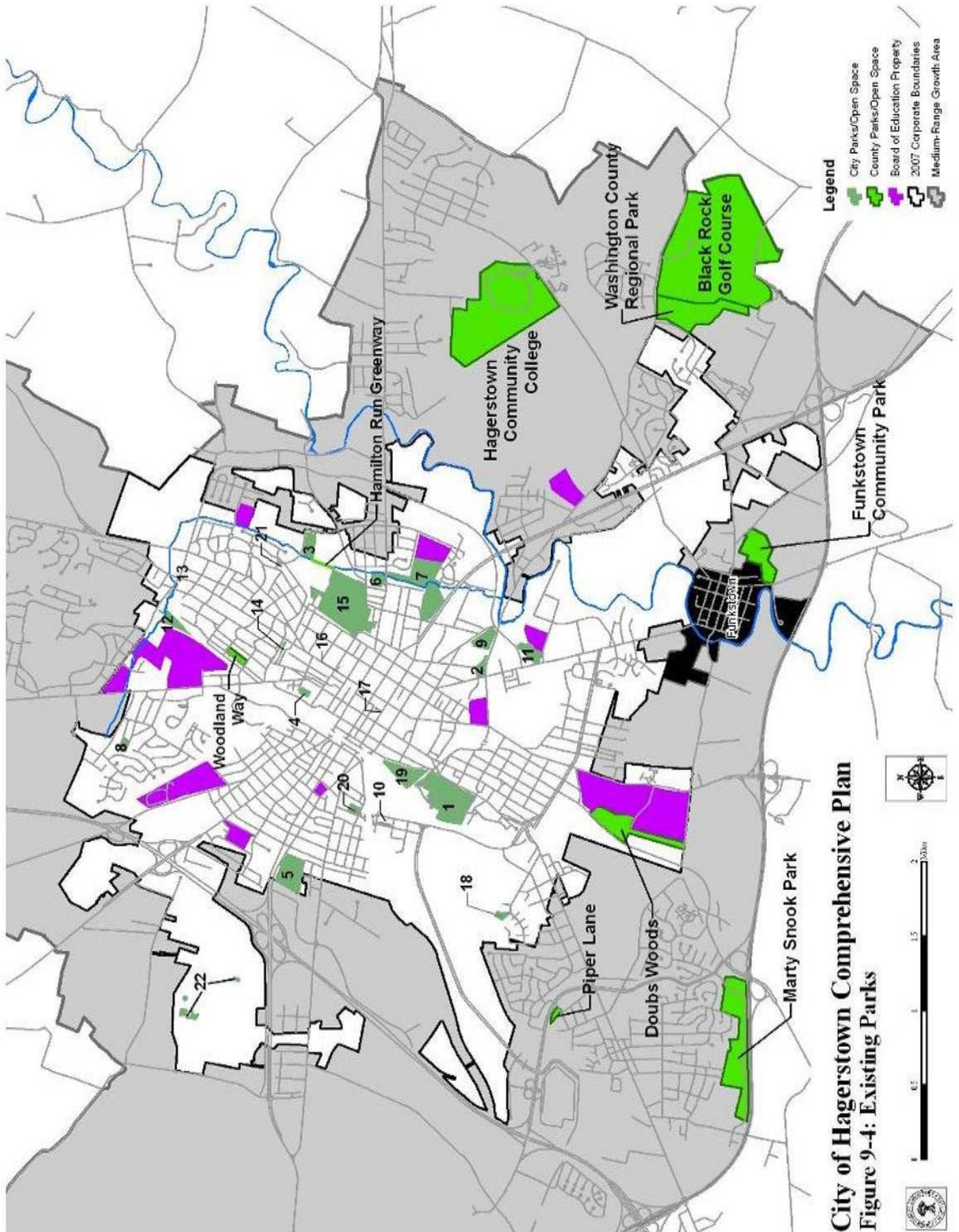
Table 9-2: Existing Park and Recreational Resources

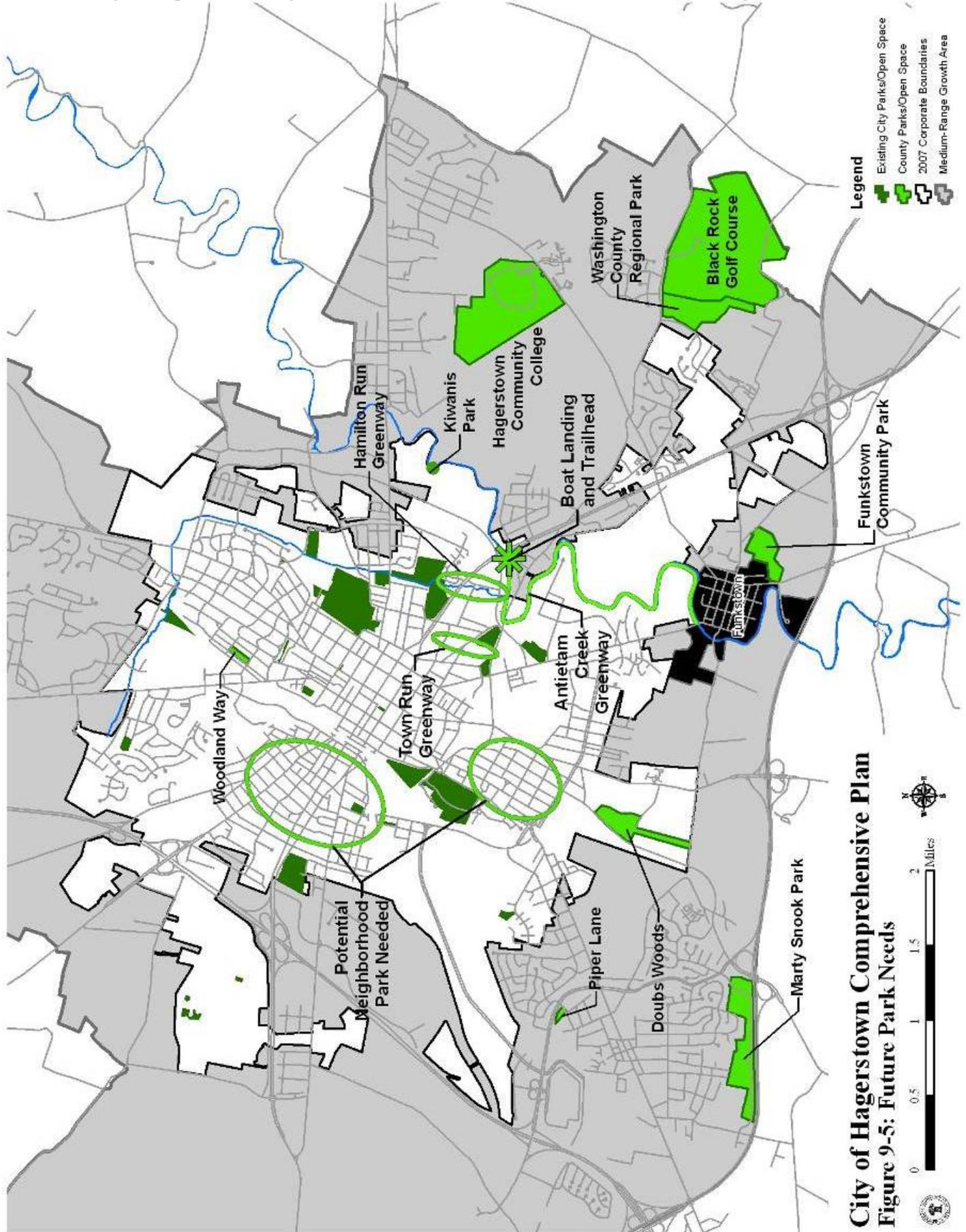
Map Key	Name	Acreage
1	City Park	48.2
2	Hager Park	6.0
3	Pangborn Park	7.6
4	Wheaton Park	2.8
5	Hellane Park	31.9
6	Funkhouser Park	6.2
7	Hagerstown Greens at Hamilton Run Golf Course	61.9
8	Hamilton Playground	6.1
9	Municipal Stadium	10.0
10	Ridge Avenue Playground	1.4
11	Staley Park/Potterfield Pool	8.2
12	Mills Park	7.9
13	Long Meadows Park	0.9
14	Oswald Park	1.7
15	Fairgrounds Park	71.4
16	Bloom Park	0.2
17	University Plaza	0.6
18	Noland Village Open Space	3.0
19	Jonathan Hager House Park	15.4
20	Elgin Park	2.6
21	Pangborn Triangle	0.5
22	Hager's Crossing PUD Recreation Area	5.4
See Label	Woodland Way	4.0
See Label	Doubs Woods	27.0
Total City-Owned Park and Recreation Land		330.9
Board of Education Acreage		355.6
60% of BOE Acreage ("Joint Use" for County adequacy calculation)		213.4
Total Park and BOE Joint Use Acreage		544.3
City of Hagerstown Population, 2005		38,380
Acres of public park/OS per 1,000 population*		14.1

* Excludes some private parks built as part of PUD or other neighborhoods

Other Institutional Uses

Hagerstown serves as the focal point for civic and cultural institutions in Washington County. Figure 9-3 shows the location of major government offices, civic institutions, and schools. Hagerstown and Washington County's government offices are located in the downtown, as is the Central Branch of the Washington County Public Library system, and the State Circuit and District Courts. The Western Maryland Hospital Center is also located in the City. Washington County Hospital's current facility is in Hagerstown, but the hospital is planning to move to the Robinwood medical campus just outside of the City. Hagerstown Community College is in the Medium-Range Growth Area on Robinwood Drive. The University System of Maryland's Hagerstown campus and the Maryland Theatre are located downtown, while the Washington County Museum of Fine Arts is located in City Park.





Community Facilities Policies

- Policy 9-1.** The Hagerstown Fire Department will have a sufficient number of fire stations, located at appropriate sites to serve Hagerstown's growing population and geographic area.
- Policy 9-2.** The City will continue to work with Washington County to ensure adequate police, fire, and EMS service throughout the Long-Range Growth Area.
- Policy 9-3.** New development will be timed to match the availability of public facilities, including schools, and emergency services (see Policy 2-6).
- Policy 9-4.** Strive to provide at least 15 acres of park, recreation, and open space for every 1,000 City residents, giving priority for new parks to the underserved areas identified in Figure 9-5.
- Policy 9-5.** Continue to support community facilities in downtown Hagerstown.
- Policy 9-6.** There will be sufficient school facilities and capacity to serve the growing needs of the City and the Medium Range Growth Boundary.

Community Facilities Implementation Actions

- Action 9-1.** Establish a joint City-County Central Booking facility.
- Action 9-2.** Relocate and build new fire stations as shown in Figure 9-2 and described here:
- Relocate two downtown fire stations
 - One new station on U.S. Route 40, near I-81.
 - One new station on U.S. Route 11 (Pennsylvania Avenue), north of downtown
- Action 9-3.** Work with Washington County Public Schools to identify potential sites for new schools in the City and Medium Range Growth Area. Consider the potential re-use of existing sites formerly owned by Washington County Public Schools that do not meet current site size criteria. Work with developers on acquisition of school sites when feasible.

- Action 9-4.** Develop a Parks and Recreation Master Plan to develop a vision for recreation, parks and open space in the City for the next 10 to 20 years. The Master Plan should:
- Assess the state of recreation, parks, and open space in the City today.
 - Identify future needs based on a demand analysis, including accessibility to parks, as well as required acreage and facility types.
 - Set policies for addressing the defined needs.
 - Make practical, achievable recommendations in the form of a strategic action plan for meeting the defined needs, consistent with the selected policies.
 - Identify areas in the Medium and Long Range Growth Areas for park, recreation, and open space use.
 - Address the maintenance of existing and future park and recreation facilities, including County parks that may be annexed.
- Action 9-5.** Develop new parks and open space areas—especially smaller neighborhood parks—in underserved portions of the City, specifically the West End and south of downtown.
- Action 9-6.** Develop linkages between parks, such as the trails identified in the Transportation Element (see Action 5-4) or greenways and linear parks along Antietam Creek and Hamilton Run.
- Action 9-7.** Investigate potential locations for “pocket parks”—small open spaces with park amenities such as tot lots, seating, and gardens, especially in the downtown.
- Action 9-8.** Consider developing an indoor recreation center with multi-purpose rooms for use by residents and community groups.
- Action 9-9.** Pursue formalized joint-use agreements with Washington County Public Schools to allow continued use of school property (especially recreational facilities) by the public.
- Action 9-10.** Support expansion of the Central Branch of the Washington County Public Library in Downtown Hagerstown.
- Action 9-11.** Establish a Combined 911 Center.

Urban Design and Historic Preservation Element

Introduction

Settled in 1739 and founded in 1762, Hagerstown's history spans more than 250 years. The City's changing identity, from crossroads village, to transportation and industrial hub, to regional center, has left its marks on the City's urban form. This chapter establishes Hagerstown's urban design and historic preservation policies.

Goals

1. Use urban design to link Hagerstown's existing neighborhoods with new development and redevelopment.
2. Strengthen the role of historic resources in the City by encouraging rehabilitation and reuse of historic residential, commercial, industrial, and mixed use buildings.
3. Use historic resources as a tool for increasing economic development.

Issues Addressed by this Element

1. Existing zoning regulations make it difficult for infill development to match the design characteristics of existing downtown development.
2. New development often lacks continuity with existing development in its streetscapes, signage, and other design elements.
3. Many historic buildings are underutilized or vacant.
4. The historic designation review process is perceived by some as a hindrance to investment in historic districts.

Urban Design

The diversity of the City's neighborhoods, its mixed-use downtown, and its stock of historic buildings create a distinct aesthetic environment in Hagerstown. As described in the Downtown Element of this plan, the City has implemented extensive urban design improvements in downtown, through the installation of brick sidewalks, distinctive street lighting, signage, and other features. The intent of these improvements—which are largely centered around the Public Square—is to create a uniform and attractive image of downtown to help to attract new residents and increased economic activity. The Downtown Element of this plan builds on efforts by calling for traffic calming, enhanced gateway features, pedestrian enhancements, and improved parking facilities.

Much of downtown Hagerstown dates from the industrial boom era (1880-1930). The buildings from this period are often narrower, and have smaller lot sizes and setbacks from the street than are permitted by the City's zoning ordinance. As a result, it is nearly impossible for new development or infill development to match the design elements of its

neighbors without variances. Because of this factor, some downtown lots sit vacant, while others are developed in a manner which is out of character with the surrounding urban design.

Improving successful urban design enhancements beyond the downtown will help to promote citywide renewal. The challenge is to upgrade urban design features, such as streetscapes and signage, while respecting the unique aesthetic character of the City's neighborhoods. Within these neighborhoods, houses tend to be similar in age and style. However, the transition between neighborhoods is not always smooth. This is especially true where relatively new (post-WWII) development has occurred. In many cases, architectural styles and elements (such as roof gables), building setbacks, and other design elements of recent development do not match or complement existing building styles. In some cases, infill development—individual buildings constructed on vacant lots in otherwise developed neighborhoods—uses building materials and architectural styles that are incongruent with neighboring buildings.

Understanding the design relationship between old and new areas of the City will be especially important in light of the land use recommendations in this Comprehensive Plan. The Growth Management and Land Use Element establishes new Business-Employment (BE), Mixed Use (MXD), and Moderate Density Residential (RMOD) land use categories, as well as seven Special Planning Areas (three of which correspond to MXD land uses). The BE and MXD uses encourage redevelopment of existing portions of the City, focusing specifically on underutilized industrial areas.

The design and placement of signage graphics on buildings and along the streetscape contributes to the character of the community and influences the public's perception of a community. Standardized design regulations for the types, sizes, lighting, and placement of commercial identification signage brings order to commercial and industrial districts, reduces clutter and distracting elements along the streetscape, and ensures that signage graphics are appropriate for the surroundings in which they are located. At present, the City of Hagerstown's sign regulations are limited to off-premise signs (e.g., billboards) and projecting signs in the C3 zoning district.

Much of the new development or redevelopment in BE and MXD areas will be adjacent to existing residential development, elevating the importance of urban design considerations. New development does not have to mimic existing urban form. However, the design characteristics of new development should blend with the aesthetic environment of established neighborhoods to make both new and old areas more visually appealing. As the City pursues new development and redevelopment, it must therefore manage the visual character of this development in a way that blends old and new uses, complementing Hagerstown's overall urban character. Special Planning Areas address this issue by requiring new development to proceed in accordance with a master plan process that will include urban design considerations. Similar urban design compatibility requirements for BE and MXD areas will also ease the transition between existing and new development.

Historic Preservation

Hagerstown is one of Western Maryland's oldest and most diverse cities. Founded in 1762 by Jonathan Hager, Hagerstown existed first as a milling, trading, and governmental center for the surrounding agricultural community. During the Civil War, Union and Confederate troops occupied Hagerstown repeatedly as they traveled through the region en route to Pennsylvania and Virginia. Extensive rail development in the late nineteenth century accelerated the Industrial Revolution in Hagerstown and the City boomed with prosperity.

The City has retained many of the buildings and much of the urban form built during the Industrial Revolution period (1880 to 1930), and remains a window to turn-of-the-twentieth-century America. At the core of the City is a compact business and government center of four- to eight-story Victorian and Beaux Arts buildings. Surrounding the downtown are the urban rowhouse and genteel mansion house neighborhoods developed for Hagerstown's boom era workers, industrial magnates, and business managers. Scattered throughout are the two-story, pre-Civil War era houses of the City's early German settlers. Hagerstown's rail heritage is evident in the still active rail lines which nearly encircle the downtown.

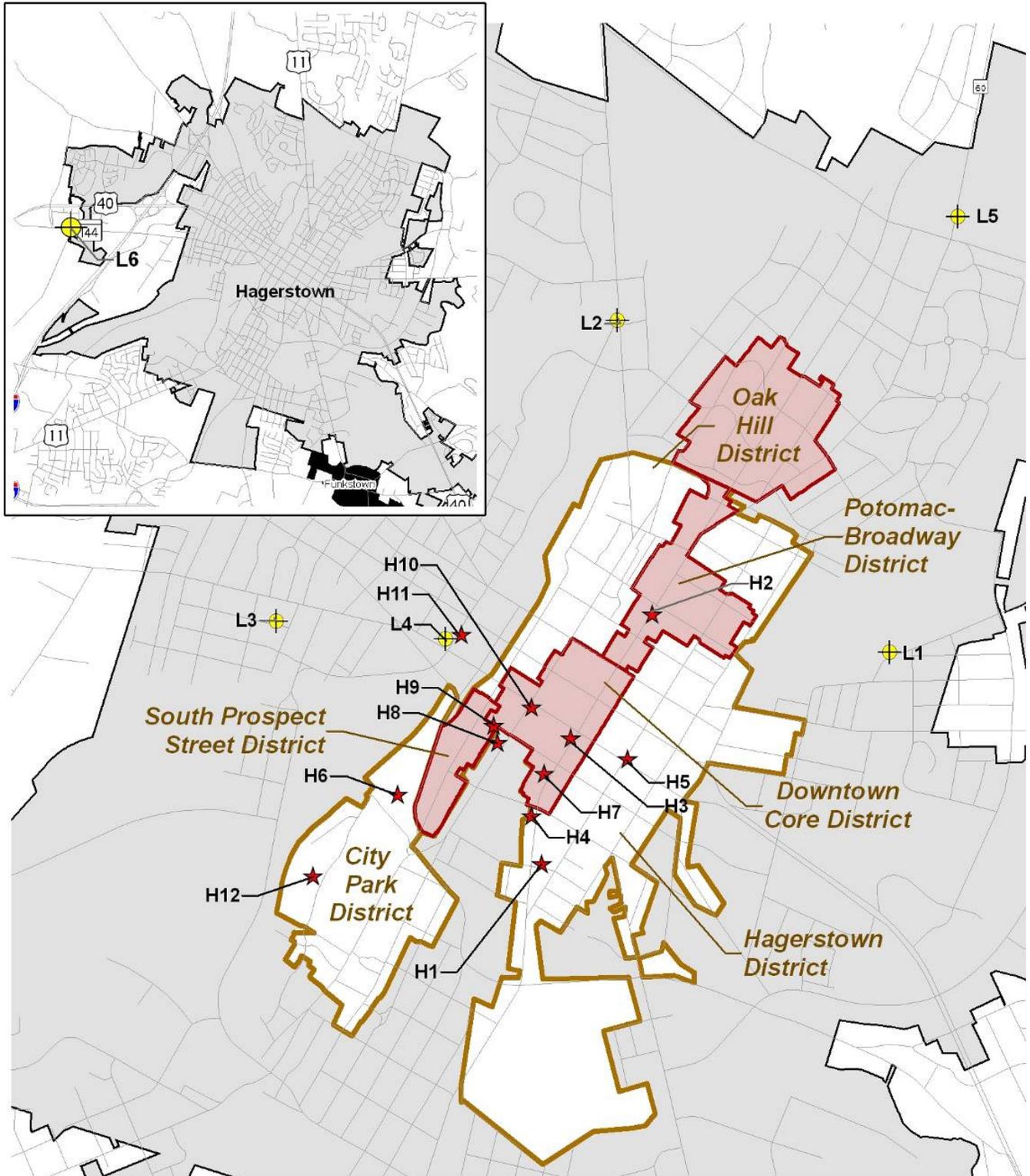
In recognition of this important urban architectural heritage, six National Register historic districts have been designated in Hagerstown (see Figure 8-1): the Downtown Commercial Core, South Prospect Street, Potomac-Broadway, Oak Hill, City Park (residential area), and the Hagerstown District (the 1762 boundaries of the City with some additions). Listing on the National Register is a nationally recognized honor making property owners within the district eligible for historic preservation federal tax credits and loans. Several of Hagerstown's historic buildings and neighborhoods are individually listed on the National Register of Historic Places. In addition, the City has designated six City landmarks, identified 19 potential City landmarks, and designated four of the National Register districts as preservation design districts (see Table 8-1 and Figures 8-1 and 8-2). The City's Preservation Commission must review and approve any proposed demolitions or changes to the exterior of the landmarks and buildings within the Preservation Design Districts. Any plans to demolish the potential landmarks must be reviewed by the Preservation Commission to determine historic or architectural significance and to make a recommendation to the Planning Commission about the suitability of the landmark overlay process.

Table 8-1: Historic Sites	
Existing National Register Historic Sites	
H1. 16-22 East Lee Street	H7. Maryland Theatre
H2. Armory	H8. Old Washington County Library
H3. Colonial Theatre	H9. Price-Miller House
H4. Elliot Bester House	H10. Washington County Courthouse
H5. Hagerstown Charity School	H11. Western Maryland Railway Station
H6. Jonathan Hager House	H12. Western Maryland Railway Steam Locomotive #202
Existing City Landmarks	
L1. Graystone Manor	L4. F. Stevens House
L2. Leonard Middlekauf House	L5. Verdant Mead
L3. Middlekauf House	L6. Ridenour's Folly
Potential City Landmarks	
P1. 28-30 East Franklin Street	P11. Miller's House
P2. 65-7 East Washington Street	P12. Moller Apartments
P3. 277 South Potomac Street	P13. Old Post Office
P4. 570 Jefferson Boulevard	P14. Rose Hill Cemetery Buildings
P5. 1135 Potomac Avenue	P15. Surry School
P6. 1201 Hamilton Boulevard	P16. Trovinger House
P7. Antietam Fire Company	P17. The Valencia Building
P8. Cynosure	P18. Washington County Museum of Fine Arts
P9. Hager's Mill	P19. Zeller Apartments
P10. Mansion House	

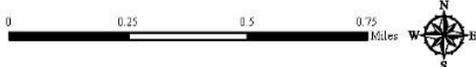
The City's stock of industrial revolution-era buildings are an integral part of Hagerstown's identity and provide an important link to the City's rich past. However, many of these buildings, including some in the City's historic districts, are wholly or largely vacant, which hinders redevelopment efforts. Many of these buildings have existing (but unused) wastewater allocations, a fact that is not widely known but that should encourage re-use of these structures, especially given the wastewater constraints described in the Water and Wastewater Element.

The City's Conversion District overlay zone encourages adaptive re-use (changing the primary use of a structure while retaining its architectural character) of vacant buildings. Obtaining Conversion District status requires a property owner to preserve the building and submit a site plan and a concept plan showing the layout, parking allocation, open space, and architectural theme of the building. Hagerstown has also received an exemption to the County excise tax for properties in Conversion Districts and in the C-3 (Commercial Central) zoning district.

Hagerstown also offers a sign and façade grant program and a revolving loan fund for downtown properties, and the City works with property owners and developers to identify County, state, and federal tax incentives for the rehabilitation of historic structures. For properties within historic districts, the review process for design changes is perceived by some as being overly complex. However, in 2005, 91% of review cases were approved in a timely manner.

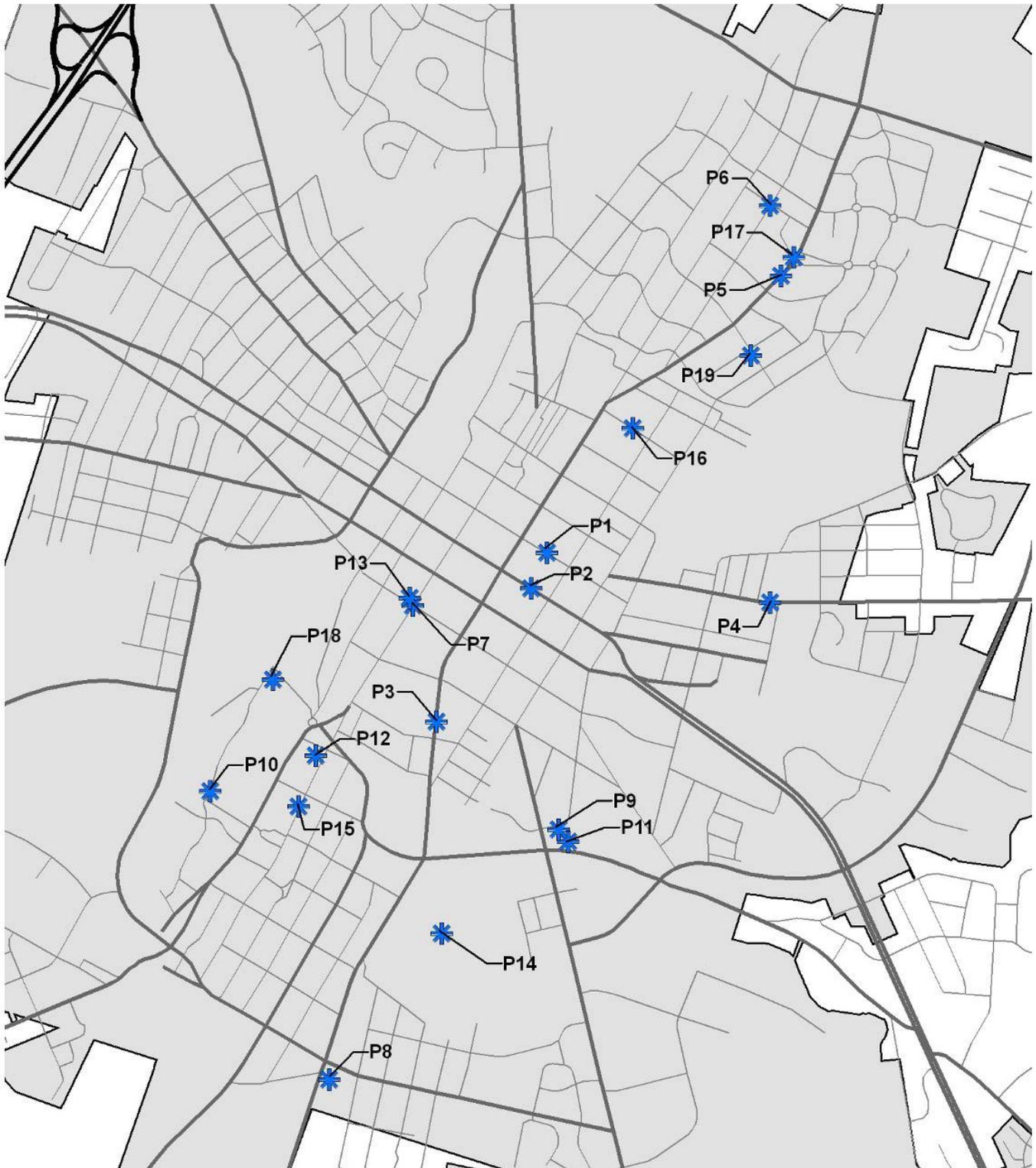


City of Hagerstown Comprehensive Plan
Figure 8-1: Historic Resources



Legend (see Table 8-1 for Key Listing)

- ★ National Register of Historic Places
- ⊕ City Landmark
- 🗺️ National Register Historic Districts and City PDDs
- 🗺️ National Register Historic Districts Only
- 🗺️ 2007 Corporate Boundaries



City of Hagerstown Comprehensive Plan
Figure 8-2: Potential City Landmarks

Legend (see Table 8-1 for Key listing)

-  Potential City Landmarks
-  2007 Corporate Boundaries



Hagerstown and the surrounding region are rich in Civil War and other tourist resources (see the Economic Development Element). However, the City does not capture enough of the region's tourist spending, despite its many attractions. More information about the City's historic resources, and clearer signage and promotional material would also help to increase tourism and tourist spending in the City.

As described in the Downtown Element, Hagerstown is part of the Heart of the Civil War Heritage Area. The City has endorsed the submission of a Management Plan for this area for certification by the Maryland Heritage Areas Authority. The Heritage Areas program encourages communities to identify, protect, and promote their unique heritage and to capitalize on that heritage through economic development tourism initiatives. State funds and assistance will be made available for interpretive and infrastructure improvements in State-approved heritage areas. As part of the Heart of the Civil War Heritage Area, a Target Investment Zone (TIZ) has been designated in downtown Hagerstown (see Figure 6-3), and the Downtown Element lists specific revitalization strategies for the TIZ. The Preservation Design districts provide another element to the integrity of the Heritage Area by protecting the value of public and private investment.

Urban Design and Historic Preservation Policies

- Policy 8-1.** Land development regulations will ensure that the layout, architecture, and other physical design elements of new development blends, meshes, and transitions into nearby existing development and historic resources.
- Policy 8-2.** Hagerstown will encourage rehabilitation and reuse of its historic residential, commercial, and industrial buildings.
- Policy 8-3.** Hagerstown will enhance and promote its historic resources to help capture a greater share of the region's tourist spending.

Urban Design and Historic Preservation Implementation Actions

- Action 8-1.** Consider extending streetscape improvements (similar to those present in the central part of the downtown) throughout the whole downtown and into the City’s neighborhoods, to establish a cohesive pedestrian-friendly atmosphere.
- Action 8-2.** Revise the Zoning Ordinance to create a Downtown (D) zoning district (see Action 2-5) with provisions that allow new development to match the lot size, lot width, setbacks, heights, and other physical design aspects of existing downtown development.
- Action 8-3.** Explore ways to add design and site layout flexibility to the Conversion District overlay zone.
- Action 8-4.** Consider developing a “pattern book” for the downtown and historic districts, suggesting typical architectural and urban design elements for new development and redevelopment.
- Action 8-5.** Develop a signage ordinance for on-premise signs.
- Action 8-6.** Consider expanding the City’s National Register Historic Districts to make state and federal funds available to more residential neighborhoods, and commercial and industrial areas.
- Action 8-7.** Investigate additional incentives to make rehabilitation and adaptive reuse more financially attractive. Incentives could include excise tax exemptions, temporary property tax abatement, reduced parking requirements, access to low-interest revolving loans, or expanded sign and façade grant programs.
- Action 8-8.** Actively promote underutilized historic properties that already have wastewater allocations.
- Action 8-9.** Develop a marketing program to tie nearby Civil War resources (including Antietam National Battlefield) to the City’s Civil War and other historic resources.
- Action 8-10.** Explore ways to expedite the historic preservation designation review process, including wider dissemination of educational materials to explain the process and promote the benefits of historic designation.

Housing and Neighborhoods Element

Introduction

Hagerstown's diverse array of neighborhoods is an essential part of the City's character. Healthy, stable neighborhoods are important for the future growth and success of the City. This chapter establishes policies for housing and neighborhoods in Hagerstown.

Goals

1. Achieve an overall residential mix that reflects the range of incomes of people who live or work in the City, Washington County, and the region beyond.
2. Improve the conditions of Hagerstown's challenged neighborhoods.
3. Blend new residential development into the fabric of existing neighborhoods through complementary design and interconnectivity.

Issues Addressed by this Element

1. Hagerstown's low home-ownership rate challenges neighborhood stabilization and improvement efforts.
2. Hagerstown's less affluent neighborhoods lack investment and improvement.
3. Quality affordable housing and "workforce" housing are in short supply in the City.

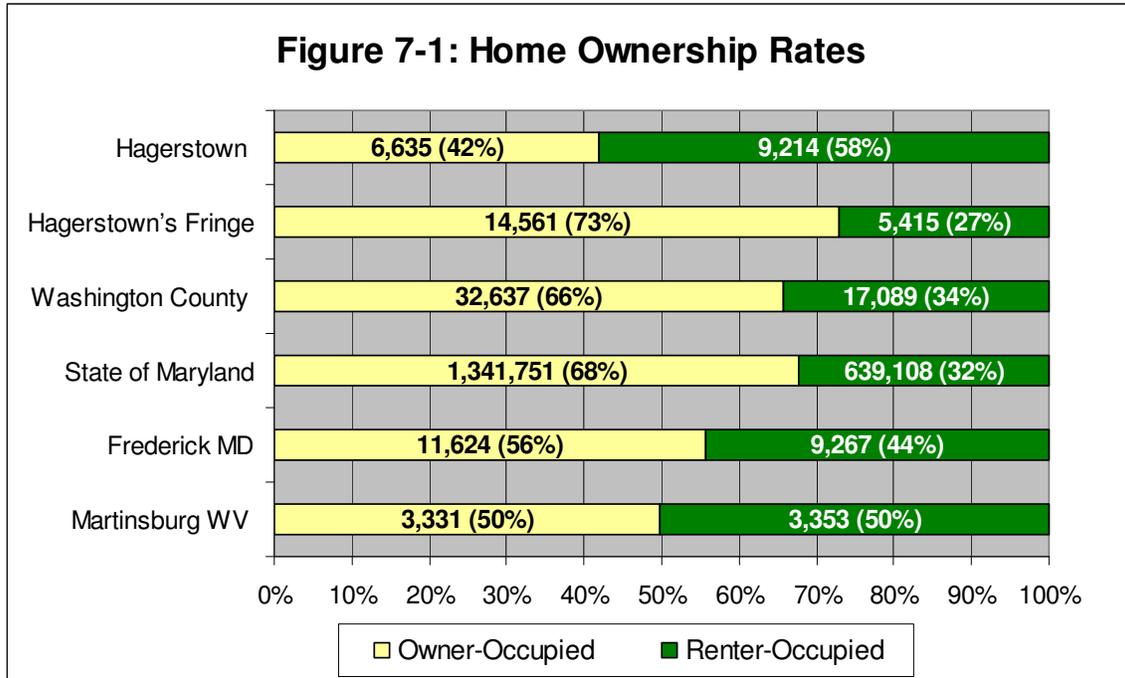
Previous Plans

Hagerstown is a city of interwoven neighborhoods, each of which has its own unique urban character. All of Hagerstown's previous Comprehensive Plans established goals and policies to address neighborhood-level issues and concerns. The 1997 Comprehensive Plan's Land Use Plan delineated 23 City neighborhoods (shown in Figure 1-9), and a 24th neighborhood was added via amendment in 2002. The plan gave a detailed urban design assessment of each neighborhood, and made recommendations to address each neighborhood's specific issues and opportunities.

The 2008 Comprehensive Plan focuses on citywide issues, primarily growth management, land use, economic development, and transportation. As such, it does not substantially revise the neighborhood-based policies of the 1997 plan, which are attached in the Appendix for reference purposes.

Owner and Renter Occupancy

Homeownership is a key to stabilizing neighborhoods. As with any city, a percentage of Hagerstown's housing units are occupied by renters. However, as Figure 7-1 shows, Hagerstown has a much higher share of renter-occupied units than in Washington County and other nearby cities.



Hagerstown’s role as a regional center attracts a large renter population—a phenomenon evident in comparable cities like Frederick and Martinsburg. Hagerstown’s neighborhoods—especially those near the downtown—offer lower-cost housing that is suitable for residents who cannot afford to—or simply prefer not to buy homes. However, the number of renter-occupied units in Hagerstown is higher than the City would like.

Conversely, Hagerstown’s 42 percent home ownership rate is significantly lower than the 68 percent statewide average. The comparison between the City and the County and fringe is significantly different. Despite having more total housing units than Hagerstown, the fringe has several thousand fewer renter-occupied units. Hagerstown has one-third of the County’s total housing stock, but more than half of the County’s renter-occupied housing stock.

Workforce Housing

The lack of workforce housing—units that are affordable to workers whose household income is at or near the regional median income—is a growing concern in Hagerstown and the surrounding region. A broad range of workers need workforce housing, ranging from police officers, firefighters, nurses, and teachers, to manufacturing and retail workers. Workforce housing is also the first home for many younger workers who are new to the job market.

The cost of workforce housing in Hagerstown and the surrounding area is quickly exceeding the ability of working families to own a home. In 2000, the median household income for the City of Hagerstown was \$30,796 (in Washington County, it was \$40,617). In 2005, the median income in Washington County was \$47,050, but the annual income needed to afford a median-priced home (\$240,000) was \$76,190 (data for Hagerstown

alone were not available for 2005).¹ Workforce housing is becoming even more expensive in neighborhoods near the downtown known for comparatively cheaper housing. Many of the housing units in these neighborhoods are outdated or deteriorated, and their sale prices do not reflect the amount of money needed for modernization at the time of this writing. Thus, even “affordable” units may ultimately prove too expensive for workforce buyers.

The widening gap between salaries and housing price has several negative impacts. It makes employee recruitment more difficult, thus threatening economic development efforts. The lack of workforce housing also makes it more difficult for Hagerstown and the surrounding area to attract new residents.

Ongoing Housing and Neighborhood Revitalization Efforts

Neighborhoods 1st

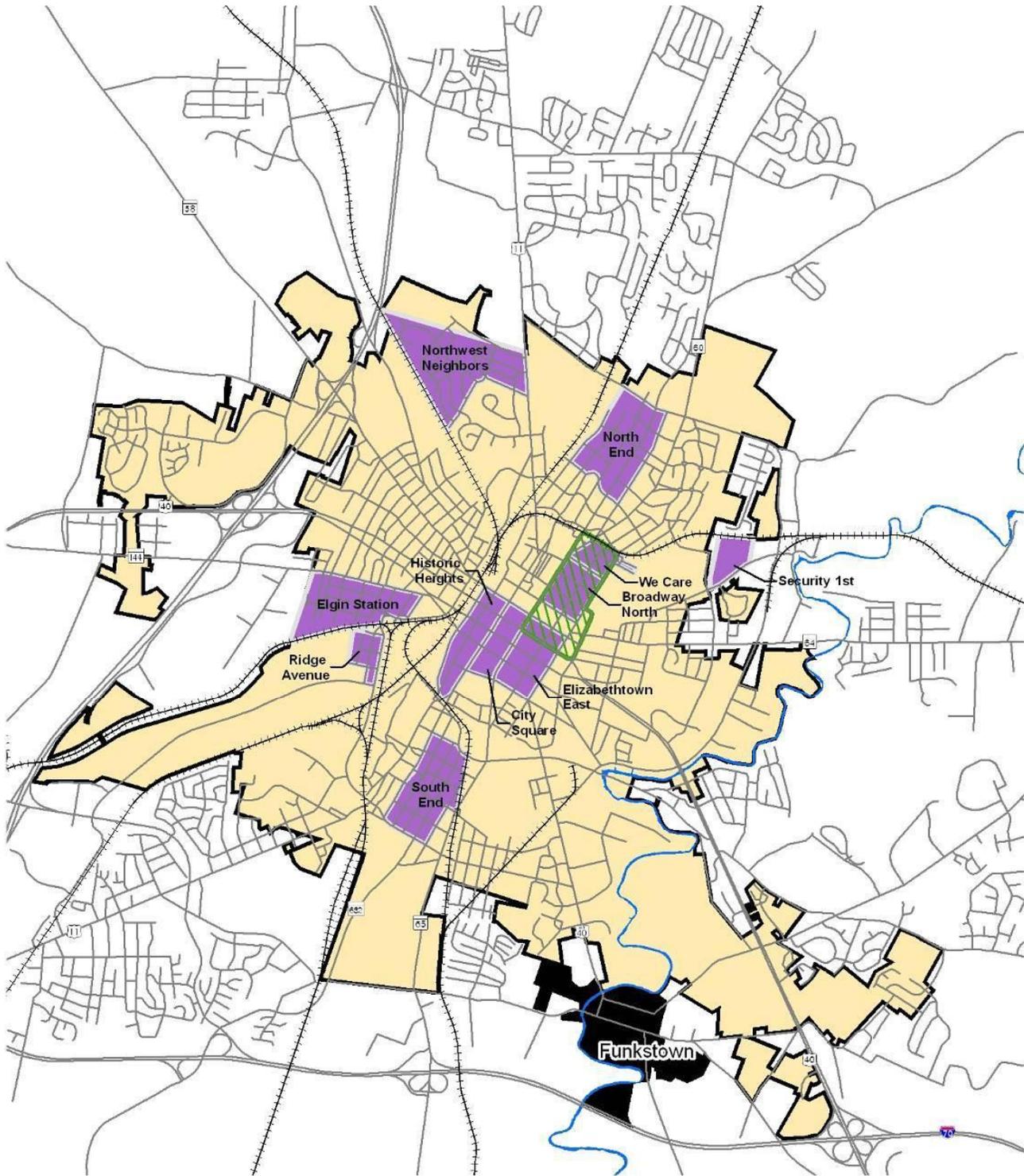
Since 1996, the Neighborhoods 1st program has been a key City response to housing- and neighborhood-related concerns. The program encourages citizen participation in local government processes, to give residents more responsibility for the well-being of their neighborhoods. Under this concept, a network of neighborhood associations works in partnership with the City to identify, plan for and implement improvements in their neighborhoods. As of 2006, there were eleven Neighborhoods 1st groups, as shown in Figure 7-2.

Comprehensive Neighborhood Revitalization

Hagerstown is currently looking at “comprehensive neighborhood revitalization” to spur improvements, especially in neighborhoods near the downtown. This is a focused effort dealing with the needs of a particular neighborhood. The first step is an in-depth analysis of the needs of an area, from which a multi-year plan is developed to address the identified needs. Implementation of the plan follows, ideally within three to five years.

The end result of comprehensive neighborhood revitalization is neighborhoods that offer a variety of housing options at reasonable cost, neighborhood amenities such as green space and off-street parking, upgraded streets and infrastructure, and improved traffic conditions. It is particularly important that public housing and subsidized housing be decentralized, so that Hagerstown’s neighborhoods, especially the downtown, are not seen as the solution for the County’s overall low-income housing needs. In August 2005, the Hagerstown Neighborhood Development Partnership proposed that the northeast quadrant of the downtown (as shown on Figure 7-2) be the first comprehensive neighborhood revitalization area.

¹ Source: Recommendations of the Washington County Workforce Housing Task Force, October 2005.



City of Hagerstown Comprehensive Plan
Figure 7-2: Neighborhood Revitalization Programs



Legend

-  Hagerstown Corporate Boundary
- Neighborhood Revitalization Programs**
-  Comprehensive Neighborhood Revitalization (Proposed)
-  Neighborhoods 1st Group

Other Efforts

- **Residential Rental Licensing Program.** Established by ordinance in 2003, the Rental Licensing Program allows the City's Office of Code Administration to conduct annual external inspections of rental property, as well as interior inspections every three years. This effort has greatly increased the City's ability to proactively address unsafe property conditions and code compliance.
- **Downtown Residency Initiative.** This program encourages recent college graduates, recently honorably discharged veterans, full-time employees of local, county, state or federal government agencies, and professionals to live in the downtown area. Under this program, downtown renters receive a subsidy of \$100 per month for one year, and home buyers receive \$1,500 toward closing costs.
- **Homeownership Program.** Under this program, the City buys deteriorated houses, then rehabilitates and resells them to income eligible households with good or improving credit. The program is financed through sales of homes. Homes sell for the appraised value after rehabilitation, and only a \$500 down payment is required. As the purchase price for the housing stock continues to rise, this program will become increasingly harder to fund.
- **Housing Rehabilitation.** The Department of Community Development administers a number of state and local programs that give grants and low-cost loans for home improvements, emergency repairs, and lead paint removal.
- **Livable City Initiative.** The Livable City program brings design continuity to City neighborhoods by focusing on improved park amenities, public sidewalk repairs and enhancements, street tree planting, and traffic island installation.
- **Parking Programs.** The Project Park Inside Loan Program offers low-cost deferred loans to property owners who want to create off-street parking behind their properties. The City has also purchased vacant lots in residential areas and converted them to small parking lots, to serve the immediate neighborhood.
- **House Keys 4 Employees.** Through this program, the Maryland Department of Housing and Community Development matches dollar-for-dollar contributions from participating employers toward employees' down payment and closing costs, up to \$8,000.

Housing and Neighborhood Policies

- Policy 7-1.** New residential development in the downtown will include owner-occupied and renter-occupied units with a broad range of prices.
- Policy 7-2.** Hagerstown will continue to use comprehensive neighborhood revitalization strategies to address the needs of its neighborhoods. These strategies should be a part of the implementation process for Special Planning Areas, as described in the Growth Management and Land Use element (see Table 2-5 and Action 2-3).
- Policy 7-3.** The City will grow its park and open space system to give neighborhoods appropriate levels of recreational amenities (see Action 9-6).
- Policy 7-4.** New development in Hagerstown will blend, mesh, and transition into existing neighborhoods (see Policy 8-1).

Housing and Neighborhood Implementation Actions

- Action 7-1.** Work with Washington County to create a balanced regional housing approach—with emphasis on encouraging both the City and County to accept their fair shares of the region’s rental and affordable housing.
- Action 7-2.** Consider developing an Inclusionary Zoning program that requires selected new developments to provide workforce housing
- Action 7-3.** Continue rental registration and code enforcement efforts to increase the overall quality of residential units in the City.
- Action 7-4.** Use Neighborhoods 1st, the Livable City program, Comprehensive Neighborhood Revitalization, and other appropriate programs as tools for neighborhood revitalization.
- Action 7-5.** Continue to support efforts to plant street trees and provide additional neighborhood parking facilities.
- Action 7-6.** As part of a comprehensive rezoning effort (see Action 2-5 and Table 2-6):
- Create a Downtown (D) zoning district with provisions that allow new development to match the lot size, lot width, setbacks, heights, and other physical design aspects of existing downtown development (see also Action 8-2).
 - Allow for Moderate Density Residential uses and Mixed Use areas that include new housing (see Figure 2-6 and Action 2-5).
 - Explore zoning options to facilitate Comprehensive Neighborhood Revitalization, such as the establishment of an overlay zone or a new mapped district that reflects the lot sizes, setbacks, building heights, and other characteristics present in many of the City’s older neighborhoods.
- Action 7-7.** Revise the subdivision and zoning ordinances to ensure that the layout, architectural, and other physical design elements of new development are compatible with existing neighborhoods.

Downtown Element

Introduction

Downtown Hagerstown is the institutional and cultural heart of Washington County, the Long-Range Growth Area, and the surrounding tri-state region. This chapter addresses the downtown's role and establishes policies to strengthen the downtown. The goals, issues, policies, and actions in this chapter were created as part of the 2008 Comprehensive Plan development process. They supplement the issues, goals, policies, and actions listed in a May 25, 2004 amendment to the 1997 Comprehensive Plan, which is reprinted in this chapter—with minor changes to reflect tasks completed since the amendment—and made part of this 2008 Comprehensive Plan.

Goals

1. Reinforce downtown Hagerstown's role as the region's government, economic, institutional, and cultural center.
2. Enlarge the City's share of regional retail and tourist revenue by concentrating specialized businesses and cultural amenities in the downtown.

Issues Addressed by this Element

1. Inadequate progress of Downtown revitalization.
2. Downtown's limited share of overall regional retail and tourist spending.

Downtown Boundaries

The 2008 Comprehensive Plan defines the Downtown as shown in Figure 6-1 (also in Figure 2-1).



Figure 6-1: The Downtown

The Downtown

Downtown includes the City and County government headquarters, retail stores, offices, fifteen churches, and public and private services, including the Central Branch of the Washington County Free Library, the University System of Maryland, Aspiring to Serve, and the central Post Office. Most of the larger-scale buildings date from the industrial boom era of 1880 to 1930, and many are of particular historic interest. There is great potential for rehabilitation and adaptive use of a number of larger older buildings. The Public Square, at Washington and Potomac Streets, is the physical and cultural center of Town, and is an urban open space divided by heavily traveled streets.

Downtown contains a considerable amount of housing: historic rowhouses and a variety of other types. There are five public and publicly-assisted projects in the area, all for elderly persons: Alexander House, a 95 unit conversion of a downtown hotel, Potomac Towers North and Potomac Towers South, high rise public housing with a total of 326 units, Elizabeth Court, another publicly-assisted complex with 111 units, and Walnut Towers, a 150-unit public housing project.

The entire commercial core is a historic district.

Downtown experiences heavy traffic, especially on Washington and Franklin Streets, the one-way pair carrying U.S. Route 40 through the City. Truck and commercial traffic traverses the downtown, although most of these trips have either an origin or a

destination at a downtown business, or in one of the industrial or commercial areas of the City.

Areas south of Antietam Street provide good development potential in underused buildings and land to attract additional activity to the downtown. One large high-rise apartment house is located here, as well as a mix of non-residential structures.

The principle land-use issues in this area will continue to be the following:

- Minimization of through traffic,
- The promotion of residential rehabilitation.
- The identification and attraction of additional economic activity in competition with outlying shopping centers and business locations. A good overall strategy in downtown revitalization is to upgrade the business areas; without this, adjacent residential areas will not rehabilitate.
- The development of infill sites and the adaptive reuse of large underutilized historic buildings and large vacant multi-use buildings.
- The development of a Downtown Parking Master Plan.

A full range of physical improvements should continue to be made on an incremental basis to the downtown area, in accordance with previous plans. These should be aimed at improving the downtown's image and attractiveness through traffic calming measures, gateway and pedestrian enhancements, and improvement of public parking facilities. The City should support and encourage activities that bring people downtown, such as appropriate retail facilities (see the Economic Development Element), the proposed School for the Arts and the Arts Center projects, additional cultural facilities in the Arts and Entertainment District enhancements to existing destinations such as the Central Branch of the Washington County Free Library and the Miller House, and special events.

Links from downtown to attractions such as the City Park and Fairgrounds Park should be considered. Types of links could include open space greenways and distinctive sidewalk treatments. Pedestrian links to the Jonathan Street and Potomac-Broadway neighborhoods should be improved in these ways. The old railroad station should be studied as a possible visitor center and terminus for MARC trains in the future, only if the Police Department were to decide to vacate this facility.

The quality of the downtown housing stock must be improved. Additional downtown residences should be encouraged: rehabilitated townhouses, conversions of larger non-residential buildings to apartments and/or condominiums, upgrades to existing vacant upper floor apartments, and creation of mixed-use buildings with apartments over retail and service uses. Opportunities for middle- and upper-income housing should be explored to balance the existing lower-income housing base. Opportunities to create artist housing in the Arts and Entertainment District should be explored.

Safe and attractive parking areas, as proposed by the Downtown Enhancement Plan, should continue to be developed and expanded as opportunity permits. Businesses should be encouraged to establish attractive secondary entrances toward the rear where parking has been established.

The form and character of areas in the interior of the downtown area's large blocks needs to be designed, aiming for a solid street facade with passageways and alleys to the interior. Interior areas would accommodate parking, secondary entrances to stores, and possibly other activities, such as alley shops. Construction should be permitted on air rights over the interior alleys, providing opportunities for additional commercial space and an incentive for private improvements.

A prime task for the downtown is to establish and maintain an attractive image. This includes the actions discussed above, additional landscaping and streetscaping, the development of distinct downtown gateways—especially on Route 40—and continued restoration of historic buildings and spaces. Uniform signage throughout the downtown would also improve the downtown's appearance (see Action 8-5).

Downtown Enhancement Plan

Revitalize Downtown by Increasing the Demand for Office, Housing, Retail, and Cultural Space.

While street-level space in downtown Hagerstown experiences relatively high occupancy rates, the large size of many downtown buildings and weak demand for space above the first floor leaves high overall vacancy rates. Several strategies could help promote downtown business success and reinvestment and increase demand for office, residential, and retail space.

In recruiting new enterprises to the downtown, the City should diversify its approach to cultivate and accommodate a mix of customers: downtown workers, locals, and visitors. Clusters of businesses could be created and nurtured that appeal to specific groups. In order to attract locals downtown and to capture visitors in our area (i.e., Antietam Battlefield, Prime Outlets, etc.), the downtown must sell unique and sought after products not found in malls and the downtown must cultivate a unique and attractive shopping district atmosphere which cannot be found in malls.

To efficiently and effectively compete with neighboring malls, shopping centers, and other downtowns in the region, the downtown revitalization effort must do the following:

- use our existing assets—help existing businesses to succeed and restore the structural integrity and beauty of the district's buildings;
- promote the business district and its zones—including the Hagerstown Enterprise Zone—to existing and new customer groups.

Downtown has made positive strides in the recent past, and a more focused approach will strengthen revitalization efforts. Hagerstown has a number of organizations with a

mission to renew the downtown, but better coordination of these efforts is necessary to achieve the desired result. It is recommended that community leaders create and support organizations to manage the elements of revitalization, such as:

- ***Hagerstown Neighborhood Development Partnership (HNDP)***—the newly formed community development corporation, the Hagerstown Neighborhood Development Partnership, (HNDP), will be an economic development organization that focuses on redeveloping downtown residential and commercial properties and providing expertise to developers with downtown projects.
- ***Maryland Main Street Program***—a downtown manager and advisory board should be formed under the Maryland Main Street Program to assume the day-to-day responsibility of organizing downtown revitalization activities. The Main Street manager and board would organize committees and volunteers to organize clusters, attract new businesses, assist businesses with storefront designs and displays, and manage promotions.
- ***Destination Hagerstown***—is a group of downtown business representatives, property owners, and organizations with an interest in the growth and revitalization of Downtown Hagerstown. Their vision is to see Downtown Hagerstown become the region’s destination for commerce and culture.

Initial revitalization projects should include making “quality of shopping experience” improvements and developing a marketing plan for downtown. The perceived “parking problem” can be solved through promotion and other programs that educate customers about the availability of plentiful parking. The perception and reality of crime can be addressed with programs like safety ambassadors, bike patrols, and town watch groups. Because the presence of more people on the street deters crime and makes people feel safer, the City needs to promote the existing stores and attract new ones. From a marketing standpoint, special promotions and way-finding signage can be created to increase market penetration (selling more to current customers) and to improve market development (cultivating new customers already in the region). As more customers shop downtown, additional stores need to be added to broaden the variety of stores in a cluster. Recruitment promotions can include special lease rates for targeted businesses, direct mailing about the new downtown, and receptions for prospective merchants.

Owners of boarded or dilapidated properties might be taxed at a higher rate, encouraging them to sell the property to an investor or to reinvest in the property. This objective could be accomplished through a split tax, whereby land is taxed at a higher rate than improvements. Also, the City can use loans and incentives to guide the tenant mix and encourage new activities that generate demand, such as a health club or gym, educational facilities, and shopping.

Where a shortage of parking is an issue, new parking facilities should be developed in the center of city blocks to eliminate interference with the street facades. The City’s existing Central Parking Lot and new Arts & Entertainment District parking deck are examples of such facilities. The A&E District Parking deck opened in September of 2006, at a

construction cost of approximately \$3,000,000 dollars. The deck is 4 and ½ stories tall and holds 188 parking spaces.

To attract and support additional services, a higher income population is desirable in central parts of the City. Strategies to attract middle- and upper-income families include investing in additional amenities downtown and encouraging the redevelopment of existing space into middle- and upper-income housing. The newly formed community development corporation, the Hagerstown Neighborhood Development Partnership (HNDP), will focus its efforts on revitalization of housing and commercial properties in the central part of the City. The CDC will identify buildings with the potential to be higher income housing. The desirable characteristics include buildings of architectural interest in prime locations. Prime areas for this type of development are the Potomac-Broadway neighborhood, S. Prospect Street neighborhood, and second and third blocks of S. Potomac Street. Initially, such projects may need to be subsidized.

Promote Tourism by Making Hagerstown a Vacation and Leisure Time Destination

Tourism is an important economic activity that can support both general economic prosperity and the renewal of the downtown area. The State of Maryland has emphasized the importance of tourism in the State's economy by instituting the Maryland Heritage Area Program in 1995. This program encourages communities to identify, protect, and promote their unique heritage and to capitalize on that heritage through economic development tourism initiatives. State funds and assistance will be made available for interpretive and infrastructure improvements in State-approved heritage areas.

In the winter of 2005-2006, the jurisdictions in the Heart of the Civil War Heritage Area in Washington, Frederick, and Carroll Counties endorsed submission of a Management Plan for certification by the Maryland Heritage Areas Authority. The Management Plan for the three-county heritage area outlines the heritage resources in the three counties and recommended interpretative programs, coordination strategies for program providers, conservation strategies for resources, and economic development strategies for intended Target Investment Zones. With certification of the Heart of the Civil War Heritage Area by the Maryland Heritage Areas Authority in 2006, State heritage tax credits and special funding programs are available to implement the heritage tourism projects and strategies identified in the Management Plan.

The Comprehensive Plan adopts the boundaries established in the Maryland Civil War Heritage Area Management Plan for the Heritage Area in Washington County, which incorporates the City of Hagerstown, and for the Target Investment Zone in Hagerstown, which overlays a portion of the downtown (See Figure 6-2). The Comprehensive Plan adopts the following revitalization strategies for the Target Investment Zone (TIZ) which are identified in the Heart of the Civil War Heritage Area Management Plan:

- ***Focus Revitalization on the Square and its immediate surrounding area.*** Encourage outdoor dining and other street-level activity in the Public Square. The park-like property adjacent to The Plum could be utilized for outdoor seating for diners, bench seating for pedestrians, interpretive panels on Hagerstown history, or other uses that could draw people into the space. Create pocket parks where appropriate, such as



Figure 6-2: Hagerstown TIZ

University Plaza on W. Washington Street. Exhibit space for heritage exhibits could be incorporated into the downtown's core area to bring greater activity to the Square. Vacant storefronts could be used to display Civil War Heritage Area exhibits.

- ***Bring life to downtown after business hours.*** Special evening hours or events could begin to draw evening crowds downtown and could offer businesses a growing base of evening customers to facilitate their staying open later. Encouraging market-rate housing and accommodations would provide a captive audience for downtown restaurants and other businesses after hours. Expanded offerings at the Maryland Theatre could also draw greater crowds of patrons downtown.
- ***Encourage the creation of downtown accommodations.*** The City currently lacks both a downtown hotel for visitors and a conference center. Visitors to Hagerstown must stay in hotels in the outskirts of the City, increasing the likelihood that they will eat and shop out of town as well. The City needs a downtown hotel—a small inn and/or a hotel with enough conference space to support small regional and State meetings. It should provide incentives for the development of downtown hotel facilities, for example, by rehabilitation and upgrading of older facilities. However, for a downtown hotel to be economically viable, the City would need to promote and create additional downtown tourism destinations.
- ***Focus on history, arts, and culture.*** A genealogy center, museums, and historical markers program are all recommended in downtown Hagerstown planning documents. These projects, in addition to the arts and culture projects listed above, could provide a special identity for downtown. With these uses and some specialty retail, such as antiques, the downtown could be a major draw for the heritage area. Highlight the arts portion of downtown with streetscape elements (banners) that announce the arts district.

In 2001, the State of Maryland designated the four block area around Public Square as a *Smart Growth Arts & Entertainment District*. The intent of this program is to create and nurture an environment attractive to artists, arts and entertainment enterprises, shoppers, cultural patrons, and visitors. The program encourages this activity by providing certain tax incentives for eligible artists, development projects, and arts and entertainment enterprises. The Arts Center and the School for the Arts are two proposed downtown development projects that are consistent with the goals of this program, and would help to establish the district as a destination. Other eligible enterprises that would contribute to establishing an arts and entertainment destination in the downtown include art galleries, music and art stores, recording studios, dance companies, orchestras, theaters, etc.

Downtown Implementation Actions

[Implementation Actions established through the 2008 Comprehensive Plan development process, supplemental to actions described in the amendment text above.]

- Action 6-1.** Encourage the continued location and expansion of all levels of government and public uses in the downtown.
- Action 6-2.** Encourage revitalized downtown housing development with a diversity of price ranges.
- Action 6-3.** Continue to work with organizations interested in the downtown including Destination Hagerstown, the Hagerstown Neighborhood Development Partnership, and the Chamber of Commerce's Downtown Task Force.
- Action 6-4.** Strengthen downtown's role as a regional tourist destination by implementing the Heart of the Civil War Heritage Area recommendations for new tourism support facilities, interpretive programs, infrastructure enhancements, and marketing endeavors.
- Action 6-5.** Widen sidewalks in appropriate portions of the downtown, including in front of the businesses and restaurants along South Potomac Street.

Transportation Element

Introduction

An adequate vehicular circulation system is vital for Hagerstown to remain a desirable place to live, work, and visit. Road projects that add highway capacity and new road links will be necessary to meet the 2008 Comprehensive Plan's goals for growth management, economic development, and the downtown. This chapter addresses the City of Hagerstown's existing transportation system and establishes priorities for improvements to roads, transit, and pedestrian and bicycle facilities over the next 20 years.

Goals

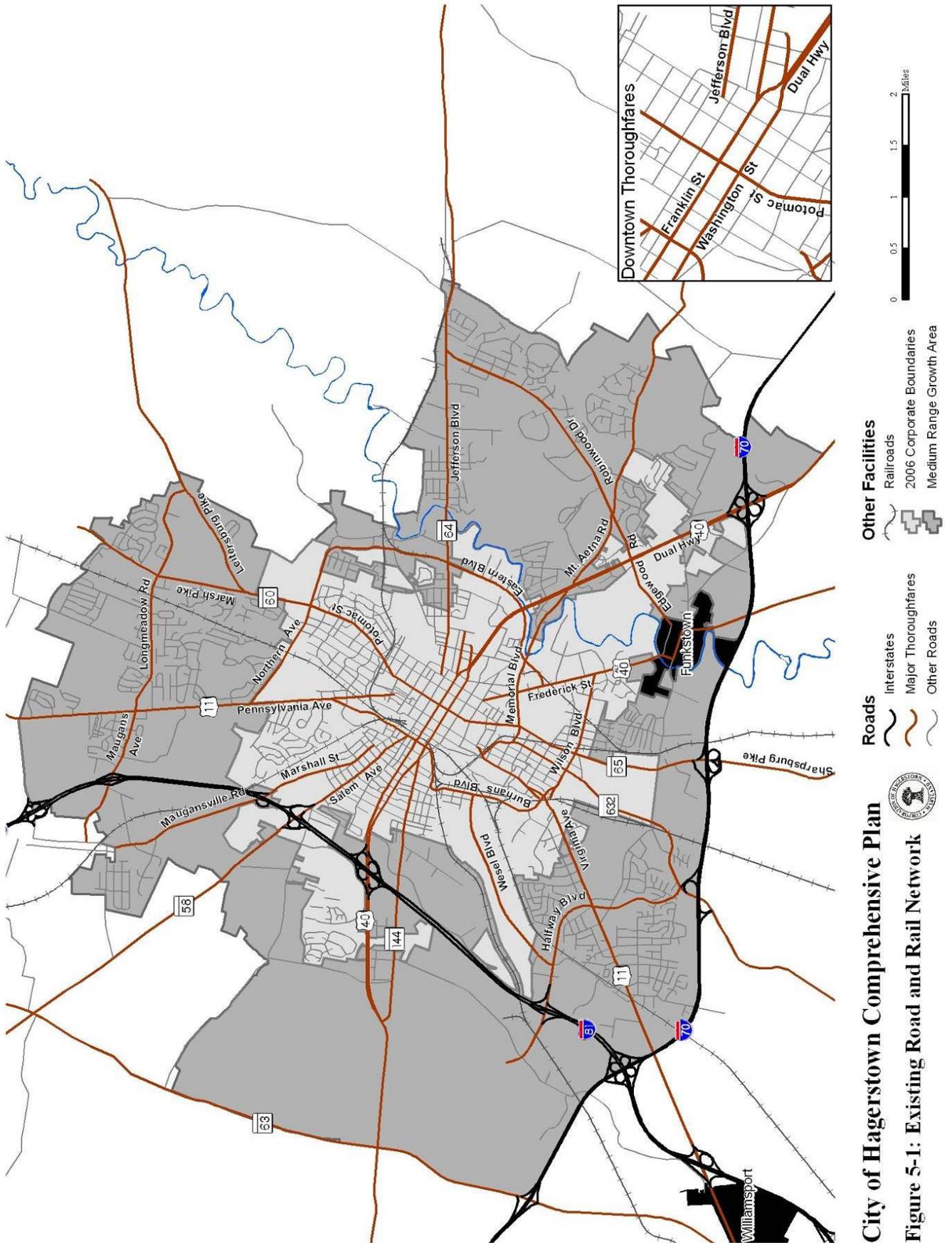
1. The City's transportation network, including roads, transit, and bicycle and pedestrian facilities, will meet the mobility needs of its residents, businesses, and visitors.
2. Transportation projects will support the City's growth management goals.
3. Long-distance traffic will use major highways to travel around Hagerstown rather than through the City.

Issues Addressed by this Element

1. Hagerstown's transportation network needs to be enhanced to maintain safe and efficient flow of people and goods in and around the City.
2. Hagerstown's network of major roads is incomplete, with many missing or partially complete segments.
3. Without upgrades, the existing road network will not be sufficient to accommodate future traffic in and around Hagerstown.
4. Hagerstown's transportation network needs alternatives to the automobile, including transit and bicycle and pedestrian opportunities.

Existing Transportation Network

Known as "Hub City," Hagerstown has long served as a transportation center, first as a waypoint on the National Road—America's first federally funded highway—and later as a railway node. Today, U.S. Routes 40 (the descendant of the National Road) and 11 intersect at the edge of downtown Hagerstown, and Interstates 70 and 81 skirt the southern and western edges of the City. The interstates provide a bypass around the City for long-distance travelers, including truck traffic, while the U.S. routes provide direct access to downtown Hagerstown. Other major roads, such as Wilson Boulevard, Memorial Boulevard, Eastern Boulevard, and Northern Avenue provide a partial circuit around the City center for local traffic (see Figure 5-1).



The older portions of Hagerstown's local road network (primarily those in and near the downtown) are a grid system, divided by a major railroad line, streams, and topographic features. More recent additions to the local road system have broken with the grid pattern.

Hagerstown's road network is mostly adequate to accommodate current traffic flows. Some traffic bottlenecks tend to develop where major thoroughfares meet smaller roads, such as the intersection of Dual Highway (U.S. Route 40 south of downtown) and Edgewood Drive and Eastern Boulevard south of Jefferson Boulevard. Gaps in the circumferential thoroughfare network—specifically the lack of a direct connection between Eastern Boulevard and I-81—also cause some delays. Although not severe, traffic congestion has nonetheless become a concern in Hagerstown—notably in the downtown.

Trucks and commercial traffic traverse the downtown, although most of these trips have either an origin or a destination at a downtown business, or in one of the industrial and commercial areas in the city (see Figure 2-1).

Transit service in the Hagerstown region is provided by the County Commuter service, operated by Washington County. County Commuter operates nine routes that originate in downtown Hagerstown. Destinations for these routes are Valley Mall, Long Meadow Shopping Center, Williamsport, Maugansville (and Washington County Regional Airport), Hagerstown Community College, Smithsburg, Prime Outlets, Funkstown, and the Centre at Hagerstown. The nearest passenger rail facilities are the AMTRAK/MARC stations in Martinsburg and Frederick (the railroad lines that traverse Hagerstown are owned by CSX and Norfolk-Southern, and are used for freight operations).

The Maryland Transit Authority operates a commuter bus route from the park-and-ride lot at the I-70/MD Route 65 interchange to the Shady Grove Metrorail station. The Hagerstown region is served by several other park-and-ride lots, including several along I-70 (at US Route 40, MD Route 66, and MD Route 632), and a lot at the I-81/MD Route 58 interchange. These lots, along with the MTA park-and-ride lot, provide approximately 600 spaces for commuters from the Hagerstown region and beyond.¹

Washington County Regional Airport provides commercial and private air travel for the four-state region.

Most City streets have sidewalks, although there are some areas where sidewalks are in poor condition or are missing altogether. Hagerstown requires new development and redevelopment to include sidewalks that connect to existing sidewalks, especially where continuous sidewalks facilitate access to parks and schools. Most portions of the Medium-Range Growth Area outside the city lack sidewalks. The City has identified a Hub City Bicycle Loop that provides a recreational bicycle route around the downtown and through adjacent neighborhoods.

¹ Source: Maryland State Highway Administration, <http://www.sha.state.md.us/keepingcurrent/maintainRoadsBridges/rideshare/OPPE/parkride.asp>

Future Transportation Needs

While Hagerstown's roads currently function well, projected increases in regional traffic volumes will have significant negative impacts on travel in and around Hagerstown. The Hagerstown/Eastern Panhandle Metropolitan Transportation Organization (HEPMPO) is the federally designated body responsible for preparing a Long Range Transportation Plan (LRTP) to assess transportation needs of the region that includes Washington County, Maryland and Berkeley and Jefferson Counties, West Virginia through the year 2030. The 2005 LRTP found that the Hagerstown/Eastern Panhandle region will experience a 58 percent increase in travel demand between 2000 and 2030.² Unless steps are taken to add capacity to the regional road system by 2030, I-81 and I-70 will both operate at Level of Service (LOS) E or F, characterized by extremely slow speeds and heavy congestion (LOS F indicates near-gridlock conditions).

Maintaining capacity on the interstates is critical for the long-term adequacy of Hagerstown's transportation system. Heavy congestion on the interstates will make Hagerstown's thoroughfares and local roads attractive alternative routes for regional through traffic. Specifically, the LRTP found that, if capacity is not added to the interstate system, Dual Highway, Eastern Boulevard, Northern Avenue, and much of U.S. Route 11 will operate at LOS E or F. This would encourage traffic to bypass congested interstates by using downtown streets, which, as a result, would operate at LOS E or F. To avoid these problems, the LRTP recommends a number of transportation upgrades, as listed in Table 5-1 and shown in Figure 5-2. It should be noted that, as of 2008, the vast majority of these projects are unfunded. Since the State has plans to add capacity to I-81, the City contends that the widening of US 11 is not necessary and also would not be feasible given site constraints within the city.

In addition to the LRTP improvements in Table 5-1, Hagerstown has identified a number of improvements that would further enhance the City's transportation network. Those projects, as well as additional improvements from the Washington County Capital Improvements Plan (CIP), are listed in Table 5-2 and shown in Figure 5-3.

² Travel demand is measured by daily vehicle-miles of travel (VMT). Between 2000 and 2030, the LRTP estimates that regional travel will increase from 6,673,000 VMT to 10,537,000 VMT.

Table 5-1: Long Range Transportation Plan Recommended Improvements

Facility	Improvement (see Figure 5-2)	Segment
Interstate 81	A. Widen to six lanes and interchange improvements	Entire length in Washington County
	B. Widen and add collector-distributor lanes	From I-70 to U.S. Route 40
Interstate 70	C. Widen to six lanes	Frederick County line to I-81
	D. Freeway reconstruction	I-81 to I-68
U.S. Route 11	E. Widen to four lanes plus auxiliary lane ^b	I-81 in Williamsport to Terminal Drive
U.S. Route 40	F. Widen to six lanes, divided	I-70 to Eastern Boulevard
	G. Widen to four lanes	MD Route 144 to MD Route 63
	H. Add signalization	MD Route 63 to MD Route 57
U.S. Route 40 (Alternate)	I. Reconstruction	Maple Street (Funkstown) to MD Route 68
MD Route 60	J. Intersection improvements and Transportation Systems Management ^a	Marsh Pike to Leitersburg
MD Route 65	K. Widen to four-lane divided	I-70 to MD Route 68
MD Route 58	L. Widen to three-lane section	I-81 to edge of UGA
	M. Widen and improve signalization	I-81 to MD Route 63
MD Route 63	N. Widen to four-lane divided	I-70 to north of U.S. Route 40
Eastern Boulevard	O. Widen to four lanes, plus auxiliary lane	(U.S. Route 40 to MD Route 60)
	P. Construct new Eastern Boulevard Extension	From Northern Avenue to Marsh Pike
Halfway Boulevard	Q. Construct new four-lane divided arterial segment (with turn lanes)	Current terminus to MD Route 63
Southern Boulevard	R. Construct new road	Oak Ridge Drive to Edgewood Drive
R. Paul Smith Boulevard	S. Construct new road	U.S. Route 40 (at Mt. Aetna Road) to U.S. Route 40 (Alternate)

a: Transportation Systems Management (TSM) refers to strategies that increase the effective capacity of a road or road system without adding or widening roadways. Specific strategies typically include coordination of traffic signals, rapid accident response, and better road signage.

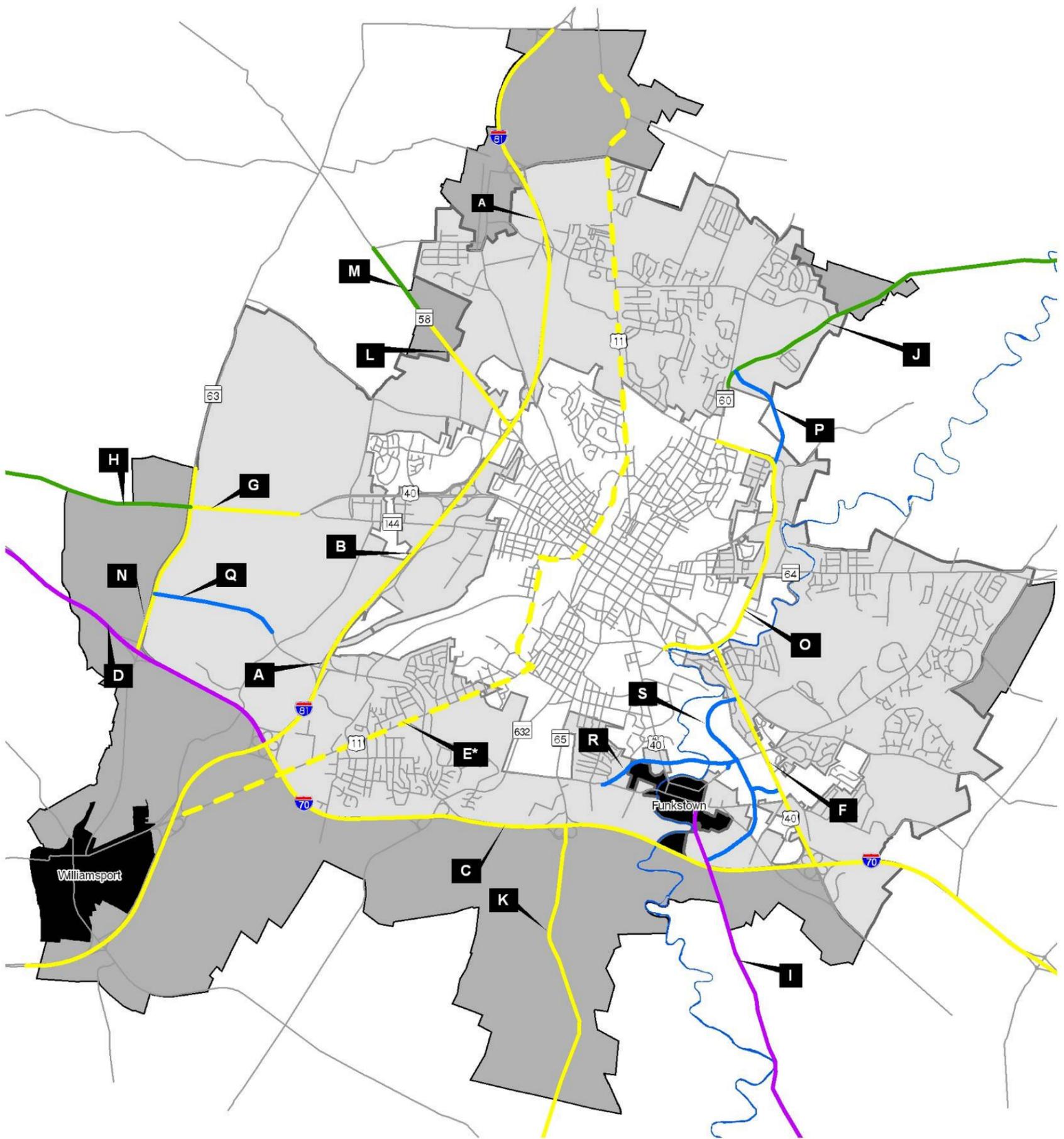
b: Since the State has plans to add capacity to I-81, the City contends that the widening of US Route 11 is not necessary and is also not feasible with the city given site constraints. The City recommends intersection improvements as an alternative to widening.

Table 5-2: Locally Identified Transportation Improvements

(In addition to LRTP-identified improvements)

Facility	Improvement (see Figure 5-3)	Segment
<i>City-identified improvements</i>		
Marsh Pike	1. Widen to 3-4 lanes	Longmeadow intersection to MD Route 60/Eastern Boulevard Extended intersection
Terps Boulevard	2. Construction of new road	Between Marshall Street and Salem Avenue
Haven Road Extension ^a	3. Extend and cross railroad to join Salem Avenue	Northwest terminus of Haven Road to Marshall Street
Haven Road	4. Reconstruction	Pennsylvania Avenue to end
Marshall Street	5. Reconstruction	Rhode Island Avenue to corporate boundaries
Northern Avenue at Eastern Boulevard	6. Widen intersection and approaches.	
Garland Groh Boulevard	7. Signalization	Entire length
Wesel Boulevard	8. Dualization	Burhans Boulevard to existing 4-lane segment.
Professional Court Extended	9. New major collector	Connect Eastern Boulevard and Robinwood Drive, via Professional Court, connecting to Yale Drive and passing north of Village at Robinwood out to Robinwood Drive.
Edgewood Drive	10. Widen to 3 or 4 lanes	Entire segment inside corporate limits.
Hub City Bike Loop	Establish a designated bicycle loop within the City.	
<i>Identified in the 2006-2011 Washington County Capital Improvements Plan (CIP)</i>		
Maugans Avenue	11. Widen to 5-lane section 12. Widen to 3-lane section	<ul style="list-style-type: none"> • Between I-81 and U.S. Route 11 • Between I-81 and Maugansville Road
Longmeadow Road	13. Widen to 3-lane section	Between Marsh Pike and Pulaski Drive
Robinwood Drive	14. Widen to 4 lanes. 15. Realign segment.	<ul style="list-style-type: none"> • Entire length. • Community College to MD Route 64
Halfway Blvd and Massey Blvd	16. Widen intersection and approaches.	
Mt. Aetna Road at Dual Highway	17. Widen intersection and approaches.	
Edgewood Drive at Dual Highway	18. Widen intersection and approaches.	

a: The City's Northwest Connector study examined options for this improvement.



City of Hagerstown Comprehensive Plan
Figure 5-2: LRTP Recommended Upgrades

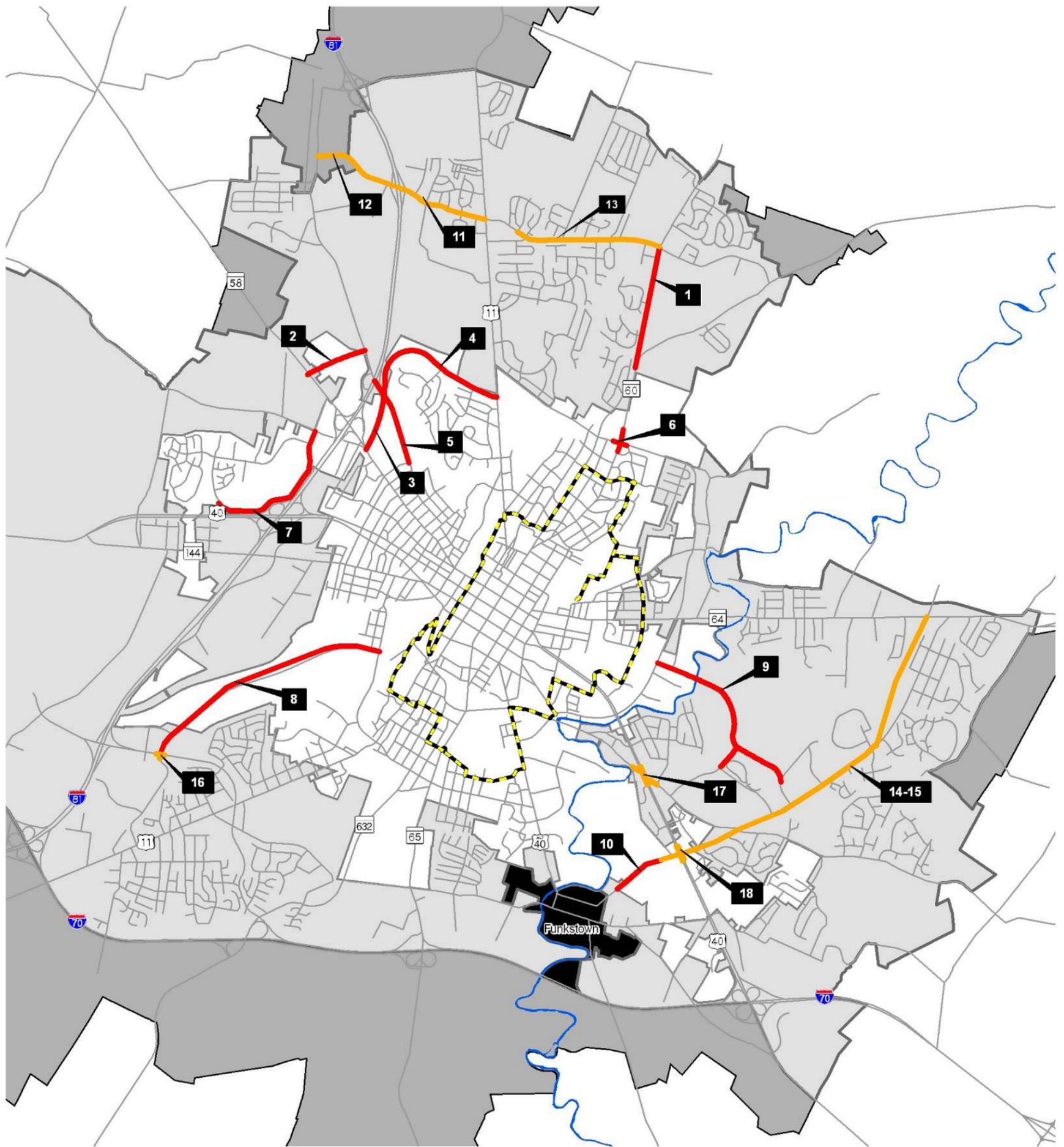


Legend

Improvements listed in HEPMPO Long Range Transportation Plan (See Table TR-1)

- Widen
- Reconstruction
- Long-Range Growth Area
- New Segment
- Signalization/TSM
- Medium-Range Growth Area

* The City believes that widening of US Route 11 is not necessary due to planned improvements on I-81, and may be infeasible due to site constraints (See note in Table 5-1).



City of Hagerstown Comprehensive Plan

Figure 5-3: Locally Recommended Transportation Improvements



Legend

**Locally-Identified Improvements
(See Table 5-2)**

- Improvements identified by the City of Hagerstown
- Projects in the Washington County Capital Improvements Plan (CIP)
- Hub City Bike Loop
- Medium-Range Growth Area
- Long-Range Growth Area

Among the projects shown in Tables 5-1 and 5-2, Hagerstown's Mayor and City Council listed the following priority road projects.³

Current Projects (underway or soon to be underway as of 2008):

- Eastern Blvd widening from Conrad Ct. to Jefferson Blvd.
- Intersection improvements at US Route 40 and Edgewood Drive
- Jonathan Street streetscape project (not included in Tables 5-1 or 5-2)
- Intersection improvements at MD Route 60 and Northern Avenue
- Marshall Street Reconstruction

Future Projects (varying funding commitments in the City CIP):

- Eastern Blvd widening and extension to Marsh Pike
- Construction of Northwest Connector from New Haven Road to Salem Avenue
- Extension of Professional Court to the proposed hospital site
- Construction of R. Paul Smith Blvd
- Construction of Southern Blvd

Widening I-81 and I-70 is essential to alleviate the projected congestion in the Hagerstown region and will reduce bypass trips through the City. Improving major thoroughfares outside of the Corporate Boundaries (but within the UGA)—especially by upgrading Maugans Avenue, Longmeadow Road, and Marsh Pike to complete the northeast section of a circumferential route around the City—will keep intra-regional travel on the City's periphery, rather than in the downtown. New roads such as the Haven Road extension and the Eastern Boulevard/Robinwood Drive connector will shorten trips and alleviate traffic on Dual Highway, Pennsylvania Avenue, and other arterial roads, and will add interconnectivity and flexibility to the road system.

In addition to accommodating future traffic, these transportation improvements also support the City's growth management goals. Added road capacity and new connections are concentrated in the northern and eastern portions of the Medium-Range Growth Area, where there is a large amount of undeveloped land and several potential annexation properties. Setting aside rights-of-way for new or widened roads during the development review and permitting process should become a priority. This can provide important connections between new development, redevelopment, and existing neighborhoods.

³ Mayor and City Council Work Session, March 20, 2007.

Transportation Policies

Policy 5-1. The 2008 Comprehensive Plan recommends completion of the Long Range Transportation Plan projects and City-identified projects listed in Tables 5-1 and 5-2, and shown in Figure 5-2.

Policy 5-2. The City of Hagerstown will work with Washington County, the Towns, the State of Maryland, and Hagerstown Eastern Panhandle Metropolitan Planning Organization (HEPMPO) to pursue the timely completion of selected projects that facilitate traffic movement around the City's periphery. Specific projects are:

- Widening of I-81 and I-70.
- Widening and extension of Eastern Boulevard.
- Widening of US 40 and improvements to Edgewood Drive.
- Construction of Southern Boulevard
- Construction of the Northwest Connector

Policy 5-3. Transportation improvements will support the Comprehensive Plan's growth management and land use goals.

Policy 5-4. Desired alignments for new roads will be identified in advance of new development, and developer participation will be sought.

Policy 5-5. The City encourages alternatives to automobile travel, specifically:

- Expansion of the County Commuter system
- Inclusion of sidewalks and pedestrian paths as part of new development, and
- The establishment of bicycle routes on existing and new City streets.

Policy 5-6. Continue to encourage ride-sharing by maintaining existing park-and-ride lots, and by developing new park-and-ride lots as necessary.

Transportation Implementation Actions

- Action 5-1.** Work with Washington County, the Towns, the State of Maryland, and the HEPMPO to complete the transportation improvements identified in this Comprehensive Plan. In particular, review and comment on the annual City and County Improvement Programs (CIPs) and the State Consolidated Transportation Program as they relate to furthering objectives of this plan.
- Action 5-2.** Work with Washington County to review County Commuter bus service, to evaluate the adequacy of existing routes, transit information, and bus shelters in light of the Growth Management and Land Use Element of this Comprehensive Plan.
- Action 5-3.** Work with the Maryland Transit Authority to evaluate the need for expanded commuter bus service and additional commuter bus stops in Hagerstown.
- Action 5-4.** Expand the City's pedestrian and bicycle infrastructure by considering the following improvements:
- Develop a new walking path/greenway along Antietam Creek (see Figure 9-5).
 - Reserve right-of-way on new or expanded roads for bicycle lanes.
 - Re-use abandoned rail lines as pedestrian and bicycle paths.
- Action 5-5.** Investigate the feasibility of alternate funding sources for transportation projects, such as the local share of the Washington County excise tax, development impact fees and assessment districts, as well as increased State and Federal aid.
- Action 5-6.** Continue to require new development and redevelopment to include sidewalks that connect to existing sidewalks, especially where continuous sidewalks facilitate access to parks and schools.

Water and Wastewater Element

Introduction

This element addresses the City of Hagerstown's water and wastewater systems. It establishes policies to guide the provision of future wastewater and water service to the City and its Medium-Range Growth Area. While this element is not intended to meet the requirements of the Water Resources Element (pursuant to House Bill 1141), it nonetheless sets forth policies that emphasize the maximization of available treatment capacity, and the coordination of water and wastewater service allocation with the City's growth goals. This element of the 2008 Comprehensive Plan will supplement the Washington County Water and Sewer Plan, which was in progress in 2008. Figure 4-1 delineates current water and wastewater service areas.

Wastewater Service

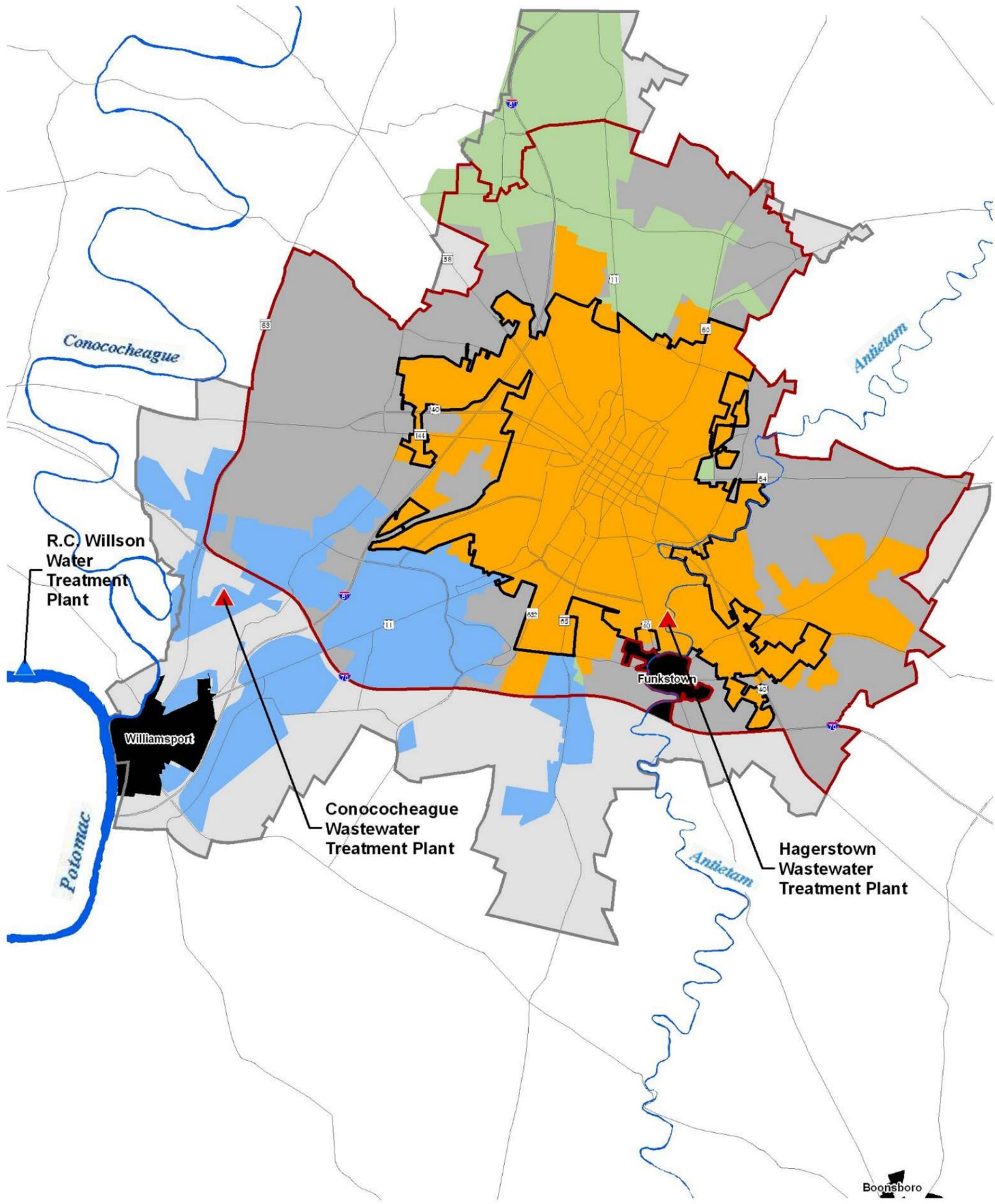
Goals for Wastewater Service

1. Ensure that adequate wastewater and water capacity exists to serve future growth.
2. Consistently meet all regulatory requirements to help protect public health and the environment, in particular reducing the environmental impact on Antietam Creek.

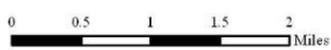
Wastewater Issues Addressed by this Element

1. As a result of entering into a consent judgment with the Maryland Department of the Environment in January 2005, the City must limit provision of new wastewater service until its wastewater treatment plant (WWTP) upgrades are complete in 2011.
2. Upon resolution of the consent judgment, the City will have a limited supply of unused sewage treatment capacity. The City must therefore maximize the efficiency of its wastewater system, and needs to make long-term wastewater allocation decisions that support its growth management and annexation policies.
3. State policy¹ limits wastewater treatment capacity based on the total amount (or load) of Nitrogen and Phosphorous discharged into a receiving water body. Hagerstown discharges treated effluent into Antietam Creek, which is a tributary to the Chesapeake Bay, and is thus subject to a nutrient discharge cap. Hagerstown's wastewater policy needs to focus on minimizing or reducing discharges.
4. Inflow and Infiltration (I&I) currently consumes approximately ten percent of the planned design capacity of the City's wastewater treatment plant, reducing the amount of capacity that is available to serve new and existing development.
5. The limited sewage treatment capacity in Hagerstown and Washington County area necessitates a coordinated wastewater service approach between the City and County.

¹ Specifically, the Chesapeake Bay 2000 Agreement and subsequent Maryland Department of the Environment guidelines.



City of Hagerstown Comprehensive Plan
Figure 4-1: 2005 Water and Wastewater Service Areas



Legend

-  2006 Corporate Boundary
-  Area served by City sewer lines and Wastewater Treatment Plant
-  Area served by County sewer lines and Wastewater Treatment Plant
-  Area served by County sewer lines and City Wastewater Treatment Plant
-  Medium Range Growth Area
-  Long Range Growth Area

Wastewater System Overview

Hagerstown provides wastewater treatment service to all customers within the City's corporate boundaries, as well as portions of Washington County. The Consolidated General Services Agreement of 1997 (GSA) delineates the portions of the County that receive sewage treatment service from Hagerstown. This agreement is described in the Recent Relevant Policies section of the Plan Introduction, and is depicted in Figure 4-1.

Within Hagerstown's corporate boundaries, sewage flows through approximately 140 miles of City-owned wastewater lines and 27 pumping stations, and is treated at the Hagerstown Wastewater Treatment Plant (WWTP). The WWTP is located on Antietam Creek near Frederick Street, and has a current design capacity of 8.0 million gallons per day (MGD), with an annual average flow in 2005 of 7.3 MGD. Treated sewage is discharged into an unnamed tributary of Antietam Creek.

Portions of the Hagerstown UGA are served by Washington County's Conococheague WWTP. Some flows from Hagerstown are transferred to the Conococheague WWTP through the flow transfer agreement via the Newgate interceptor. The City and the County may continue to look for additional flows that could be transferred in the future. The Conococheague facility has a design capacity of 4.1 MGD. Figure 4-1 shows the areas served by the Hagerstown and Conococheague plants. As the figure shows, the Hagerstown WWTP treats all sewage from the City, as well as some areas outside the corporate boundaries. In these unincorporated areas, ownership of wastewater lines is split between the City and Washington County.

The City does not allow new wastewater connections outside of the Annexation Policy Area (the 2002 Hagerstown UGA), except in specific circumstances set forth in the City's Annexation Policy and its Water and Wastewater Policy (see the Recent Relevant Policies section of the Plan Introduction). These exceptions include cases where the non-municipal water or wastewater system does not meet health and safety standards—such as failing septic systems—or cases where service extension would improve system-wide operations or efficiency.

Annexation and Water and Wastewater Service

As described in the Recent Relevant Policies section of the Plan Introduction, the 2004 Annexation Policy defines the relationship between annexation and the provision of City services, such as wastewater and water service. In order to receive new or expanded water service, a property owner must agree to be annexed into the City. Property owners outside of the Consolidated GSA's Designated Area (Figure 1-11) must also agree to annexation in order to receive new or expanded wastewater service, while property owners inside the Designated Area are exempt from this requirement for wastewater service. Properties that cannot be annexed because they are not adjacent to City boundaries must sign a preannexation agreement. Some of these parcels are shown in Figure 2-4.

The 2004 Annexation Policy's goal is for the City of Hagerstown to become the full provider of municipal services in the Hagerstown UGA. Hagerstown already provides

water service to the entire UGA, but the Annexation Policy's goal is not likely to be achieved for wastewater service.

Hagerstown and Washington County have a Flow Transfer Agreement that allows the transfers of some wastewater flow from City wastewater lines to the Conococheague WWTP. Maximum use of the flow transfer system could capture as much as 5,000 EDU of capacity for the Hagerstown WWTP, reducing unused capacity at the Conococheague WWTP by an equal amount². Approximately 300,000 gpd of wastewater are currently transferred with this infrastructure.

The City included a "sunset" clause in the Flow Transfer Agreement, whereby all but a small amount of the Flow Transfer system's capacity would be returned to the County. The Flow Transfer Agreement itself expires in 2023.

Limitations on Current Wastewater Allocation

Hagerstown's ability to grant new wastewater service was significantly limited when the City entered into a Consent Judgment with the Maryland Department of the Environment (MDE) on January 12, 2005. The consent judgment came in response to a series of discharge violations that had allowed partially treated wastewater to enter Antietam Creek from the Hagerstown WWTP. The Consent Judgment identifies specific projects to resolve Inflow and Infiltration and treatment problems in the City's collection system, and mandates that the City make equipment upgrades and install a more efficient wastewater treatment process at the Hagerstown WWTP. In addition to the upgrades associated with I&I, the Hagerstown WWTP (as with other large WWTPs in Maryland) is being upgraded to Enhanced Nutrient Removal (ENR) treatment standards,³ as part of the Chesapeake Bay Program.⁴ In addition to the ENR upgrade, the Hagerstown WWTP's design capacity will be increased to 10.5 MGD. This capacity limit is based on MDE regulations governing the allowable load of nitrogen, phosphorous, and other pollutants in treated wastewater that is discharged into Antietam Creek.

While WWTP upgrades are being implemented, the consent judgment requires Hagerstown to set separate annual limits on allocations of new wastewater treatment capacity for new development and existing development. Existing development is defined as development projects in the City or Washington County that received site plan or final plat approval prior to January 12, 2005, infill lots, and increased service to existing non-residential customers.

The City prepares and submits to MDE an annual Sewer Capacity Allocation Plan (SCAP) to guide the allocation of new capacity. For new development the consent

² Source: Washington County Wastewater Infrastructure Management Plan for the Hagerstown UGA, 2005

³ ENR is designed to reduce the nitrogen content (or load) of treated sewage to the lowest limits available under current technology.

⁴ The Chesapeake Bay Program is a regional partnership of government and non-governmental entities that directs the restoration of the Chesapeake Bay. As part of this program, Maryland's 66 largest WWTPs are being upgraded to ENR standards, funded in part by the Bay Restoration Fund.

judgment caps annual new allocations at 120,000 gallons per day (GPD). The 2007 SCAP (the most recent available) divides this allocation into four categories:

- i. Discretionary reserve—City and County projects (15,000 GPD)
- ii. County projects (25,000 GPD)
- iii. City residential projects (59,200 GPD)⁵
- iv. City non-residential projects (20,000 GPD)

The consent judgment does not specifically cap allocations for existing development. The 2007 SCAP allocates 180,000 GPD for existing development, divided into three categories:

- i. County projects (72,000 GPD)
- ii. City residential projects (68,000 GPD)
- iii. City non-residential projects (40,000 GPD)

Inflow and Infiltration Concerns

Upgrades to the City's WWTP and improvements to the collection system will increase the treatment capacity of Hagerstown's wastewater system. These upgrades and improvements will particularly help to reduce the large volumes of stormwater and groundwater that enter the City's collection system, causing the system to experience high flow rates. In 2003, for example, wastewater customers discharged an average of 4.4 MGD into the sewage collection system, but the actual flows into the WWTP averaged 11.2 MGD—higher than the plant's 8.0 MGD capacity. In especially wet weather, this flow has peaked at 30 MGD.⁶

This undesired extraneous flow, known as “inflow and infiltration” (I&I), takes up wastewater system capacity that should be reserved only for wastewater, effectively limiting the system's overall capacity. Much of the I&I flow is caused by damaged wastewater lines or leaking manhole covers. In some cases, roof drains are also connected to the wastewater collection system instead of the storm water collection system. The City estimates that approximately 1,000,000 gpd (5,000 EDU) of I&I flows are present in the wastewater collection system, of which as much as 340,000 gpd (1,700 EDU⁷) of I&I can reasonably be eliminated through repair projects, which began in 2003.

Projected Wastewater Demand and Capacity

Even after the completion of WWTP upgrades and subsequent resolution of the Consent Judgment, Hagerstown will have a limited amount of unused wastewater capacity to allocate to future growth. The Population Projections section of the Plan Introduction (specifically Table 1-3) describes projected development in Hagerstown through 2028,

⁵ 800 gpd were removed due to overage in 2006.

⁶ Source: City of Hagerstown.

⁷ Wastewater demand is measured in Equivalent Dwelling Units (EDU), which reduces residential and non-residential wastewater demand to a “common denominator.” An EDU represents the amount of wastewater capacity (approximately 200 gallons per day) required by one dwelling unit.

the horizon year for this plan. Table 4-1 shows the relationship between projected growth and available wastewater treatment capacity.

Table 4-1: Projected Development and Wastewater Capacity, 2028

<i>All units in EDU</i>	Projected Growth
1 Residential demand (housing units)	6,605
2 Non-residential demand (EDU) ^a	2,202
3 <i>Total Demand (1+2)</i>	8,807
4 Unused wastewater treatment capacity available for future development (EDU) ^b	9,353
5 Additional Capacity (EDU), I&I Repairs	1,700
6 Additional Capacity (EDU), Flow Transfer	5,000
7 Net Unused Capacity [(4+5+6)-3]	7,246

a: *Non-residential demand is assumed to be one-quarter of total wastewater demand. This reflects the residential/non-residential split for SCAP allocations within the City.*

b: *This figure includes 11,625 EDU of total capacity, minus 2,272 EDU reserved for “turned-off accounts”—wastewater connections that exist but are not currently used.*

Once upgrades and expansions are completed in 2011, the Hagerstown WWTP alone, without the flow transfer agreement, will have adequate unused wastewater treatment capacity to serve projected growth.

Potential Ultimate Wastewater Demand and Capacity

The 2008 Comprehensive Plan calls for expansion of Hagerstown’s corporate boundaries, new development in undeveloped areas, and re-use and redevelopment of vacant and underutilized land. Tables 4-2 through 4-4 are based on ultimate potential development in the MRGA (corresponding directly with the potential development shown in Table 2-1). This potential development is a larger amount of development than the *projected* development shown in Tables 1-3 and 4-1.

Table 4-2 shows the estimated amount of wastewater capacity—approximately 25,270 EDU—that will be needed to serve the ultimate amount of development that could occur in the City and the Medium-Range Growth Area (MRGA), based on the land uses and densities described in the Growth Management and Land Use Element.

Table 4-3 summarizes the relationship between ultimate potential wastewater demand and future unused capacity. After upgrades, the Hagerstown WWTP will have enough unused wastewater capacity to serve approximately 9,355 new EDU. This is adequate to serve some, but not all of the ultimate wastewater demand of the MRGA. After I&I repairs, and accounting for some MRGA development that would be directly served at the Conococheague WWTP,⁸ an additional 7,445 EDU (approximately 1.5 MGD) of wastewater treatment capacity would be needed to serve the entire MRGA.

⁸ This figure is based on undeveloped land outside of the Consolidated GSA’s boundary, generally located to the northwest and southwest of Hagerstown’s 2008 corporate boundaries. It includes residential and non-residential demand.

**Table 4-2: Ultimate Wastewater Demand
Assumes Maximum Development in City and MRGA**

Category	Demand (EDU)
Future Development in Hagerstown	
1. Planned and Future Development (From Table 2-1)	8,213
2. Estimated non-residential demand within 2008 corporate boundaries ^a	2,738
3. Total New Demand in Hagerstown (1 + 2)	10,951
Future Development in the Medium-Range Growth Area	
4. Undeveloped Medium Density Residential land (acres)	847
5. Assumed density of Medium Density development (dwelling units per acre)	6
6. Potential new Medium Density residential units (4 x 5)	5,082
7. Undeveloped Moderate Density Residential land (acres)	1,335
8. Assumed density of Moderate Density development (dwelling units per acre)	3.5
9. Potential new Moderate Density residential units (7 x 8)	4,673
10. New Residential Demand in Medium-Range Growth Area (6 + 9)	9,755
11. New Non-Residential Demand in Medium-Range Growth Area ^a	4,565
12. Total New Demand in Medium-Range Growth Area (10 + 11)	14,319
13. Grand Total: All new development in Medium Range Growth Area (3 + 12)	25,270

Notes

a: Washington County has identified a need for approximately 5,000 EDU of wastewater capacity to serve 4,180 acres of economic development land (corresponding to a mixture of BE and IND land uses), for an average of approximately 1.2 EDU per acre. Line 11 applies that factor to the 3,736 acres of similarly-designated land in the MRGA, outside of the 2008 corporate boundaries.

Source: Environmental Resources Management, based on data provided by the City of Hagerstown Department of Planning and Zoning

**Table 4-3: Ultimate Wastewater Demand vs.
Capacity in Hagerstown WWTP
Assumes Maximum Development in City and MRGA**

	EDU
1 Total potential development (from Table 4-2)	25,270
2 Available Capacity, Hagerstown WWTP (from Table 4-1)	9,355
3 Future MRGA development treated at Conococheague WWTP ^a	6,770
4 Additional Capacity at Hagerstown WWTP, I&I Repairs	1,700
5 Capacity Deficit, using Hagerstown WWTP alone (1 – all other values)	(7,445)

Notes

a: Approximately 3,800 acres of MRGA land designated for various types of residential and non-residential uses falls within the Conococheague WWTP's service area (outside of the Consolidated GSA boundary). This land could support approximately 3,093 new residential units, and 3,677 EDU of non-residential development.

Source: Environmental Resources Management, based on data provided by the City of Hagerstown Department of Planning and Zoning

Regional Wastewater Considerations

If a portion of the Conococheague WWTP's available capacity were dedicated for MRGA development, all potential demand in the MRGA could be satisfied, as shown in Table 4-4. Doing so would require continued (and likely expanded) use of the Flow

Transfer Agreement. That agreement’s “sunset” clause would have to be removed, and the agreement itself would have to be extended past the 2023 expiration date.

**Table 4-4: Ultimate Wastewater Demand vs. Capacity in UGA
Assumes Maximum Development in City and MRGA**

	EDU
1 Available Capacity in Hagerstown, Conococheague, and Funkstown WWTPs ^a	33,460
2 Total potential new demand in City and MRGA	25,270
3 Turned off accounts in Hagerstown WWTP system	2,272
4 Additional Capacity at Hagerstown WWTP, I&I Repairs	1,700
5 Net Available Capacity, Hagerstown UGA (1 – 2 – 3 + 4)	7,618

Notes

a: *These figures assume implementation of the County’s proposed nutrient trading system—see “Policy Based Approaches” below.*

Source: Washington County Water and Wastewater Infrastructure Management Plan

In the long term (beyond 2028), adequate wastewater capacity would not exist to serve buildout of the City, MRGA, and Long Range Growth Area (LRGA), based on the amount of additional development allowed by the 2002 Washington County Comprehensive Plan’s policies. Under those County policies, development in the LRGA alone (the area outside of the City and MRGA) could generate demand for as much as 30,000 EDU of additional wastewater treatment capacity, compared to a net available wastewater treatment capacity of 7,618 EDU, per Table 4-4.

Washington County Water and Sewer Infrastructure Committee

In 2004, the Maryland General Assembly created a 21 member Washington County Water and Sewer Infrastructure Commission assigned to identify significant water and wastewater needs in Washington County, as well as methods for addressing those needs. The Commission’s Final Report, published in June 2006, found that potential development in the UGA (including the City, MRGA, and LRGA) could create a net wastewater shortfall of more than 42,000 EDUs.⁹

The Infrastructure Commission report also made four broad recommendations:

1. **Update City and County Comprehensive Plans** to incorporate “realistic considerations of water and wastewater capabilities.”
2. **Update the County’s Water and Sewer Master Plan** and expand the Master Plan’s scope to more robustly link water and wastewater policies with land use policies.
3. **Operations of Water and Sewer Facilities in Washington County Should be Coordinated.** This recommendation encourages more communication and sharing of information among County and municipal water and wastewater officials, and improved sharing of facilities through interconnections (flow transfer systems) and the Bubble Concept.
4. **Consider an Evaluation of Merger or Consolidation of Water and Sewer Operations in Washington County.**

⁹ Source: Infrastructure Commission Final Report (June 2, 2006), page 16).

This Comprehensive Plan addresses recommendation #1 and provides information for recommendation #2. Review and approval by some combination of City, County, and State officials would be required to implement the Commission's other recommendations, especially a merger or consolidation of operations.

Considerations for Addressing Long-Term Wastewater Issues

Coordinated effort between the City and County will be necessary to determine how to best address this long-term deficit of wastewater treatment capacity. A number of future upgrades, innovations, and policy decisions—including some suggested by the Infrastructure Commission—could be considered to help minimize or eliminate this deficit. Some potential technological and policy-based approaches are listed below.

Technological Approaches

- **Wastewater capacity credits** for conversion of septic systems to wastewater service. The Washington County Water and Sewer Infrastructure Commission's Final Report identified as many as 3,700 EDU that could be converted from septic to public wastewater, which could generate approximately 5,000-5,500 EDU of capacity credits (at a cost of nearly \$120 million for new infrastructure). MDE published regulations for such a trading system in early 2008.
- **Additional I&I repairs** to the City collection system. The City estimates that a total of 5,000 EDU of I&I exist in the Hagerstown WWTP system, of which 1,700 EDU are reasonably correctable in the near term.
- **Participate in a capacity trading system**, in which WWTPs (presumably those outside of the Hagerstown UGA) are able to give or sell unused capacity (as measured by discharges of nitrogen and phosphorus) to plants in need of additional capacity, such as the Hagerstown WWTP. MDE published regulations for such a trading system in early 2008.
- **Improved Treatment Techniques.** ENR is among the most efficient sewage treatment processes available to municipal treatment plants. Future technological advances may provide increased wastewater treatment efficiency—and therefore additional wastewater treatment capacity—but such technologies are not yet available.

Policy-Based Approaches

While other technological solutions may become available, the data above indicate that technological approaches alone are not likely to address the wastewater capacity deficit, and may prove extremely costly to implement. Policy decisions, such as those described below, will need to supplement technological approaches.

- **Lower than anticipated demand** from the County's Economic Development focus areas. The County currently identifies a need for 5,000 EDU of capacity for these areas, but the recent trend is toward warehouse and distribution uses, which require less water and wastewater capacity than other employment uses.

- **Revised Washington County zoning regulations** that permit lower residential densities in the LRGA.
- **Reduced Urban Growth Area boundaries.**
- **Revised assumptions about future growth.** For example, the County's Wastewater Infrastructure Management Plan shows development capacity for 18,553 EDU in the City of Hagerstown, whereas Table 4-2 shows capacity for only 10,951 EDU.

Water Service

Goals for Water Service

1. Provide a sustainable uninterrupted potable water supply to all customers served by the Hagerstown Water System.
2. Identify and implement viable projects to protect and/or enhance Hagerstown's water supply.

Water Service Issues Addressed by this Element

1. Recent growth in Hagerstown and the surrounding communities has increased water demand requiring an evaluation of and potential upgrades to the City's water treatment and distribution infrastructure.

Water System Overview

The City of Hagerstown is the provider of water treatment to all residential, commercial, and industrial customers in the Hagerstown UGA, as well as some customers outside the UGA, particularly in the Martins Crossroads area. Hagerstown provides potable water to the towns of Smithsburg, Williamsport and Funkstown which own, operate, and maintain their own distribution systems.

The City owns and operates two potable water treatment plants: the R.C. Willson Plant and the W.M. Breichner Plant. The Willson Plant draws its water from the Potomac River in Williamsport, and is the City's main source of water. It has a maximum treatment capacity of 20 MGD, with a permitted treatment volume of 15 MGD. However, the Willson plant's transmission lines can only accommodate 13.5 MGD. The Breichner plant draws its water from Edgemont Reservoir near Smithsburg, and is primarily used to supplement production during high demand periods and when system maintenance reduces available supplies from the Willson Plant. The Breichner Plant has a maximum treatment capacity of 4.5 MGD and a permitted treatment volume of 700,000 gpd.

The City's water distribution system is comprised of approximately 400 miles of water mains. Currently, there are over 2,000 fire hydrants throughout the distribution system, used for both fire suppression and system maintenance.

In 2005, Hagerstown produced and used 11 MGD of water, almost all of which was drawn from the Potomac River. Of that total, 18 percent (approximately 1.98 MGD) is “unaccounted for” or system water loss—water that is distributed but not used at a metered location. This is in excess of the 10 percent system water loss benchmark established by MDE policies.

The City does not allow new water connections outside of the Annexation Policy Area, except in specific circumstances set forth in the City’s Annexation Policy and its Water and Sewer Policy (see the Recent Relevant Policies section of the Plan Introduction). These exceptions include cases where the non-municipal water or wastewater system does not meet health and safety standards—such as failing septic systems, cases where service extension would improve system-wide operations or efficiency, or where the Mayor and City Council determine that extension of services would be important for significant economic development opportunities for the City.

Annexation and Water Service

As described in the Recent Relevant Policies section of the Plan Introduction, the 2004 Annexation Policy defines the relationship between annexation and the provision of water service. In order to receive new or expanded water service, a property owner must agree to be annexed into the City. Properties that cannot be annexed because they are not adjacent to City boundaries must sign a preannexation agreement. Some of these parcels are shown in Figure 2-4.

Projected Water Demand and Capacity

The Hagerstown water system has adequate capacity to meet current water demand: the combined water treatment capacity of the Willson and Breichner plants is 15.575 MGD, while peak daily water demand is 13 MGD during summer months (July–September). Average annual daily demand is 11 MGD.

Table 4-5 shows that existing water supplies are adequate to serve peak water demand in the City and MRGA from projected development. Other factors also indicate the need for additional water sources and upgraded treatment and distribution facilities to serve projected growth. These factors include:

- Water demand during summer months (July–September) peaks at 13MGD, effectively reducing the amount of water available to serve future growth.
- The Edgemont Reservoir is eutrophic,¹⁰ making its water difficult to treat during summer months. The Breichner Plant is not a viable water source during the summer.
- The treatment and distribution system was constructed in the 1920s, and is aging—as shown by the high system water loss figure. The system needs to be upgraded to meet existing demand and future development.

¹⁰ This term describes a body of water that typically has high concentrations of nutrients, resulting in water treatment challenges.

Table 4-5: Projected Development and Water Supply

<i>All units in EDU (except where specified)</i>		Projected Growth
1	Existing peak water demand ^a	65,000
2	New residential demand (housing units)	6,605
3	New non-residential demand (EDU) ^b	2,202
4	Total Projected Demand (1+2+3)	73,807
5	Total Water Supply ^c	78,750
6	Net Unused Capacity (5 – 4)	4,943
	<i>Net Unused Capacity (in MGD)</i>	<i>1.0</i>

- a: Existing average daily demand is 13 MGD, at 200 gpd per EDU.
- b: Non-residential demand is assumed to be one-quarter of total water demand.
- c: Existing supply is 15.75 MGD, at 200 gpd per EDU.

- Recent amendments to the Safe Drinking Water Act could necessitate modifications to the treatment and distribution system (including the Willson and Breichner plants) to address by-products of the chlorination process.
- Removal of pollutants from the raw water creates wastewater that has to meet Clean Water Act discharge requirements. The wastewater lagoons at the Willson Plant have to be upgraded to meet these standards, but it is likely that the wastewater lagoons at the Breichner Plant will also have to be upgraded.
- The Hagerstown water system currently provides water to approximately 88,000 customers and is classified as a medium system by Maryland Department of the Environment. Based the projections in this Comprehensive Plan, it is anticipated that Hagerstown will be classified as a large system (serving 100,000 or more customers) by 2028, if not sooner. Large water systems are subject to additional monitoring requirements and accelerated schedules for regulatory compliance.

Potential Ultimate Water Demand and Capacity

While existing water supplies are adequate to serve some projected development, they are not adequate to serve the total potential development in the City and MRGA. Table 4-6 shows a potential deficit of approximately 11,520 EDU (or 2.3 MGD). In addition, the Infrastructure Commission report shows a deficit of more than 27,000 EDUs throughout the UGA (including the City, MRGA, and LRG).

**Table 4-6: Hagerstown Water System Supply and Ultimate Demand
(Assumes Maximum Development in City and MRGA)**

<i>All units in EDU (except where specified)</i>		Average Daily Flow
1	Available Water Supplies ^a	78,750
2	Existing water demand (average daily demand) ^b	65,000
3	Potential new water demand in City and MRGA	25,270
4	Total potential water demand in MRGA (2 + 3)	90,270
5	Net available water supply (4 – 1)	(11,520)
6	Net available water supply (MGD)	(2.4)

a: Existing supply is 15.75 MGD, at 200 gpd per EDU.

b: Existing average daily demand is 13 MGD, at 200 gpd per EDU.

Considerations for Addressing Long-Term Water Issues

To address the long-term water supply deficit, new or expanded water sources, increased raw water appropriation, and upgraded treatment and distribution systems will be needed. In addition, the following projects in the City’s Capital Improvement Program can improve overall system efficiency.

- **Additional Supplies.** New supplies would support potential growth (see Table 4-6). New supplies could come in the form of increased withdrawals from the Potomac River (requiring an increased appropriation permit from MDE), or from other sources, such as groundwater.
- **General Repairs** at the Edgemont Reservoir to address leaks and reduce water loss.
- **Source Water Protection** (Watershed Improvements and Reservoir Improvements). Stream restoration and watershed enhancement projects are planned to reduce the amount of sediment entering the Edgemont Reservoir, making this a more viable and productive year-round source.
- **Storage.** Replacement of the West End Reservoir (near Hellane Park) with water storage tanks. Related improvements began in 2007.
- **Distribution System.** Transmission mains from the Willson plant will be replaced with larger mains to address system demand deficiencies. Numerous additional projects are planned throughout the system to address deteriorating pipe, system pressure, and water quality. New meters are being installed to provide more efficient and accurate service.

Water and Wastewater Policies

Policy 4-1. Hagerstown will use water and wastewater policy to support this Comprehensive Plan’s growth management goals. The 2004 Annexation Policy will continue to guide the provision of water and wastewater service outside of Hagerstown’s corporate boundaries, and will need to be updated to reflect changes in this Comprehensive Plan. The City will only provide new or expanded water and wastewater services to properties that annex into the City or that enter into preannexation agreements with the City, except as specifically exempted in the 2004 Annexation Policy.¹¹

Policy 4-2. Hagerstown will continue to coordinate wastewater and water planning and implementation with Washington County.

Wastewater: Through continued cooperation with Washington County, wastewater capacity will be available for all new development in the City of Hagerstown and the Medium Range Growth Area, as well as other priority areas within the Long Range Growth Area.¹²

Water: Through continued cooperation with Washington County, water capacity will be available for all new development in the City of Hagerstown and the Medium Range Growth Area, as well as other priority areas within the Long Range Growth Area.

Policy 4-3. Hagerstown will maximize the capacity of its wastewater system.

Policy 4-4. This Comprehensive Plan establishes tiered priority areas for new or expanded water and wastewater service, as delineated on Map 4-2 and defined here:

Priority 1. Infill and redevelopment within the 2008 Corporate Boundary. Highest priority for new or expanded water and wastewater allocations.

Priority 2. Medium-Range Growth Area. Second priority for new or expanded water and wastewater service.¹³

¹¹ The exemption states that Hagerstown cannot require annexation or the execution of a preannexation contract as a condition for provision of wastewater service within the Consolidated GSA’s Designated Area.

¹² This policy modifies the 2004 Annexation Policy’s goal of “becoming the full provider of municipal services” in the UGA.

¹³ Some service in the MRGA may be provided by Washington County, especially in the area between I-81, I-70, MD-632, and the 2008 Corporate Boundaries.

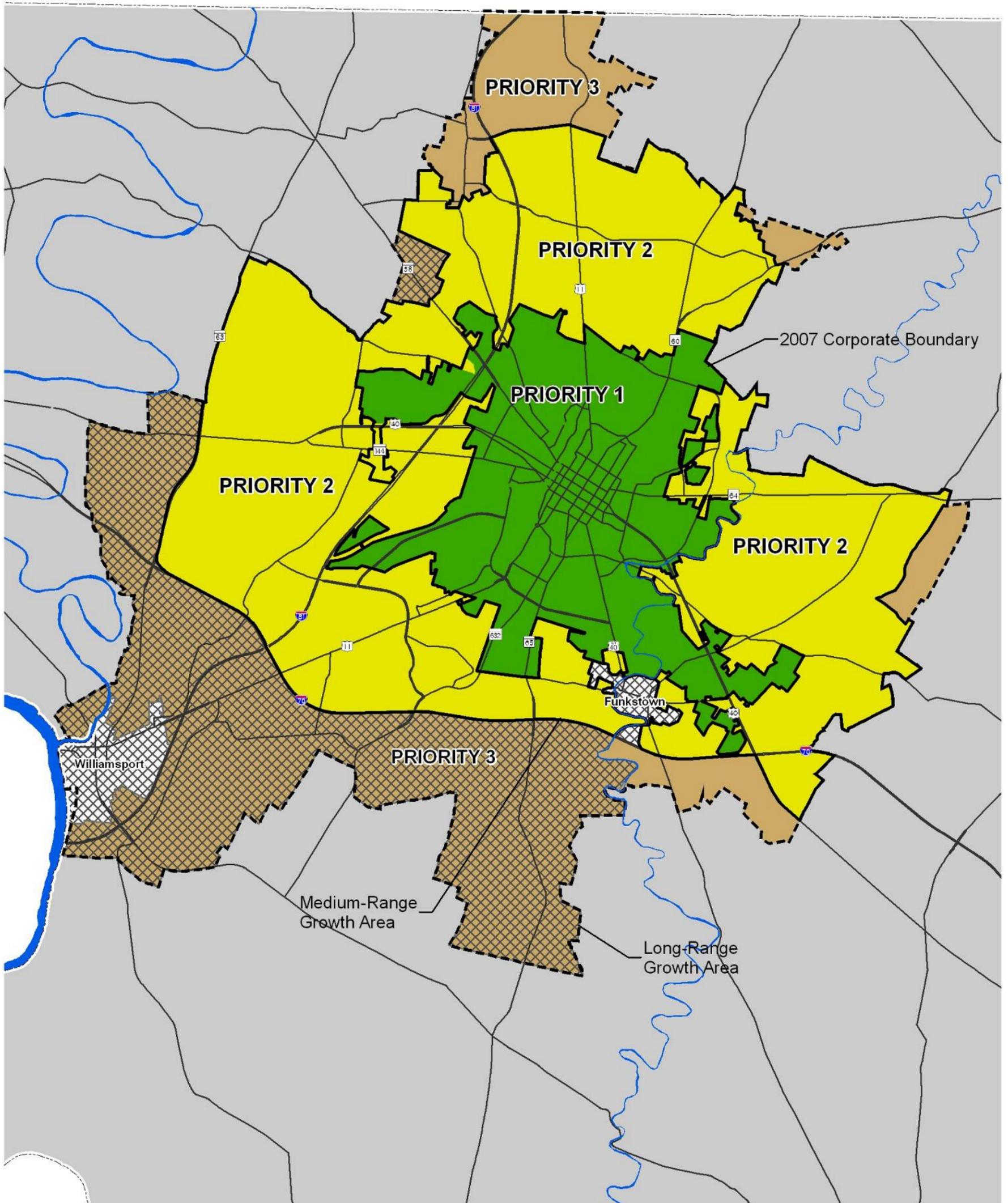
Priority 3. Long-Range Growth Area. Existing service will be maintained. New service is not anticipated before 2028, but may be considered for employment centers, in support of City and County economic development and other goals and policies in this Plan.

No water or wastewater service will be provided outside of the Long-Range Growth Area except for health and safety reasons. Any existing or future water lines extending outside of the Long-Range Growth Area shall be considered restricted and no additional connections will be permitted, except for health and safety reasons.

Policy 4-5. Hagerstown will ensure adequate future water system supply by continuing to monitor system capacity and water use.

Policy 4-6. The City will continue to set aside at least 15 percent of its annual wastewater allocation for new development to be used for non-residential development, with priority given to Business-Employment uses (see Chapter 2) and industrial uses.

Policy 4-7. The City will continue the existing rate structure and other policies that encourage water conservation.



City of Hagerstown Comprehensive Plan
Figure 4-2: Water and Wastewater Priority Areas



Legend

Priority Areas

- Priority 1
- Priority 2
- Priority 3
- Wastewater Service by Others
- New or expanded sewer service denied, except for health and safety reasons.

Note: Funkstown and Williamsport purchase water from Hagerstown.

Water and Wastewater Implementation Actions

- Action 4-1.** Continue to update and use the Sewer Capacity Allocation Plan (SCAP) until upgrades at the Hagerstown WWTP are complete.
- Action 4-2.** Revise the Annexation Policy to reflect the Comprehensive Plan's changes to water and wastewater policies.
- Action 4-3.** Reduce Inflow and Infiltration into the sewage collection system by continuing ongoing repair efforts. Consider providing incentives for private developers to perform I&I reductions.
- Action 4-4.** Renew the Flow Transfer Agreement with Washington County and remove the "sunset" clause to make flow transfers permanent. Work with Washington County to fully implement the Flow Transfer agreement to transfer sewage from City wastewater lines to the County's Conococheague WWTP.
- Action 4-5.** Investigate alternate ways to secure additional wastewater capacity, such as:
- a. Participation in a wastewater capacity trading system.
 - b. Implementation of more efficient treatment technology as it becomes available.
 - c. Re-assignment of allocation from vacant and under-utilized commercial and industrial properties when they redevelop.
 - d. Participation in nutrient trading with wastewater plants treating to a higher level.
 - e. Exploration of use of grey water from the Hagerstown Wastewater Treatment Plant where feasible as means of conserving water resources and recycling wastewater resources.
- Action 4-6.** Continue to update the Hydraulic Model to determine water system dynamics and deficiencies. Use the model to guide decisions as they pertain to system improvements including, but not limited to, system storage requirements, pumping station upgrades, and distribution system improvements.
- Action 4-7.** Continue to monitor produced water and billed water to reduce the system water loss to 10 percent or less, per MDE policy.
- Action 4-8.** Continue to monitor average day and peak day water usage to better predict when it is appropriate to approach MDE for an amendment to the current water allocation of 15 MGD from the Potomac River.

Action 4-9. Implement practices that are protective of the Edgemont watershed and water quality.

Action 4-10. Offer to develop agreements with Washington County on appropriate situations and conditions for the provision of water and/or wastewater services outside the Medium Range Growth Area for each economic development target area at the Airport and Friendship Technology Park.

Economic Development Element

Introduction

Many of the elements of the 2008 Comprehensive Plan address the City's economic development and fiscal health issues. This chapter brings those discussions together in one place, and establishes the full set of goals, policies, and implementation actions for economic development in Hagerstown.

Goals

1. Attract higher-wage employment to the City.
2. Promote development and redevelopment of vacant and underutilized land in a way that contributes to the City's fiscal base.
3. Capture a larger share of the region's retail and tourism spending.
4. Reinforce downtown Hagerstown's position as the economic, institutional, and cultural center of the region.
5. Grow the City's fiscal base to support capital improvements, programs, and staffing needs.

Issues Addressed by this Element

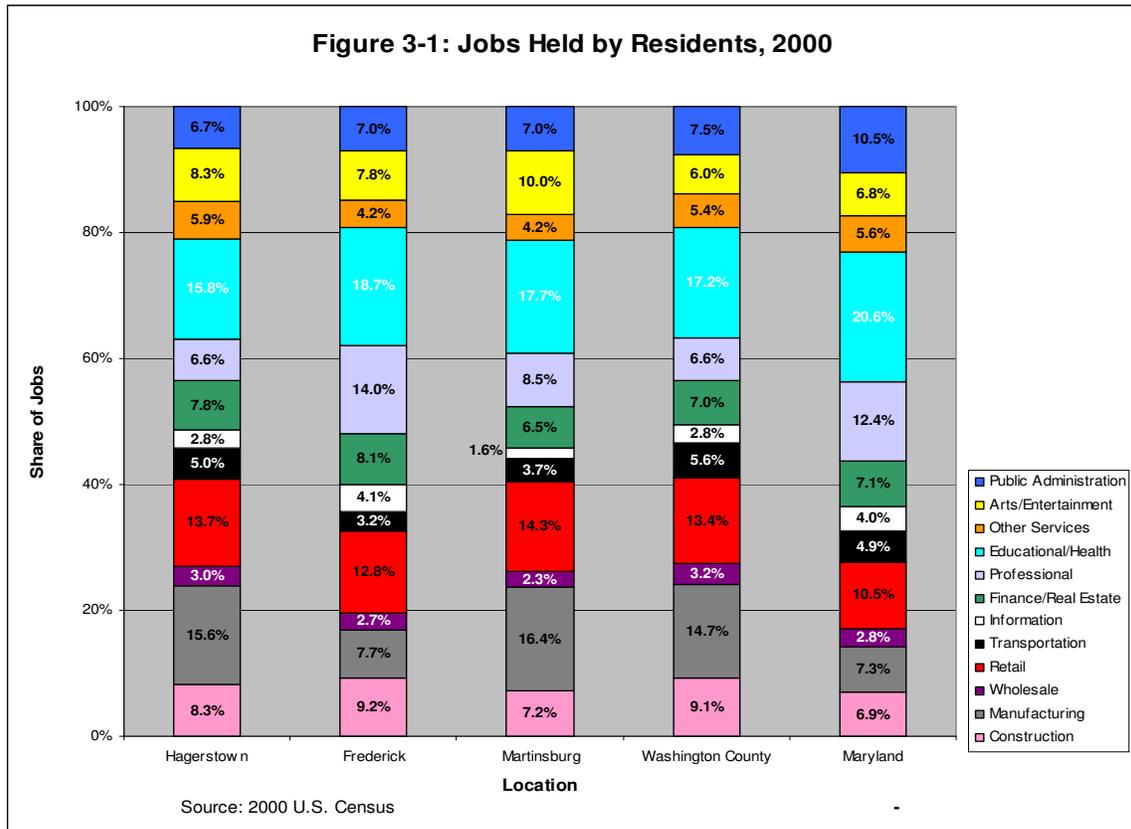
1. Large amounts of vacant and underutilized land exist in the City.
2. Limited high-wage and service-sector employment in Hagerstown.
3. Slow progress of Downtown revitalization.
4. The City's limited share of the region's retail and tourist activity.
5. The need for additional and/or specialized education to prepare citizens for employment in higher-paying industries.

Employment Recruitment and Land Availability

Hagerstown's postwar industrial strength brought prosperity to the City. Beginning in the 1960s, however, the national decline in manufacturing sapped some of the City's economic strength. The shift of manufacturing and heavy industry to modern, one-story facilities served by trucks and with access to the interstate highway system has made Hagerstown's industrial sites inadequate. This is apparent in the City's supply of vacant and underutilized land and buildings. As described in the Growth Management and Land Use Element, more than 1,000 acres of land within the City's corporate boundaries are in need of re-use and revitalization. Nearly half of this land is zoned for industrial uses.

Some of these vacant and underutilized industrial sites are “brownfield” sites—properties where redevelopment is made more difficult by actual or perceived environmental contamination. Brownfields revitalization is an important economic development concern in Hagerstown. The City’s current brownfield revitalization activities stem from its inclusion in the EPA’s Brownfields Assessment Demonstration Pilots Program in 1998. As of early 2006, two brownfield sites—the former Bock Oil property and a vacant parcel at 367 E. Franklin Street—were undergoing environmental site assessments, with re-use plans to follow. The Central Chemical plant (see Map 2-5 and Table 2-2) is also being studied for eventual cleanup and revitalization. The Central Chemical Community Liaison Panel meets regularly as part of the consensus process to remediate the site. A light industrial/commercial office park has been recommended as the land use that would best meet community needs and priorities.

Employment patterns reflect Hagerstown’s historic industrial strengths. As Tables 1-5 and 1-6 and Figure 3-1 show, manufacturing provided more than 15 percent of the jobs held by City residents in 2000, more than twice the state average. At the same time, the share of Hagerstown residents with service-sector jobs (professional/technical, information, health care, education, and other types of job) was approximately 10 percent lower than statewide figures and employment figures from Frederick. Manufacturing and service sector jobs typically provide higher wages than retail, wholesale, and other industries.



The Department of Economic Development works to recruit new businesses to Hagerstown, and places special emphasis on higher-wage jobs. As part of this effort, Hagerstown worked with Washington County to establish a Foreign Trade Zone (FTZ) on the proposed City Farm Business Park near Frederick Street. The intent of a FTZ is to reduce customs charges for products manufactured in the FTZ. Foreign and domestic goods can be allowed into foreign-trade zones without having to go through Customs entry procedures and without having to pay duties or federal excise taxes. Those products can also be exported from the U.S. (frequently as components of other products) without paying those taxes. The designated FTZ area is currently undeveloped land, but the presence of a Foreign Trade Zone should give Hagerstown a competitive advantage in recruiting businesses that rely on international imports and exports. These businesses are frequently technology-based enterprises that provide higher-paying jobs.

Most of the downtown, the Wesel Blvd corridor, and the Burhans Blvd corridor are part of the City's Enterprise Zone (see map in the plan Appendix). Administered by the Maryland Department of Business and Economic Development, and managed locally by the Hagerstown-Washington County Economic Development Commission, the Enterprise Zone is an area where state and local tax credits and other economic incentives exist to attract new businesses and to encourage existing businesses to create more jobs (see the plan Appendix for details). The City should inform minority and women-owned business enterprises about available incentive programs and educational opportunities to help this segment of the business community capture a larger share of the market in their industries and gain financial independence through entrepreneurship.

Hagerstown also recognizes that regional economic development initiatives are important for local job creation. Thus, the City works with the Hagerstown-Washington County Economic Development Commission, the Hagerstown-Washington County Industrial Foundation (CHIEF), the Hagerstown-Washington County Chamber of Commerce, and the Maryland Department of Business and Economic Development to recruit new businesses and jobs to the City and Washington County. Regional economic development efforts also involve balancing the City's growth needs with the County's economic development needs and target areas (please see the Growth Management and Land Use Element).

The City of Hagerstown recognizes the need to provide greater educational opportunities to the local workforce to ensure that the available labor pool is prepared for employment in higher paying industries. This preparation is critical to our community's goals to recruit new businesses with higher paying jobs and to provide suitable employment in our community for our citizens. It is recommended that public-private partnerships be explored to provide specialized and technical professional training for the local workforce, for formerly incarcerated local residents reentering the workforce, and for high school students. The Board of Education's partnership with the Washington County Association of Builders and Contractors' Barr Training Center on North Locust Street is one example of a program that pools resources to provide high school students with professional training in the trades. Other professional training programs for exploration could include culinary arts, hotel management, information technology, technical support for the arts, etc.

This Comprehensive Plan responds to the City's economic development issues by classifying land use areas specifically to be attractive to new businesses, as described in Table 2-5, and shown on Figure 2-6.

- The Business-Employment (BE) areas are intended to attract non-retail businesses that generate significant amounts of employment. These areas are ideal for offices, office parks, light industrial parks, research and development facilities, and communication and high-technology facilities. In the Hopewell Valley area, these areas would also be appropriate for trucking and distribution facilities. Locations and lot sizes in the BE areas within the existing corporate limits of the City will support the needs of small businesses—those with fewer than 200 employees.
- Mixed Use (MXD) areas and the Downtown (D) are intended to attract businesses that are naturally attracted to urban settings like Hagerstown where they benefit from retail, residential, and government functions in close proximity to each other.

Many of these business-oriented land uses occur on vacant and underutilized land, especially former industrial land near the downtown. The specific land uses and urban design elements in Mixed Use areas will be developed through special master planning efforts. Examples to date include the East End Redevelopment Plan¹ and the South Side Redevelopment initiative.²

Downtown and Regional Spending

Capturing a larger share of the region's retail and tourist spending will help to strengthen Hagerstown's economic base. Valley Mall and Prime Outlets are the region's major shopping destinations, but are located outside of the City. The Hagerstown region is also a popular tourist destination, especially tourists who visit Antietam National Battlefield and other Civil War resources. However, Hagerstown receives little economic or fiscal benefit from retail and tourist activity at these locations. The challenge is to attract more retail and tourist spending to the City itself.

The Downtown Element of this Comprehensive Plan emphasizes the continued revitalization of downtown as a response to this challenge. As a regional center, the downtown has an important influence on citywide economic development. The City and County government—two of the region's largest employers—are in the downtown, as is the region's largest concentration of office space. Some of the City's recent economic development successes have been spurred by redevelopment in and revitalization of downtown Hagerstown. New facilities such as the University System of Maryland (USMD)'s Hagerstown campus, Board of Education facilities, expansion of the Central Library, creation of a public high school for the arts (Barbara Ingram School for the Arts), new shops and restaurants in the downtown, and increasing numbers of downtown residents add life and activity to the streets.

¹ This plan was prepared by a private-sector investment group, and has not been adopted by the Mayor and City Council.

² This effort is part of a 2006 American Institute of Architects Sustainable Design Assessment Team project, addressing the Lee/Sycamore Special Planning Area (see Figure GM-6).

To continue downtown's progress, and to generate additional economic activity in the City, the Downtown Enhancement Plan—included in the Downtown Element—emphasizes the concentration of specialty retail stores, restaurants, and arts institutions (such as the Maryland Theater) to offer shopping and entertainment resources not available at other retail locations. Additional downtown housing will increase activity on the street and provide incentives for new business establishments, including technology-related businesses that will build on retail while supporting the City's efforts to attract higher wage employment. The emphasis on arts and culture builds on the existing Smart Growth Arts & Entertainment District. This state-designated program covers the area around the Public Square, and provides tax incentives for artists and arts- and entertainment-related businesses.

Hagerstown's two and a half centuries of history, its National Register historic districts, and its Industrial Revolution-era buildings are also important tools for attracting tourist dollars to Hagerstown. As described in the Downtown Element, the City is part of the Heart of the Civil War Heritage Area. Hagerstown has an approved Management Plan for this area, and was certified by the Maryland Heritage Areas Authority on July 13, 2006. The Heritage Areas program encourages communities to identify, protect, and promote their unique heritage and to capitalize on that heritage through economic development tourism initiatives. State funds and assistance will be made available for interpretive and infrastructure improvements in State-approved heritage areas. As part of the Heart of the Civil War Heritage Area, a Target Investment Zone (TIZ) has been designated in downtown Hagerstown (see Figure 6-2), and the Downtown Element lists specific revitalization strategies for the TIZ.

Economic Development Policies

- Policy 3-1.** Hagerstown will continue to recruit service-sector, high-technology, and other businesses that offer high wages and strengthen the City's economic and fiscal base.
- Policy 3-2.** The City will pay special attention to the needs of small businesses (those with fewer than 200 employees) that are particularly attracted to locating in cities.
- Policy 3-3.** Support efforts to attract new businesses by encouraging redevelopment and re-use of vacant and underutilized land, including brownfield and large commercial sites, especially in those areas designated for Business Employment and Mixed Use in Figure 2-6.
- Policy 3-4.** Hagerstown's local economic development efforts will continue to contribute to County and regional economic development initiatives.

- Policy 3-5.** Hagerstown will continue to emphasize downtown revitalization and development, to reinforce the downtown's role as the region's economic, cultural, and institutional center.
- Policy 3-6.** Hagerstown will continue to assist minority- and women-owned business enterprises gain better positioning for entry into local financial markets through training on available opportunities and resources to strengthen their endeavors.

Economic Development Implementation Actions

- Action 3-1.** Pursue zoning changes to implement the Comprehensive Plan’s recommendations for new Business-Employment, Mixed Use, and Downtown land uses.
- Action 3-2.** Encourage and facilitate the redevelopment of brownfield sites and explore the potential reuse of lands owned by railroads for appropriate non-residential uses.
- Action 3-3.** Facilitate the creation of small-lot business parks (e.g., <5 acres per lot) and the re-use of underutilized properties to attract small businesses to Hagerstown.
- Action 3-4.** Pursue regional economic development strategies and programs through continued cooperation with the Hagerstown-Washington County Economic Development Commission (including the Enterprise Zone), the Hagerstown-Washington County Industrial Foundation (CHIEF), the Foreign Trade Zone, the Maryland Department of Business and Economic Development, the Hagerstown-Washington County Chamber of Commerce, the Convention and Visitors Bureau, and other appropriate organizations.
- Action 3-5.** Consider using comprehensive redevelopment strategies such as the East End Redevelopment Plan as tools for promoting economic development in specific neighborhoods or areas.
- Action 3-6.** Encourage additional downtown housing development—including owner-occupied and renter-occupied units—with a diversity of prices.
- Action 3-7.** Implement the revitalization and development strategies and actions in the Downtown Element of this Comprehensive Plan.
- Action 3-8.** Explore public-private partnerships to provide specialized and technical professional training for the local workforce and for high school students.
- Action 3-9.** Consider providing training programs on “how to start up a business” to educate interested citizens on the challenges and opportunities of entrepreneurship as a means of gaining financial independence while providing a marketable service.

Growth Management and Land Use

Introduction

This element discusses growth and land use issues in and around the City of Hagerstown. While this element is not intended to meet the requirements of the Municipal Growth Element (pursuant to House Bill 1141) it nonetheless sets forth policies to guide future residential and non-residential development, annexation, and redevelopment of vacant and underutilized areas. This element contains the future land use plan for the City and its growth area.

Goals

1. Channel future growth in a way that strengthens the City's role as the provider of urban services to the Hagerstown Urban Growth Area, and as the economic, cultural, and institutional center of Washington County.
2. Enlarge the City's corporate boundaries in order to become a stronger city, increase economic development, deliver urban services in an efficient manner, and promote fiscal stability.
3. Physically integrate the proposed growth area with existing developed areas of the City.
4. Re-use and revitalize vacant and underutilized land, to support Economic Development and neighborhood enhancement goals.

Issues Addressed by this Element

1. The City of Hagerstown and the Hagerstown region as a whole are facing significant growth pressures. Much of this growth is occurring outside of the City, further diminishing Hagerstown's role as the region's primary provider of urban services.
2. Hagerstown needs to expand its corporate boundaries in order to harness the fiscal benefits of regional growth. In pursuing such expansion, the City must consider a host of issues, including where and how much to grow, how to provide public services to these areas, how to physically integrate existing neighborhoods and commercial areas into the City, and how to coordinate annexation efforts with Washington County's plans and policies.
3. Undeveloped or underutilized industrial land accounts for more than 13 percent of the City's land area. Re-use and revitalization of these areas are just as important as growth and development in areas outside of current corporate boundaries.
4. Land use designations in the 1997 Comprehensive Plan are inadequate to support growth, economic development, and other 2008 Comprehensive Plan goals. New land use definitions must recognize a wider variety of uses to support the flexibility necessary in an urban center.

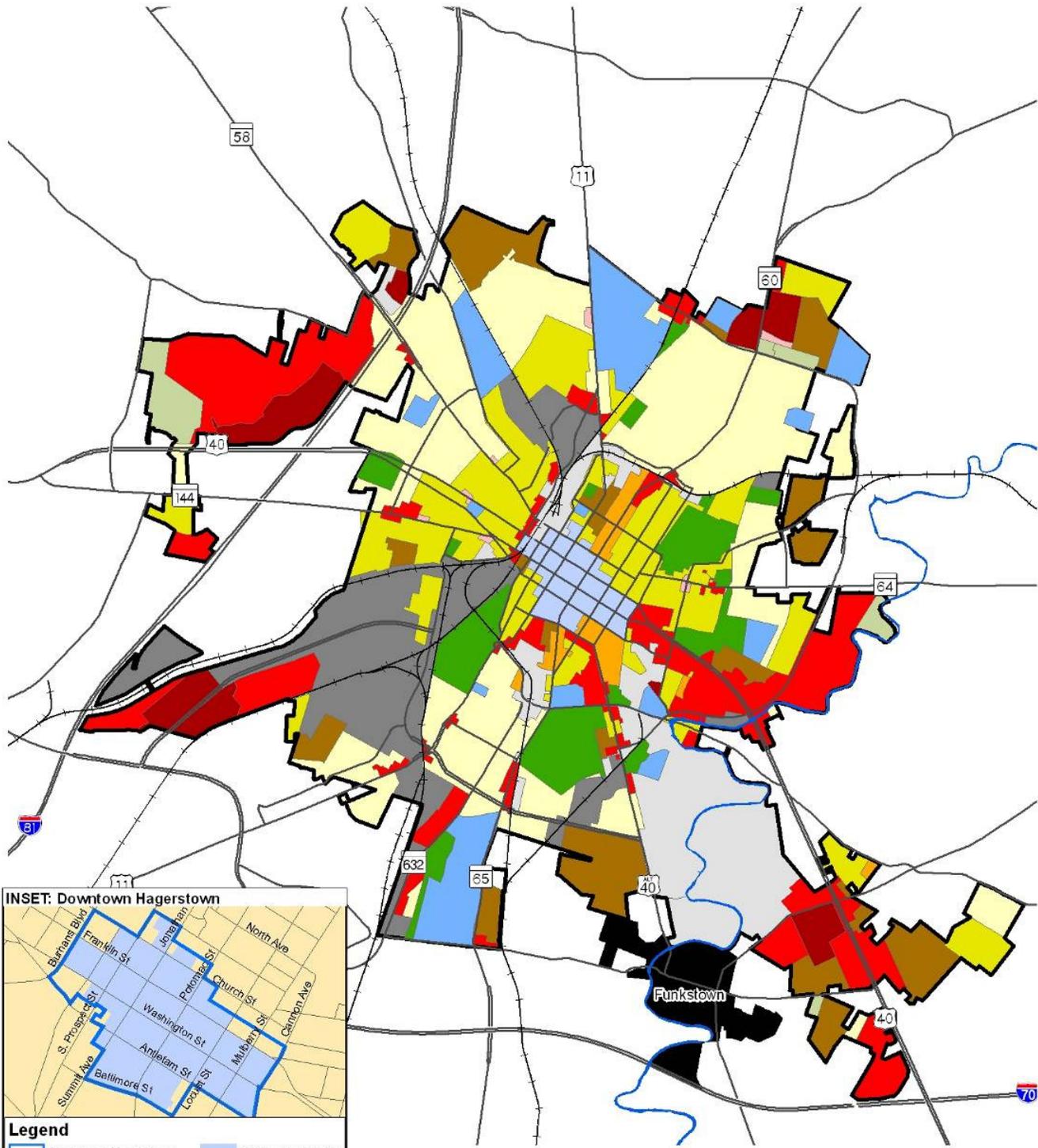
Existing Land Uses

Like most established cities, Hagerstown is predominantly residential, with a distinct downtown, major commercial corridors, and large areas designated for industrial uses. Figure 2-1 shows existing zoning. The figure also shows institutional and open space land uses, which are not zoning districts. This map represents the general distribution of existing development in the City.

Hagerstown's older residential areas consist primarily of medium-density single-family detached housing, with some areas of duplexes and townhomes mixed in. Hagerstown has a distinct downtown that is characteristic of older urban cores. The "Downtown," as used in this plan, is defined by the boundaries shown on the inset map in Figure 2-1. Note that the C3 zoning district does not incorporate all of the downtown area. Downtown Hagerstown is a mix of commercial, high-density residential, government, and other institutional uses in a compact street grid. Hagerstown's highest residential densities are in or near the Downtown, although areas of apartments are found further from the downtown.

Commercial areas tend to follow major roadways, including US Route 40 (Dual Highway), Sharpsburg Pike (MD Route 65), Eastern Boulevard, Wesel Boulevard, and Northern Avenue. Industrial areas radiate outward from the downtown, reflecting the City's history as a railroad hub. Large concentrations of industrial land uses are found in the southeast and southwest quadrants of the City, while smaller, older industrial areas are scattered just outside the downtown.

Large institutional uses, parks, and open space also occupy large amounts of land. Schools and health care facilities account for much of the institutional land use. Major open space uses include Fairgrounds Park, City Park, and Rose Hill Cemetery (the Community Facilities Element discusses Hagerstown's institutional and park and recreation resources in greater detail).



Existing Zoning Districts

Commercial	Residential	Other
[Red] C1 - Commercial Local	[Yellow] R1 - Low Density	[Grey] IR - Industrial Restricted
[Dark Red] C2 - Commercial General	[Light Yellow] R2 - Moderate Density	[Dark Grey] IG - Industrial General
[Dark Red] C4 - Regional Shopping Center	[Brown] R3 - High Density	[Light Green] AT - Agricultural Transition
[Light Blue] C3 - Commercial Central	[Orange] R4 - Residential Offices	[Black line] Railroads
	[Blue] Institutional	[Green] Parks and Open Space

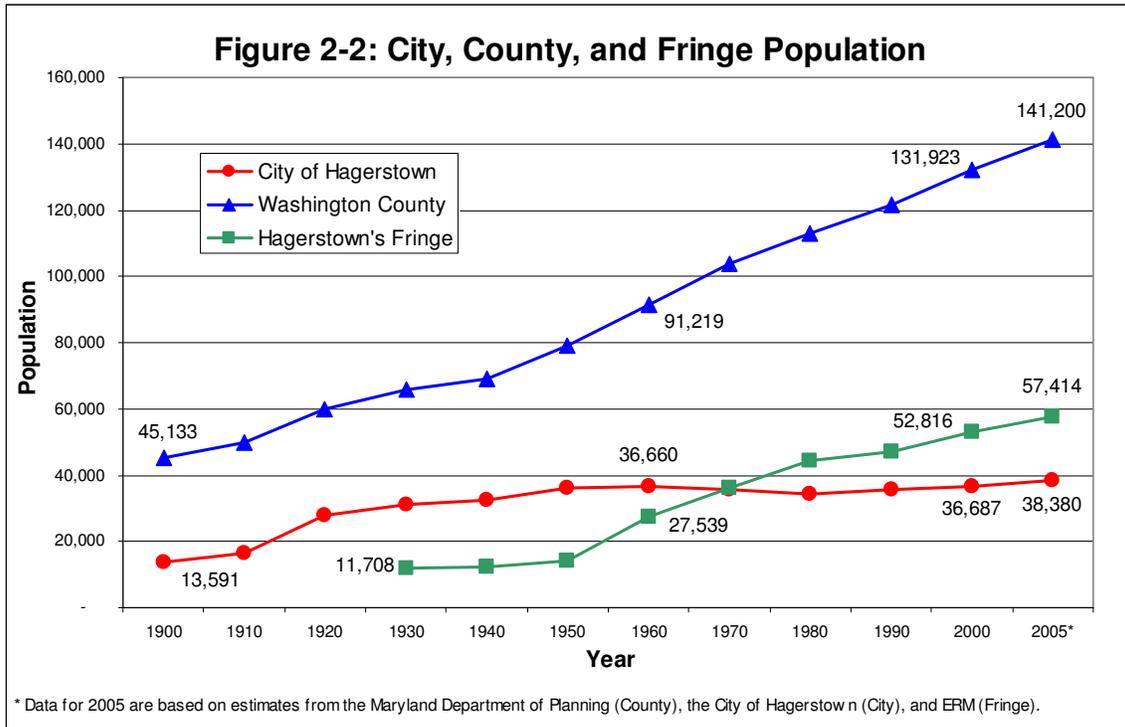
Other Land Uses

Note: Institutional and parks and open space areas are generally zoned R1 or AT. This figure shows them as land uses in order to more clearly reflect the distribution of land uses in the City.



Growth Trends

Hagerstown and Washington County both nearly tripled in population during the 20th century. As shown in Figure 2-2, the City reached peak populations in 1960 and 2000. However, while Hagerstown’s population remained relatively steady between 1960 and 2000, Washington County’s population grew by nearly 50 percent, and the population of Hagerstown’s Fringe¹ nearly quadrupled during that time. After 2000, a combination of factors spurred rapid growth in the Hagerstown Urban Growth Area (UGA). These factors included Maryland Smart Growth legislation, building moratoriums in Frederick County, historically low interest rates, and the scarcity of affordable real estate in the Baltimore-Washington corridor.



Within the City itself, growth has occurred on infill parcels but to a greater extent on land newly annexed into Hagerstown. Between 2000 and 2005, the City’s population increased by 4.6 percent, compared to just 3.5 percent in the entire decade between 1990 and 2000. As of early 2008, this growth shows signs of slowing, but, as shown in Table 2-1, a considerable number of residential units could be developed in Hagerstown in the next 20 years and beyond, based on current plans and proposals.

As of January 1, 2006, some 3,070 new residential units were either under construction or are in the development pipeline. This represents a potential population increase of more than 6,400 residents (17 percent of the current population) that could occur by approximately 2018. Other development classified in Table 2-1 as Future Planned, Vacant/Underutilized, or Potential Annexation could add more than 12,000 additional

¹ As defined in the Plan Introduction (Figure 1-2), the Fringe represents Hagerstown’s suburbs, and is composed of County Subdivisions (often referred to as “Election Districts”), as defined by the U.S. Census.

residents (30 percent of the current population). Figure 2-3 and Table 2-2 depict and describe the different types of land listed in Table 2-1.

Table 2-1 shows the total amount of development that *could* occur by 2028 if all available land were developed. In that sense, it differs from the Comprehensive Plan’s official growth projections (Table 1-3), which show the amount of development that is *projected* to occur by 2028.

Table 2-1: Future Development Potential

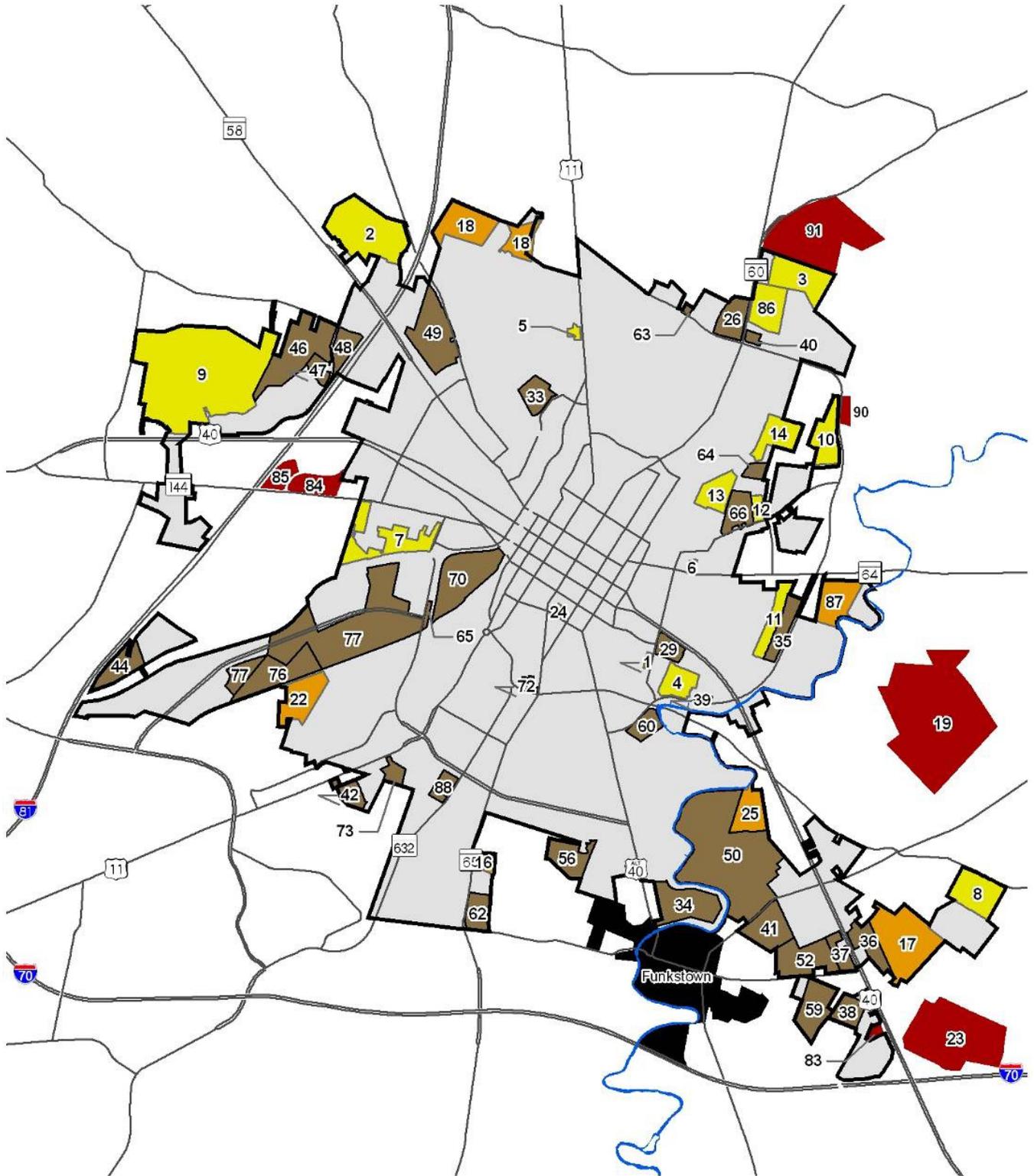
Development Category	New Residential Units^a	New Residents
Pipeline Development (Immediate: 0-10 years) <i>New residential units under construction or those included in approved preliminary plats or plans.</i>	3,070	6,447 ^c
Future Planned Development (Medium-Range: 6-20+ years) <i>New residential units within corporate boundaries that have been discussed with the City, but where no plat or plan has been approved.</i>	1,366	2,869 ^c
Vacant/Underutilized Land (Medium-Range: 6-20+ years) <i>Potential residential units that could be constructed on land within the City, based on Future Land Use designations^b</i>	735	1,544 ^c
Potential Annexation: (Medium-Range: 6-20+ years) <i>Planned units on undeveloped land likely to annex into the City, or where preannexation agreements exist.</i>	3,042	7,605 ^d
Total	8,213	18,465

Source: Environmental Resources Management, based on data provided by the City of Hagerstown Planning Department

- a: The background information used to generate residential unit counts is included in the 2008 Comprehensive Plan Appendix.*
- b: Vacant and Underutilized land and Future Land Use definitions are discussed in more detail later in this Element. Residential densities were assumed to be 5 dwelling units per acre (du/ac) for Medium Density Residential and 6 du/ac for Mixed Use areas.*
- c: Future development within current Corporate Boundaries, assumes 2.1 residents per unit.*
- d: Future development outside current Corporate Boundaries, assumes 2.5 residents per unit.*

Washington County’s population is also projected to grow quickly. By 2030, the Maryland Department of Planning estimates that Washington County will have a population of 189,950, an increase of nearly 58,000 residents, or 35 percent over the County’s Year 2005 population. Much of this new development could occur in the Hagerstown Urban Growth Area. There are more than 10,000 acres of vacant land zoned for residential uses in the UGA.² Under Washington County’s current zoning ordinance, this land could yield as many as 22,000 new residential units, or 55,000 new residents. There are also more than 3,000 acres of vacant land zoned for business and industrial uses in the UGA, creating the potential for a sizeable amount of non-residential development.

² This excludes the parcels that have expressed interest in annexing into Hagerstown—the “Potential Annexation” category in Table 2-1.



City of Hagerstown Comprehensive Plan
Figure 2-3: Planned and Future Development



Planned and Future Development Type

- Pipeline: Approved Plat or Plan
- Future Planned Development: No Approved Plat or Plan
- Vacant/Underutilized
- Potential Annexation: Annexation Discussed

Note: Map ID numbers are described in Table 2-2.

Table 2-2: Planned and Future Development

Map ID	Development Type	Property Description	Map ID	Development Type	Property Description
1	Pipeline	Cleveland Commons	26	Vacant/Underdeveloped	Longmeadows Shopping Ctr.
2	Pipeline	Collegiate acres	29	Vacant/Underdeveloped	Ames Shopping Center
3	Pipeline	Cortland Manor Phase I	33	Vacant/Underdeveloped	Central Chemical
3	Pipeline	Cortland Manor Phase II	34	Vacant/Underdeveloped	City Farm
3	Pipeline	Cortland Manor Phase III	35	Vacant/Underdeveloped	Dahura/Alter property
4	Pipeline	Eastridge Townhomes	36	Vacant/Underdeveloped	Dual Hwy (east)
5	Pipeline	Fairchild Heights	37	Vacant/Underdeveloped	Dual Hwy/Hebb
6	Pipeline	Fridinger Ave. Redevelopment	38	Vacant/Underdeveloped	East of Emmert
7	Pipeline	Gateway Crossing Phase I-IV	39	Vacant/Underdeveloped	Eastern
8	Pipeline	Greenwich Park	40	Vacant/Underdeveloped	Eastern/Leitersburg
9	Pipeline	Hager's Crossing	41	Vacant/Underdeveloped	Edgewood
10	Pipeline	Hillside Manor	42	Vacant/Underdeveloped	Elmwood Ext.
11	Pipeline	Kensington Villas	44	Vacant/Underdeveloped	
12	Pipeline	Pangborn Park	46	Vacant/Underdeveloped	Groh Tract
13	Pipeline	Park Overlook	47	Vacant/Underdeveloped	Groh Tract
14	Pipeline	Potomac Manor Section H	48	Vacant/Underdeveloped	Groh Tract
86	Pipeline	Faison	49	Vacant/Underdeveloped	Groh's Salem
16	Future Planned Development	Crampton's Potomac Apts	50	Vacant/Underdeveloped	Harrison Tract A
17	Future Planned Development	Harrison Townhomes	52	Vacant/Underdeveloped	Harrison Tract C
18	Future Planned Development	Haven Road Annexation	56	Vacant/Underdeveloped	Kenley
22	Future Planned Development	Linwood Hollow	59	Vacant/Underdeveloped	Lyles Tract
24	Future Planned Development	Massey Redevelopment	60	Vacant/Underdeveloped	MELP
25	Future Planned Development	Harrison Rezoning	62	Vacant/Underdeveloped	North of Sheetz
87	Future Planned Development	Light	63	Vacant/Underdeveloped	Northern
19	Potential Annexation	Mt. Aetna PUD	64	Vacant/Underdeveloped	Pangborn Corporation
23	Potential Annexation	The Landing PUD	66	Vacant/Underdeveloped	Pitzer
83	Potential Annexation	Younger Toyota	70	Vacant/Underdeveloped	Roundhouse
84	Potential Annexation	Alleghany Plastic	72	Vacant/Underdeveloped	South Potomac
85	Potential Annexation	Parkway Neuroscience	73	Vacant/Underdeveloped	
90	Potential Annexation	Shaool	76	Vacant/Underdeveloped	Wesel
91	Potential Annexation	Eastern Blvd. Extended	77	Vacant/Underdeveloped	
			88	Vacant/Underdeveloped	Shopping Center

Notes: Information correct as of January 1, 2006.
 Map ID numbers correspond to the labels in Figure 2-3.

The City of Hagerstown provides drinking water and a large share of wastewater treatment services to new development in the UGA, regardless of whether that development is inside or outside of the City's corporate boundaries. Accordingly, much new development in the UGA will use the City's infrastructure, especially water, wastewater, and roads. The City does not currently control land use decisions that affect the amount and type of development that will occur in these areas. Without proper growth management policies, the rapid growth of unincorporated areas in the UGA limits the City's ability to guide growth to make the most efficient use of the infrastructure and services that the City provides. The City also gains little direct fiscal or economic benefit from new development outside of corporate boundaries, despite the fact that these new residents and businesses use the City's resources.

Expanding Hagerstown's boundaries to include developed and undeveloped portions of the UGA is a necessary strategy to address this imbalance. By doing so, Hagerstown can strengthen its fiscal base, broaden its spectrum of economic development opportunities, and strengthen its role as the center of the four-state Hagerstown region.

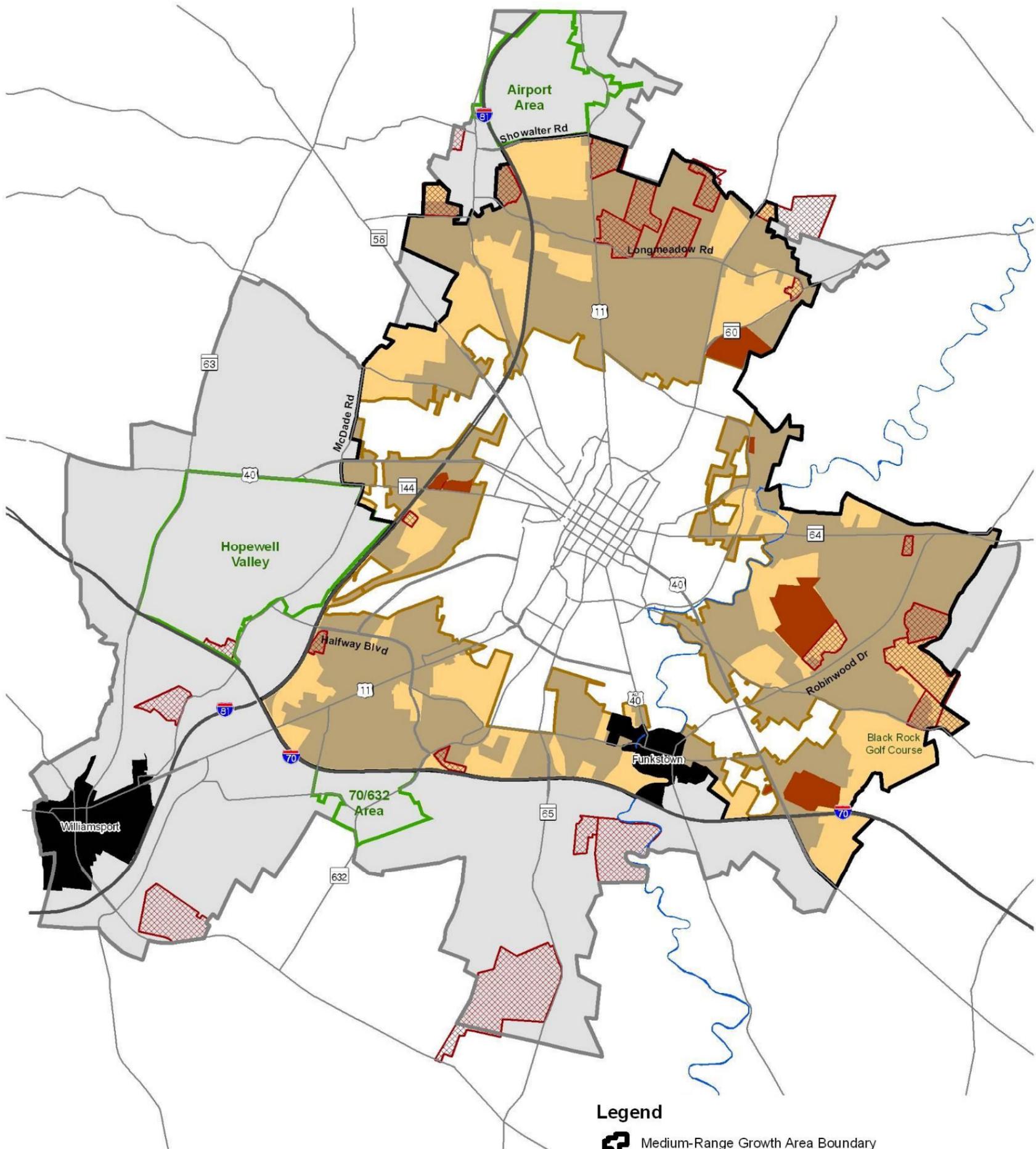
Growth Area Considerations

The question facing Hagerstown is not whether to grow, but how much to grow, and in what direction. The 2008 Comprehensive Plan identifies medium-range and long-range growth areas within the UGA. The Medium-Range Growth Area (MRGA) represents the City's desired boundary in the year 2028. The Long-Range Growth Area (LRGA) contains all other portions of the 2002 UGA, and represents the possible extent of City boundaries in 20 to 50 years.

Figure 2-4 shows the proposed growth areas for the City of Hagerstown, as well as selected parcels for which preannexation agreements are in place, "potential annexation" parcels (from Table 2-1), and the major economic development target areas in the UGA, as identified in 2002 Washington County Comprehensive Plan.

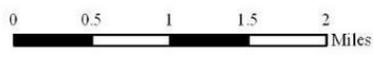
The Medium-Range Growth Area helps meet the City's growth management goals by:

- Including a large portion of the existing residences and businesses that receive municipal services from Hagerstown.
- Including or making contiguous many of the parcels for which the City holds preannexation agreements, as well as large parcels where annexation or preannexation has been discussed ("potential annexation" parcels). The largest concentrations of preannexation parcels are in two locations: north of Longmeadow Road and near Robinwood Drive.
- Creating a rational City boundary by following natural and human-made features such as highways and major roads (including Interstates 70 and 81), waterways, and property lines.
- Balancing the City's growth needs with the expressed economic development plans of Washington County, such as the County's economic development target areas.



- Legend**
- Medium-Range Growth Area Boundary
 - Washington County Targeted Economic Development Area
 - Long-Range Growth Area Boundary
 - Potential Annexations
 - Preannexation Agreements*
 - Developed Land in Medium Range Growth Area
 - Undeveloped Land in Medium Range Growth Area

City of Hagerstown Comprehensive Plan
Figure 2-4: Hagerstown Growth Boundaries



* These areas represent only a sample of the parcels that have signed pre-annexation agreements with the City of Hagerstown. Their boundaries are inexact, and indicate only the general vicinity of the property.

Several established neighborhoods, Washington County Regional Park, and the county-operated Black Rock Golf Course lie between Hagerstown’s 2008 boundaries and the preannexation and potential annexation parcels shown in Figure 2-4. This heightens the importance of including developed land in the Medium-Range Growth Area. For example, if the Fountain Head neighborhood (north of the City, east of US Route 11) were to annex into the City, Hagerstown’s boundaries would become contiguous with the pre-annexation areas north of Longmeadow Road, enabling those properties to annex into the City consistent with their preannexation agreements.

Incentives (financial or otherwise) would encourage existing neighborhoods and commercial areas to annex into Hagerstown. Table 2-3 lists some of the incentives that are used in other Maryland municipalities, and could be used in the Medium-Range Growth Area. As the table shows, the establishment of new annexation incentives is equally as important as efforts to promote and market existing incentives for annexation, such as net cost savings and the availability of a broader array of less costly public services. In incorporating these and other neighborhoods into Hagerstown, the City will need to pay special attention to urban design and transportation issues, especially in transition areas between the City and established neighborhoods.

Table 2-3: Potential Annexation Incentives

Incentive	Description
Tax Incentives (Potential new incentive)	Hagerstown could offer temporary abatement of real estate taxes or property taxes until properties are sold or developed. The Hagerstown City Charter currently allows for a five-year property tax abatement for properties that have undergone improvement or new construction.
Service Waiver (Potential new incentive)	In exchange for waiving the right to receive certain services, a home or business owner could receive a partial reduction in property taxes. In Hagerstown, this would not apply to water and wastewater service.
Broader Range of Services, Increased Level of Service (Existing incentive to be emphasized)	Compared to unincorporated parts of Washington County, Hagerstown provides higher levels of municipal services, including sidewalks, street lighting, professional fire protection, and refuse collection. The City’s service provision is more directly accountable to City residents.
Cost Savings from Annexation (Existing incentive to be emphasized)	As shown in Hagerstown’s 2004 Annexation Policy, higher City property taxes are offset by the cost savings that City residents realize for, water service, wastewater service, and refuse collection. In addition, City residents pay lower fire insurance rates.

The City recognizes that any financial incentives utilized to encourage the annexation of existing neighborhoods and commercial areas must not and cannot create a burden upon the City’s present taxpayers. In exploring any program for annexation incentives, the City should carefully weigh costs as well as benefits, so that any such program will have a positive impact on present and future citizens. Cooperation with the County will be essential to the success of these initiatives.

Other municipalities have shown that it is possible to design and tailor annexation incentives that have a net positive impact on the City's own finances. One key factor is that residential ownership tends to turn over relatively quickly—in the Hagerstown area, five to seven years between new owners is typical. Consequently, when tax abatements or other incentives are limited to the current owners of the properties in the annexed area, the loss or limitation of revenue to the municipality is fairly short-lived, while the financial and other benefits of annexation for the municipality are permanent.

Land Use Changes

The Comprehensive Plan provides guidelines for the integration of newly added neighborhoods into the fabric of the City as a whole. Future Land Use definitions can ease that integration. The 2008 Comprehensive Plan establishes more Future Land Uses categories than the 1997 Plan, to recognize the different character of some developed land in the growth area, to respond to economic trends, and to provide a broader variety of development opportunities. The 2008 Comprehensive Plan includes the following new land uses:

- A new Moderate Density residential land use category that recognizes the character of some existing neighborhoods in the City's Medium-Range Growth Area.
- A new Downtown category that recognizes the unique mixed use character of Hagerstown's existing downtown.
- A Business-Employment category that specifically encourages non-retail, non-manufacturing uses (e.g. office and research), reflecting the national shift to a service-based economy.
- A new Mixed Use category to enable innovative development and redevelopment of vacant and underutilized areas.
- Special Planning Areas that delineate portions of the City where more in-depth study is needed before determining the final land use.

The primary tools for guiding land use are the Future Land Use Map and its associated definitions. The Future Land Use map indicates graphically the overall Comprehensive Plan land use goals and policies guiding efforts to develop and redevelop the City and its growth area over the next 20 years.

The Future Land Use Map is a planning policy map that will serve as the basis for future planning, including updates and changes to the City's zoning ordinance and map and the zoning districts that will apply to new areas that annex into the City. Accordingly, the 2008 Plan also includes recommendations for new and revised zoning districts to reflect the character of the proposed growth area, as well as the changing nature of the existing City.

Vacant and Underutilized Land

While outward growth is necessary to enhance Hagerstown's fiscal and economic future, the City also needs to revitalize and re-use the vacant and underutilized land already within its borders. Figure 2-5 shows vacant and underutilized land in Hagerstown, along

with their existing zoning designations. Table 2-4 shows the base zoning type (e.g., “industrial”) for vacant/underutilized land. Nearly half of the vacant/underutilized land is zoned for industrial purposes, with large areas along Wesel Boulevard and Antietam Creek. The presence of so much vacant industrial land reflects the decline of heavy industry in the City.

This Comprehensive Plan’s approach to revitalizing vacant and underutilized areas is to establish new or revised future land uses for these areas, and to provide targeted economic development strategies for development or re-use. The Economic Development Element describes the latter set of strategies, and the Business-Employment land use specifically recognizes the need for offices, office parks, and light industrial parks.

Table 2-4: Zoning of Vacant/Underutilized Land		
Zoning Type	Zoning District	Acres
Residential	R1	99
	R2	22
	R3	106
Commercial	C1	4
	C2	238
	C4	31
Industrial (IR, IG)	IR	250
	IG	238
Other (AT)	AT	17
Total		1,004

Growth Management and Land Use Policies

Policy 2-1. This Comprehensive Plan establishes a Medium-Range Growth Area and Long-Range Growth Area, as shown in Map 2-4.

The Medium-Range Growth Area boundary represents the desired City boundary in the year 2028.

The Long-Range Growth Area boundary contains all portions of the Hagerstown UGA not included in the Medium-Range Growth Area or within the corporate boundaries of other municipalities, and shows the City's desired longer-term (20 to 50 year) boundary. Land in this area will only be annexed into the City in the next 20 years if such action strongly supports other goals and policies in this Plan.

Policy 2-2. Taken as a whole, annexations within the City's Medium-Range Growth Area will generate revenues and benefits sufficient to justify the overall expansion of City services. However, fiscal considerations will not be the sole basis upon which individual annexation decisions are made.

Policy 2-3. Taken as a whole, annexation for residential purposes within the City's Medium-Range Growth Area will support the City's goal of promoting a high-quality housing stock and generally increasing home ownership rates.

Policy 2-4. The City of Hagerstown will coordinate growth and annexation efforts with appropriate agencies and officials from Washington County and other municipalities.

Policy 2-5. New development will be timed to match the availability of public facilities, including schools, roads, emergency services, and water and wastewater service.³

Policy 2-6. Development and redevelopment of Hagerstown's vacant and underutilized land will be an important part of the City's overall growth management approach.

Policy 2-7. Future Land Uses will be consistent with the designations in Table 2-5, and Figure 2-6.

Policy 2-8. The Hagerstown Zoning Ordinance will be consistent with the Future Land Use designations established by Policy 2-8.

³ The City does not control funding for schools and most roads.

Table 2-5: Future Land Use Designations**Moderate Density Residential (RMOD)—New Land Use Designation**

The Moderate Density Residential areas recognize existing lower-density residential development in the Medium Range Growth Area (entirely outside of the 2008 Corporate Boundaries) and encourage the development of similar residential uses in adjacent undeveloped land. RMOD is a new land use designation in the 2008 Comprehensive Plan. Densities in RMOD areas, typically three to five units per gross acre, are lower than those found in many neighborhoods within the current corporate boundaries. However, such lower density areas are common within and at the fringes of otherwise dense cities such as Baltimore and Washington, D.C., as well as smaller cities such as Frederick. Including moderate density residential broadens the range of housing types and choices within the City.

PUDs will be permitted in the RMOD area if they demonstrate rigorous compatibility with surrounding areas. Apartments will likely not be allowed in RMOD PUDs.

RMOD areas include existing developed land to the north and east of the City, as well as developed and undeveloped land at or near the periphery of the growth area. The City will emphasize the design integration of new residential areas with existing development, through common design elements, including aligned street and open space networks, as well as compatible densities.

The typical density for new and existing development in RMOD areas would be three to five dwelling units per gross acre, with an average of 3.5 dwelling units per gross acre.

Medium Density Residential (RMED)

Medium Density Residential areas recognize already-developed areas, located within or immediately adjacent to the City, as well as areas likely to be developed at medium densities. The purpose of RMED areas is to encourage a broad range of housing types, including single-family detached, duplex, and townhouse units. Most of the developed residential area in the City is Medium Density. Within these areas, the City will emphasize neighborhood stabilization and enhancement efforts, including the Neighborhoods 1st, Livable City, and Comprehensive Neighborhood Revitalization initiatives (see the Housing and Neighborhoods Element).

The RMED area includes portions of the City currently zoned R2. Residential densities in RMED areas will generally be between five and ten units per gross acre. Neighborhoods characterized by single-family detached units would typically have lower densities, while duplexes and townhouses would have densities at the higher end of the RMED.

RMED areas include some existing and potential future PUDs, where residential density may exceed ten units per acre. PUDs are subject to careful design review to ensure compatibility with surrounding neighborhoods. Some apartment or garden apartment units may be permitted in RMED PUDs, but would not otherwise occur in RMED areas.

The RMED area also includes portions of the city currently zoned R4. The R4 district allows office uses in large houses, and serves as a buffer between residential and commercial areas. Locations with R4 zoning typically have a mix of residential and non-residential uses in buildings that are residential in character. Although not strictly residential in use, the R4 zoning district as currently defined is consistent with the RMED land use.

High Density Residential (RH)

This land use indicates the location of existing high-density residential development, typically garden apartments or apartment buildings, in the City and growth area. The RH area includes portions of the City currently zoned R3. These areas typically have densities of 12-16 units per gross acre, although RH densities can range from 10 to 22 units per acre. The Future Land Use map does not designate any new RH areas in addition to those on the 1997 Comprehensive Plan map. In recent years, Planned Unit Developments such as Hager's Crossing have included apartment and garden apartment units. Future demand for this type of residential development will be met as part of new PUDs, as well as the proposed Downtown (D) and Mixed Use (MXD) Future Land Use areas (see below).

Table 2-5: Future Land Use Designations

Downtown (D)—New Land Use Designation

The Downtown Future Land Use area recognizes the unique combination of uses in Hagerstown's historic downtown. The Downtown Future Land Use area is generally bounded by Bethel Avenue and Church Street to the northeast, Cannon Avenue and Locust Street to the southeast, Baltimore Street and Antietam Street to the southwest, and Burhans Boulevard to the northwest.

The Downtown is characterized by medium- to high-density residential development mixed with commercial, office, and institutional uses. Specific land use policies for the Downtown are:

- Concentrate higher residential densities and non-residential land use intensities in the Downtown. The average density of the Downtown area will be between 10 and 22 units per gross acre, although individual sites have much higher densities, and some lots already exceed 50 units per acre. While densities of 50 units per acre will not be the norm, such densities could occur.
 - Continue to encourage a mix of residential, commercial, and employment uses.
 - Encourage non-residential land uses that serve local needs, as well as Citywide and regional needs.
 - Encourage the continued presence of City, County, and State government offices.
 - Facilitate new development with lot sizes, setbacks, building heights, architectural character, and other elements that match the character of existing development. These elements are discussed in detail in the Urban Design and Historic Preservation Element.
-

Mixed Use (MXD) —New Land Use Designation

Mixed Use designations apply to areas where the City envisions a seamless combination of residential, commercial, office, and institutional uses, resulting from a special study or master planning efforts. This new future land use is necessary to promote the comprehensive redevelopment of areas where a mix of several land uses is desired. The Future Land Use map identifies two MXD areas: the Pangborn Company property and the Lee/Sycamore area, both of which are described in further detail under Special Planning Areas.

The implementation of MXD in locations such as Lee-Sycamore supports the City's economic development strategy by encouraging the conversion of underutilized land for productive use, increasing that land's contribution to the City's tax base. Achieving economic and other benefits in mixed-use development requires careful planning. Thus, the MXD designation is generally paired with a Special Planning Area overlay (see below) to highlight the need for special attention to these locations. A new zoning district should also be created to encourage and guide such mixed-use development. Residential densities in MXD areas will be determined through the planning process, but will likely be in the range of six to ten units per acre.

Commercial General (CG)

Commercial General indicates land designed to accommodate a broad range of commercial purposes, especially retail uses and personal services, ranging from individual stores to shopping centers. Within existing corporate boundaries these areas include much of the Dual Highway corridor, portions of Hager's Crossing, and Maryland Avenue, as well as a number of smaller commercial areas such as those along Eastern Boulevard, Northern Avenue, Washington Street West and Burhans Blvd. In the growth area, major CG concentrations include Valley Mall, Prime Outlets, and Pennsylvania Avenue.

Table 2-5: Future Land Use Designations**Business Employment (BE) —New Land Use Designation**

The purpose of the Business Employment land use is to provide land for non-retail, commercial businesses that generate significant amounts of employment. Offices, office parks, light industrial parks, research and development facilities, and communication and high-technology facilities are the target land use for BE areas. Land uses that generate noise, odors, or large volumes of truck traffic would not be desirable in BE areas in most areas within the existing corporate limits of the City. However trucking and distribution facilities and other high volume truck traffic activities would be appropriate in the Hopewell Valley area and other targeted areas with excellent road access and proximity to interstate interchanges. A limited amount of retail use and other commercial service uses will be permitted in these areas to support job centers.

Business Employment areas are locations to which City will devote special attention to attracting new businesses and providing appropriate space for existing City businesses that wish to expand. The BE land use within the existing corporate limits of the City will provide locations and lot sizes to attract smaller businesses—especially those with fewer than 200 employees.

Existing office and business parks—such as the MKS Business Park—fall under the BE definition, as do a number of currently undeveloped areas. Land along Oak Ridge Drive and R. Paul Smith Boulevard (proposed) fall into this category. The BE designation also indicates older underutilized industrial areas where the City wishes to stimulate redevelopment for non-retail employment uses. Examples include parcels along Wilson Boulevard and Frederick Street.

Industrial (IND)

These areas accommodate industrial uses, including manufacturing and assembly, warehouse and distribution centers, industrial parks, and similar uses. Like the BE areas, Industrial areas would generate significant amounts of employment. However, Industrial areas are more appropriate for businesses that also generate noise, odors, and large volumes of truck traffic—activities that are not desirable in any other land use area.

The Future Land Use map groups Hagerstown's industrial land uses in a few locations where industrial activity already exists, or where undeveloped land is available and appropriate for new industrial uses. These sites offer access to major roads that can accommodate the heavy truck traffic typically associated with industrial uses. Major industrial areas inside the City include the east side of Frederick Street (South of Memorial Boulevard) and the Wesel Boulevard corridor. In the growth area, concentrations of industrial uses include the Mack/Volvo plant and nearby areas, as well as land along Oak Ridge Drive.

The Future Land Use map also indicates change in central portions of Hagerstown by redesignating many areas that were industrial on the 1997 Comprehensive Plan Land Use map to other uses, or by including these locations in Special Planning Areas. Changing these sites from Industrial to other land uses addresses the City's changing employment needs, encourages redevelopment and reuse of these valuable areas near the Downtown, and will help to reduce truck traffic that is not in character with the residential and commercial uses in and around the Downtown.

Institutional (INS)

These areas recognize land occupied by large public and quasi-public institutional uses, such as schools, hospitals, the YMCA property, and the Municipal Stadium, and include some large religious institutions. While existing schools are included in this land use, future school sites and other institutional uses may be located in areas with other land use designations—especially residential areas.

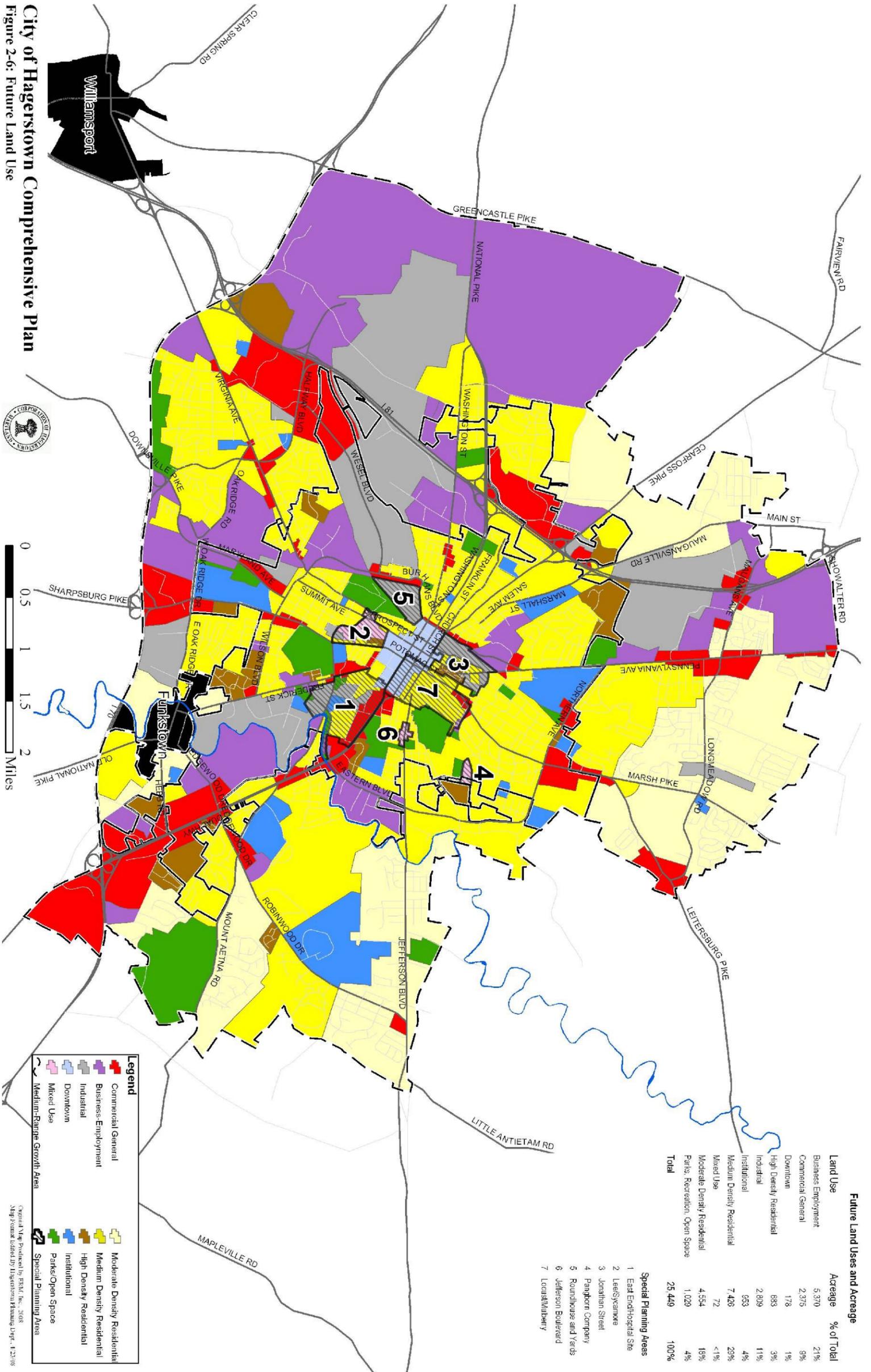
Parks, Recreation, Open Space (PROS)

These areas include public and private parks, recreation facilities, large cemeteries, and other large land areas specifically preserved as open space.

Table 2-5: Future Land Use Designations**Special Planning Areas—New Land Use Designation**

Special Planning Areas are “overlay” designations that indicate portions of the City where the desired pattern of future land uses (often MXD) is more fine-grained than can be depicted by the Comprehensive Plan. In these locations, future land uses will be determined by the results of more detailed planning and design efforts such as a master plan. The following Special Planning Areas are identified on the Future Land Use Map:

1. The East End. The Hagerstown East End Redevelopment Plan, prepared by a private-sector group, describes potential revitalization strategies, including the replacement of Municipal Stadium. This study needs public input before it can be adopted by the City. Further efforts should better define the desired future arrangement of land uses.
2. Lee/Sycamore. Stretching from Baltimore Street to Memorial Boulevard, and including Park Circle, this area is characterized by underutilized industrial and former railroad property. Mixed Use (MXD) is the initial recommendation for this site. The American Institute of Architects Sustainable Design Assessment Team completed a study of the Lee/Sycamore area in 2006.
3. Jonathan Street. Once the commercial center of Hagerstown’s African American community, this neighborhood has a distinct character that is has been negatively impacted by remaining industrial and rail-related uses.
4. Pangborn Company. MXD is the initial recommendation for this former industrial site.
5. Roundhouse and Yards. No longer used for railroad purposes, this area may require significant environmental cleanup. Small-lot industrial uses are the initial recommendation, but further study is needed to determine whether other uses might be possible or advisable
6. Jefferson Blvd. The area along Jefferson Blvd between Cleveland Avenue and Hamilton Run is currently a mix of residential and non-residential buildings and uses. Mixed Use (MXD) is the recommended future land use for this area, and further study is needed to determine the desired combination of land uses and urban design elements in this neighborhood.
7. Locust/Mulberry. This neighborhood stretches northeast of the downtown, between Fairgrounds Park and the Jonathan Street Special Planning Area.



City of Hagerstown Comprehensive Plan
Figure 2-6: Future Land Use



0 0.5 1 1.5 2 Miles

Legend

	Commercial General		Moderate Density Residential
	Business-Employment		Medium Density Residential
	Industrial		High Density Residential
	Downtown		Institutional
	Mixed Use		Parks/Open Space
	Medium-Range Growth Area		Special Planning Area

Original Map produced by FRK, Inc., 2008
 Map frame edited by Hagerstown Planning Dept., 1/2008

Future Land Uses and Acreage

Land Use	Acreage	% of Total
Business Employment	5,370	21%
Commercial General	2,375	9%
Downtown	178	1%
High Density Residential	683	3%
Industrial	2,809	11%
Institutional	653	4%
Medium Density Residential	7,426	29%
Mixed Use	72	<1%
Moderate Density Residential	4,554	19%
Parks, Recreation, Open Space	1,029	4%
Total	25,449	100%

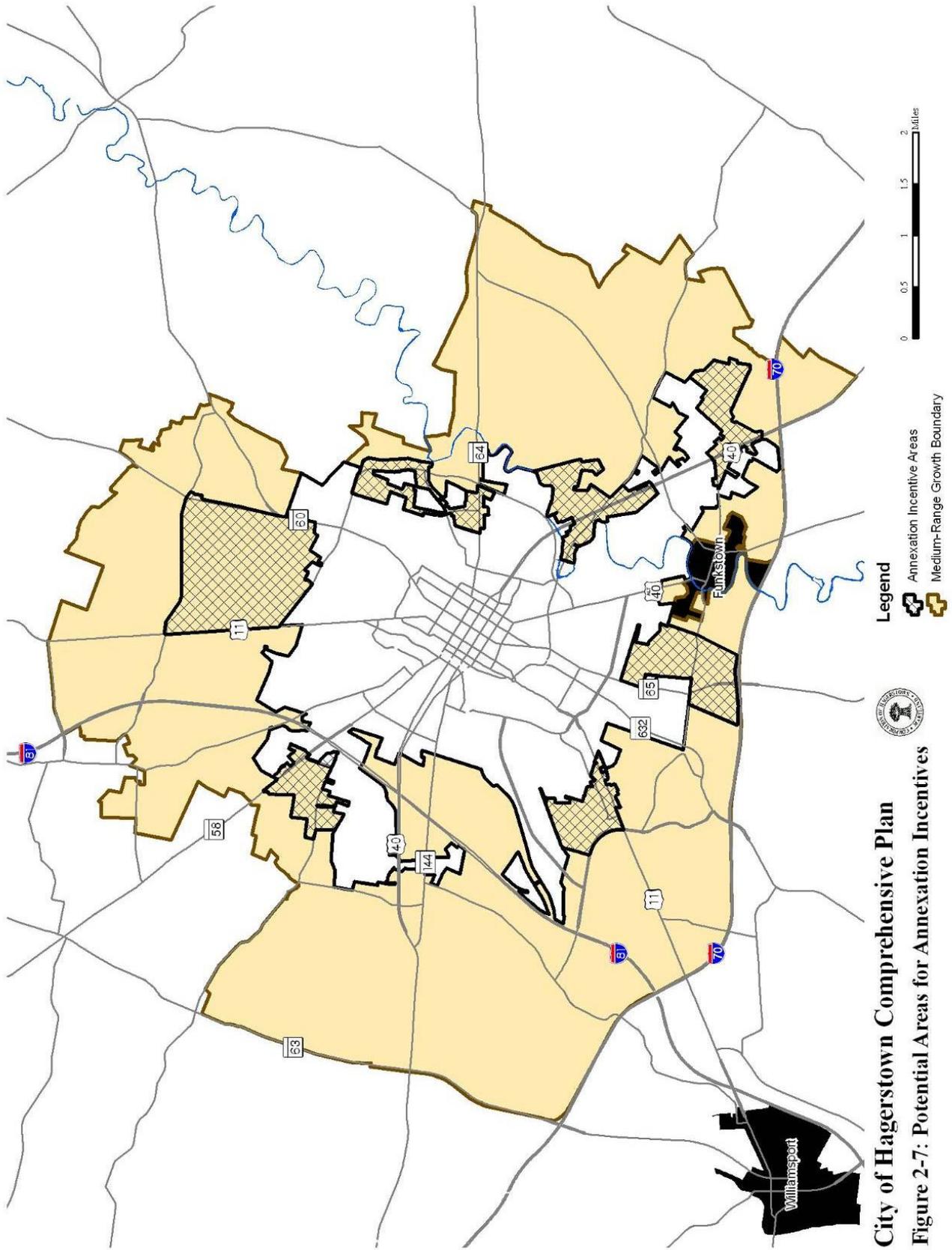
- Special Planning Areas**
1. East End/Hospital Site
 2. Lees/Syamore
 3. Jonathan Street
 4. Pangborn Company
 5. Roundhouse and Yards
 6. Jefferson Boulevard
 7. Locust/Midberry

Growth Management and Land Use Implementation Actions

- Action 2-1.** As a means of reducing cost to the County for providing urban services, and to strengthen the City's tax base to support its role as the Urban Growth Area's primary urban service provider, work with Washington County to coordinate planning efforts and to develop a joint annexation policy.
- This policy would facilitate annexation of adjacent developed areas into the City, and would include potential annexation of Washington County Regional Park and Black Rock Golf Course, as well as annexation incentives, as described in Action 2-2.
- Action 2-2.** Develop annexation incentives (such as those in Table 2-3) to encourage developed areas to annex into Hagerstown. Promote the benefits of annexation, such as net financial gain for the landowner, in all annexation discussions. In offering annexation incentives, focus on the areas shown in Figure 2-7.
- Action 2-3.** To facilitate economic development, explore, with Washington County, cost-sharing strategies to provide revenue to the City in exchange for *not* requiring annexation in certain areas as a condition for the provision of municipal water and wastewater service.
- Action 2-4.** Develop small area plans for the Special Planning Areas described in Table 2-5 and Figure 2-6.
- Action 2-5.** Monitor the status of vacant and underutilized land within corporate boundaries, and encourage its re-use and revitalization.
- Action 2-6.** Pursue comprehensive rezoning to make the Hagerstown Zoning Ordinance and Map consistent with Future Land Use categories and the Future Land Use Map established in Policy 2-8.
- Table 2-6 shows the correspondence between Future Land Use categories and existing zoning districts, and identifies situations where zoning districts do not accurately represent Future Land Use definitions, or where new zoning districts are needed.
- Action 2-7.** Coordinate with Washington County to ensure that new development is timed to match the availability of public facilities, including schools, roads, emergency services, and water and wastewater service.
- Action 2-8.** Pursue land use-related actions listed in other elements of this Comprehensive Plan, especially the Downtown, Housing and Neighborhoods, and Urban Design and Historic Preservation elements.

Table 2-6: Existing Zoning/Future Land Use Correspondence

Future Land Uses	Compatible Existing Zoning Districts	New District Needed	Comments
Moderate Density Residential (RMOD)	R1	No	
Medium Density Residential (RMED)	R2, R4	Possibly	Some older neighborhoods have lot sizes, setbacks, building heights, and other characteristics that do not conform to existing R2 zoning. New zoning language—either an overlay or a new district—may be needed to address this conflict and to facilitate Comprehensive Neighborhood Revitalization (see the Housing and Neighborhoods Element) that is in character with existing uses.
High Density Residential (RHD)	R3	No	
Commercial General (CG)	C1, C2, C4	No	
Business-Employment (BE)	None	Yes	New district should allow non-retail business by-right, with some retail businesses as accessory uses.
Industrial (IND)	IR, IG	No	Comprehensive rezoning should consider the need to redesignate some properties from IG to IR.
Institutional (INST)	Multiple	No	
Parks, Recreation, Open Space (PROS)	Multiple	Possibly	An “Open Space” district could protect parks from development pressures.
Mixed Use (MXD)	None	Yes	New district should include design standards and should specifically allow a mix of uses.
Downtown (D)	C3	Yes	New district (D) should not be within the “Commercial” family (e.g., C-3), and should recognize the existing mix of higher-density residential, commercial, office, and institutional uses.



RESOLUTION

CITY OF HAGERSTOWN 2008 COMPREHENSIVE PLAN

WHEREAS, the Mayor and Council of the City of Hagerstown have reviewed the proposed City of Hagerstown 2008 Comprehensive Plan; and,

WHEREAS, citizen input and public discussions of the draft Comprehensive Plan occurred through a series of public meetings, including Public Hearings and Work Sessions; and,

WHEREAS, the Planning Commission and Planning Staff have submitted the proposed Plan for the Mayor and Council's consideration and adoption; and

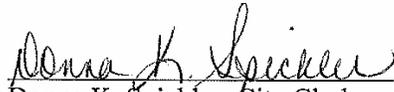
WHEREAS, the Mayor and Council considers the 2008 Comprehensive Plan to be for the best interest and welfare of the citizenry and public in general of the City of Hagerstown,

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Council of the City of Hagerstown, Maryland, as its duly constituted legislative body, that the City of Hagerstown 2008 Comprehensive Plan be, and is hereby adopted.

BE IT FURTHER RESOLVED, by the Mayor and Council for Hagerstown, Maryland that this Resolution shall become effective immediately upon its passage.

WITNESS:

MAYOR AND CITY COUNCIL OF THE
CITY OF HAGERSTOWN, MARYLAND


Donna K. Spickler, City Clerk

BY: 
Robert E. Bruchey, II, Mayor

DATE OF PASSAGE: 04/22/2008
EFFECTIVE DATE: 04/22/2008

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Acknowledgments

The 2008 Comprehensive Plan was prepared by the Hagerstown Planning Commission with the assistance of Environmental Resources Management, Annapolis, Maryland, and the staff of the Hagerstown Planning Department.

This project was financed in part by a grant from the Appalachian Regional Commission, as administered by the Maryland Department of Planning.

Executive Summary

The 2008 Comprehensive Plan is the City of Hagerstown's official statement of policies directing the physical, social, and economic development of Hagerstown for the next 20 years, as well as policies for managing the City's water and wastewater utilities over that time period. This Plan satisfies the requirements of Article 66B of the Annotated Code of Maryland.

The 2008 Comprehensive Plan updates the 1997 Comprehensive Plan. This Plan also represents a significant departure from the earlier Plan, in that it responds to new growth pressures, water and wastewater limitations, and other concerns that have emerged since the approval of the 1997 Plan. When the 1997 Comprehensive Plan was adopted, the City of Hagerstown was experiencing minimal growth and was struggling to revitalize a deteriorating urban core in the face of steady growth outside the corporate boundaries. The city's physical character had not changed significantly since the 1950s; most new residential and economic development investment was occurring outside the city, a trend that included the relocation of expanding enterprises outside of the City's corporate boundaries. Between 1950 and 2000, the City's population grew by only 1.1 percent, while the population of the surrounding suburban area nearly quadrupled.

Since 2000, Maryland Smart Growth legislation, building moratoriums in Frederick County, low interest rates, scarcity of affordable land to the east of Washington County, and the 2002 Annexation Policy of the City of Hagerstown combined to attract a new wave of development to Washington County, spurring growth on infill parcels and newly annexed land in the City of Hagerstown. Between 2000 and 2005, the city's population increased by 4.6%. Based on the residential development that was in progress or ready to begin construction (in the "pipeline") in the City as of January 2006, the City's population could increase by as much as 17 percent between 2006 and 2017.

In order to ensure that the City of Hagerstown grows in a fiscally and environmentally sound manner, the 2008 Comprehensive Plan outlines strategies to address the relationship between planned growth and the infrastructure needed to accommodate it. This plan is not intended to meet the requirements of the Municipal Growth Element or the Water Resources Element (pursuant to House Bill 1141, passed by the General Assembly in 2006). Nonetheless, this Plan places particular emphasis on the relationship between projected growth and available water and wastewater resources to serve that growth. It defines a growth boundary and identifies water and wastewater service boundaries, within which the City's utilities would serve projected future demand, while ensuring that vacant and underutilized lands within the existing corporate boundaries will have adequate infrastructure for future development.

The 2008 Comprehensive Plan also provides the land use and growth management policy framework for Hagerstown's efforts to regain and strengthen its role as the primary provider of urban services in the Hagerstown region. Major themes of this Plan include:

- *Growth and Annexation:* The Plan analyzes land capacity within the City and the Hagerstown Urban Growth Area and identifies a Medium Range Growth Area to guide the City's annexation plans and water and wastewater service for the next 20 years. New zoning districts are recommended to guide the location of higher-wage employers and high-quality new residential development in the City, enhance the City's fiscal foundation, and broaden the City's economic base. The Plan recommends strategies to ensure adequacy of community facilities and services to accommodate new growth.

- *Revitalization of Existing Land:* The Plan analyzes the adequacy of existing land use categories in the city to serve modern commercial and industrial development needs while protecting the quality of life in the City's residential neighborhoods. The Plan recommends new zoning districts, rezonings, and planning initiatives to provide the necessary flexibility and guidance to attract economic development and investment in the city's aging buildings and scattered infill properties, while removing land use conflicts for existing neighborhoods. The Plan recommends strategies to improve existing employment centers and develop new centers to aid the City's business recruitment and retention efforts and to revitalize older retail centers. Particular emphasis is placed on revitalization of downtown through the attraction of market rate housing and new business, heritage tourism, and arts and entertainment enterprises.
- *Water and Wastewater Limits:* The Plan recognizes the City's need to obtain additional water supply and the City's limited wastewater treatment capacity, and establishes policies to guide the future extension of these services. These policies are closely linked with the Plan's growth management analysis and recommendations. The Water and Wastewater element of the Plan will be submitted to Washington County for inclusion in the County Water and Sewer Plan.
- *Improvements to Transportation Network:* The Plan includes the recommendations of the Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) Long Range Transportation Plan. It also lists other locally-recommended transportation improvements that are needed to serve the community and support land use policies, but that do not appear in the HEPMPPO Plan. A transportation plan map showing recommended street network improvements for the Hagerstown Urban Growth Area is included.
- *Enhancement of Parks and Recreation Opportunities:* The Plan recommends strategies to gain additional open space for parks and natural buffers, as well as strategies to improve public access to and enjoyment of Antietam Creek, Hamilton Run, Marsh Run, and Town Run.

The 2008 Comprehensive Plan sets forth new City policies that will be implemented through a number of separate decisions, ordinances, and laws. Hagerstown's Zoning and Subdivision Ordinances and maps will be updated and amended to be consistent with the Plan's recommendations. The City's Capital Improvement Program (CIP) should be updated to include specific projects described in the Plan. The Plan also serves as the basis for future amendments to the County Water and Sewer Plan.

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Plan Introduction

This document establishes a Comprehensive Plan to direct and manage the future development of the City of Hagerstown, Maryland. This Plan updates the 1997 Comprehensive Plan. The 2008 Comprehensive Plan also represents a significant departure from the 1997 Comprehensive Plan in that it responds to new growth pressures, water and wastewater limitations, and other concerns that have emerged since the approval of the 1997 plan.

Plan Purpose and Themes

This Comprehensive Plan provides the policy framework to guide future development, infrastructure, and physical character of the City of Hagerstown for a twenty-year period. Article 66B of the Annotated Code of Maryland provides the legal framework and content for the Plan. The legislation also requires all jurisdictions, at intervals of no more than six years, to review and, if necessary, update the Plan. This document deals with challenges that require immediate responses to issues such as water and wastewater service, as well as longer-term issues such as growth and redevelopment. Many of these issues relate to unanticipated growth since the late 1990s.

The 2008 Comprehensive Plan provides the land use and growth management policy framework for Hagerstown's efforts to regain and strengthen its role as the primary provider of urban services in the Hagerstown region. Major themes of this Plan include:

- **Growth and Annexation:** The plan sets forth the rationale for and approach to growth in the geographic size of the City through the annexation of developed and undeveloped land around the City.
- **Revitalization of Existing Land:** The obsolescence of the City's aging heavy industry and manufacturing properties has left Hagerstown with large areas of undeveloped and underutilized industrial buildings and land. Reconfiguring these areas to accommodate residential, office, and mixed use development, the City can attract new residents and businesses, enhance its fiscal foundation, and broaden its economic base.
- **Water and Wastewater Limits:** This Plan recognizes the City's need to obtain additional water supplies and the City's limited wastewater treatment capacity, and establishes policies to guide the future extension of these services.

The 2008 Comprehensive Plan sets forth City policies that will be implemented through a number of separate decisions, ordinances, and laws. Hagerstown's Zoning and Subdivision Ordinances and maps should be updated and amended to be consistent with the plan's recommendations. The City's Capital Improvement Program (CIP) should be updated to include specific projects described in this Plan. This Plan also serves as the basis for future wastewater allocations, once the state-mandated Sewer Capacity Allocation Program (SCAP) expires.

Legal Context for the Comprehensive Plan

The 2008 Comprehensive Plan meets the requirements for local government planning in Maryland pursuant to State enabling legislation and requirements contained in Article 66B of the Annotated Code of Maryland. In 1992, the State of Maryland adopted the Economic Growth, Resource Protection and Planning Act (the Planning Act) which amended Article 66B, and established seven land use visions for Maryland's future. The General Assembly added an eighth

vision in 2000 (# 7 below). Under the Act, the land use visions must be implemented when a local comprehensive plan is prepared. The eight visions are:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resource areas are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic;
5. Conservation of resources, including a reduction in resource consumption, is practiced;
6. To assure the achievement of the above, economic growth is encouraged and regulatory mechanisms are streamlined;
7. Adequate public facilities and infrastructure under control of the county or municipal corporation are available or planned in areas where growth is to occur; and
8. Funding mechanisms are addressed to achieve these visions.

The 2008 Hagerstown Comprehensive Plan is influenced by and provides input for the Washington County Comprehensive Plan. The 2002 version of the County plan updated the Hagerstown Urban Growth Area (UGA), which defines the geographic area in which residential and non-residential development is to be concentrated, in accordance with Vision #1 of the Planning Act. A large portion of the UGA also serves as a Priority Funding Area (PFA), as defined in the Maryland Smart Growth Priority Funding Areas Act of 1997 (the PFA Act). The PFA Act allows the state and counties to designate areas for growth, and defines a number of funding sources, including economic development assistance, transportation funding, housing assistance, and other funds that are only available for use within PFAs.

Public Involvement

Public involvement was an important component of the plan development process, and was encouraged through a number of different methods. More than 20 public meetings, work sessions, and hearings were held during the development and adoption of the Comprehensive Plan, beginning with public kickoff meetings in April 2005. The full list of meetings can be found in the Appendix.

In addition to these formal opportunities for participation, the public was kept abreast of the Comprehensive Plan process through the City's Comprehensive Plan website. This website updated the project schedule, and provided electronic copies of all meeting minutes, documents, and maps presented at public meetings and work sessions.

Structure of the Plan

This Comprehensive Plan is divided into nine elements:

- Growth Management and Land Use
- Economic Development
- Water and Wastewater
- Transportation
- The Downtown
- Housing and Neighborhoods
- Urban Design and Historic Preservation
- Community Facilities (Including Parks and Recreation)
- Sensitive Areas and Mineral Resources

For each element, the Plan describes relevant issues, trends, and planning considerations facing the City. A series of goals, policies, and action items outline Hagerstown's approach to and desired means of achieving those goals. These goals and policies will guide the detailed decisions that will need to be made regarding the future use and management of City resources during the years following Plan adoption.

Goals are long-range, generalized statements that represent the City's desired future conditions. These conditions are typically achieved through a sustained series of actions over the 20-year life of the plan. Goals are intentionally broad, in order to remain valid as people's values change over time.

Policies are statements that chart courses of action for achieving the Plan's goals. The Plan's policies are intended to guide future planning efforts, ordinances, and legislation that the City must pursue in order to achieve the Plan's goals.

Each element also contains a list of recommended **Action Items**. These items tie policies to discrete actions, such as new legislation, revisions to ordinances, or capital improvement projects. Each Action Item lists the responsible City agency or agencies and a general timeframe for completion of the item. Except where specifically noted, the Plan uses the following timeframe definitions:

Immediate: 0-5 years

Medium-Range: 5-20 years

Long-Range: 20 years or more

The tables, figures, and other analyses presented in this plan reflect the best available data as of January 1, 2006.

Local and Regional Context

Development History

Located approximately 65 miles west of Baltimore and Washington, D.C. (see Figure 1-1), Hagerstown has a long history as a center of trade, transportation, and industry. The City was founded by and named for German immigrant Jonathan Hager, a farmer, miller, and fur trader who built his homestead on two natural springs in what is now City Park in 1739. Hager laid out the town, then known as Elizabeth Town, in 1762, in an area whose rich farmland supported plentiful grain crops and attracted immigrants and other new settlers. As Hagerstown grew economically, the City took on a greater regional role, as well. Hager played a large role in Washington County's separation from Frederick County in 1776, and Hagerstown has served as the county seat since that time.

The completion of the National Pike (linking Baltimore with Cumberland and points west, via Hagerstown) in 1808, and the town's location on the Philadelphia Wagon Road (running north-south through the Shenandoah Valley) made Hagerstown a prosperous center for trade, and permanently defined the City's role as a major transportation hub. The nickname "Hub City" persists today. By the end of the 19th century, Hagerstown's transformation into a railroad hub sparked a wave of growth, as the City more than doubled in size (from 13,591 to 28,064) between 1900 and 1920. The Great Depression and World War II slowed growth, but the 1940s and '50s period saw economic prosperity from the City's strong manufacturing base, and renewed growth.

The strong manufacturing base proved to be a weakness, beginning in the 1960s. As the American manufacturing industry contracted, Hagerstown's population and economy followed suit. The City lost more than 2,000 residents between 1960 and 1980. Still, Washington County experienced steady growth, mirroring the national trend of suburban expansion and urban disinvestment. Some Hagerstown residents moved to the suburbs, while many new area residents chose to live in unincorporated portions of Washington County instead of in Hagerstown.

This pattern changed at the start of the 21st century. Emerging national trends emphasized a return to cities. At the same time, economic booms combined with a limited housing supply in the Baltimore-Washington region made Hagerstown, with its access to major highways, an attractive location for new development. Residential development currently planned or in progress could add several thousand new Hagerstown residents in the next three to five years, an increase that was not foreseen by previous City or County Comprehensive Plans. The challenge of the 2008 Plan is to manage that growth while maintaining Hagerstown's role as the primary source of urban services for a four-state region that includes parts of Maryland, Pennsylvania, Virginia, and West Virginia (see Figure 1-1).



Figure 1-1: Regional Setting

Demographic Trends

Population

The Hagerstown region has seen increased growth over the past decade and a half, and especially in the past five years, as shown in Table 1-1. Hagerstown reached a population of 36,660 in 1960 before losing residents over the next 20 years. The City’s 1988 Comprehensive Development Plan reported a 1986 population of 33,670, the lowest total in the postwar era. Compared against these numbers, Hagerstown’s 4.6 percent growth since 2000 is encouraging. Hagerstown’s estimated 2005 population of 38,380 represents the largest population in City history. However, Washington County has reaped far more growth in recent years—in terms of both percentage and actual numbers.

As Table 1-2 shows, compared to the City, Washington County and Hagerstown’s “fringe” gained population and housing units more rapidly than the City in the 1990s and early 2000s. The fringe added three times as many new residents during that period. From 1950 through 2005, the City gained slightly more than 2,000 new residents, while the fringe population more than tripled, growing larger than the City. Population estimates for the fringe show continued growth in Hagerstown’s suburbs, against only moderate growth in the City itself. Much of the growth in Hagerstown’s fringe occurred within the UGA.

**Table 1-1:
Hagerstown Population, Households, and Housing Units**

		City of Hagerstown	Washington County
<i>Population</i>			
Total Population	1990	35,445	121,393
	2000	36,687	131,923
	2005*	38,380	141,050
Change, 2000 to 2005	Number	1,693	9,127
	Percent	4.6%	6.9%
Change, 1990-2000	Number	1,242	10,530
	Percent	3.5%	8.7%
Change, 1990 to 2005	Number	2,935	19,657
	Percent	8.3%	16.2%
<i>Housing Units</i>			
Total Housing Units	1990	16,361	47,448
	2000	17,089	52,972
	2005*	18,164	57,935
Change, 2000-2005	Number	1,075	4,963
	Percent	6.3%	9.4%
Change, 1990-2000	Number	728	5,524
	Percent	4.4%	11.6%
Change, 1990 to 2005	Number	1,803	10,487
	Percent	11.0%	22.1%
Population Per Housing Unit	1990	2.2	2.6
	2000	2.1	2.5

Sources:

1990 and 2000 United States Census, except:

* 2005 population and housing estimates.

County estimates from U.S. Census Population Estimate, July 1, 2005

City estimate from City of Hagerstown Department of Planning and Zoning.

Notes:

Table 1-2: Population Growth in Hagerstown’s Fringe

		City of Hagerstown	Hagerstown’s Fringe ¹
Total Population	1950	36,260	14,273
	1960	36,660	27,539
	1970	35,862	35,985
	1980	34,140	44,301
	1990	35,445	47,243
	2000	36,687	52,816
	2005 ²	38,380	57,417
Change, 1950-2005	Number	2,120	43,144
	Percent	5.8%	302%
Change, 2000-2005	Number	1,693	4,601
	Percent	4.6%	8.7%
Change, 1990-2005	Number	2,935	10,174
	Percent	8.3%	21.5%

Sources:

1990 and 2000 US Census, except 2005 (see #2)

1: Hagerstown’s Fringe consists of County Subdivisions (sometimes referred to as “Election Districts”), as defined by the U.S. Census. See Figure 1-2.

2: Source: City and ERM estimates.

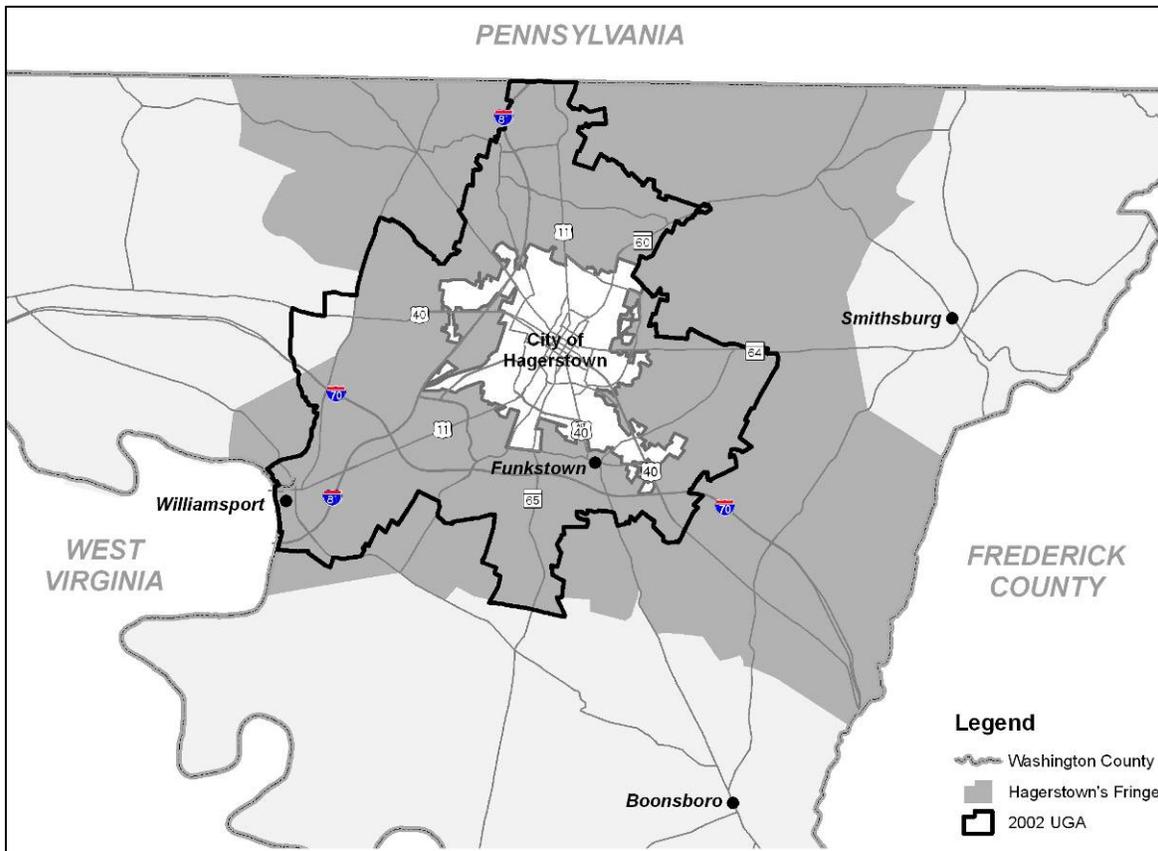


Figure 1-2: Hagerstown’s Fringe

Population Projections

Tables 1-1 and 1-2 show a clear growth trend in Hagerstown. The City’s future population will depend on a number of factors, including development and redevelopment within existing corporate boundaries, regional growth trends, and Hagerstown’s ability to annex existing developed land outside its borders.

This Comprehensive Plan projects population growth for the City of Hagerstown based on the number of new residential units that could be built in and around the City. Population projection scenarios, shown in Table 1-3, reflect growth from three sources: a portion of the new units that could be built within the City’s existing boundaries; on land likely to annex into the City (as defined in Table 2-1); and a portion of the existing and potential new units in the Medium Range Growth Area (see Table 4-1). Two growth scenarios are presented: a Moderate Growth Scenario that assumes considerable population increases in the City, combined with a small amount of annexation in the Medium Range Growth Area; and a Rapid Growth Scenario that assumes near buildout of the existing City, combined with a larger amount of annexation.

Table 1-3: Hagerstown Growth Scenarios

	Moderate Growth Scenario	Rapid Growth Scenario
Growth inside current corporate boundaries		
Pipeline, Future Planned, Vacant/Underutilized, and Potential Annexation ^a (Units), as defined in Table 2-1	5,088	7,089
New residents (at 2.15 persons per unit ^b)	10,940	15,241
Outside of current corporate boundaries		
New and annexed housing units	1,517	3,890
New residents (at 2.35 persons per unit ^c)	3,565	9,142
Total new units	6,605	10,979
Total new residents	14,505	24,383
Existing Population (2006) ^d	39,008 ^d	
Projected Population, 2028	53,513	63,391
Total Population Growth, 2006-2028	37%	63%
Average Annual Population Growth, 2006-2028	1.4%	2.2%

a: Potential Annexations are areas outside of current Corporate Boundaries

b: According to the 2000 U.S. Census, there were 2.15 residents per housing unit in the City of Hagerstown.

c: Source: Maryland Department of Planning 2025 household size projections, http://www.mdp.state.md.us/msdc/dw_popproj.htm

d: Source: U.S. Census Subcounty Population Dataset (2006 was the most recent year available), <http://www.census.gov/popest/cities/files/SUB-EST2006-almo.csv>

Between 2000 and 2005, Hagerstown grew by 4.6 percent in five years, or 0.9 percent per year (see Table 1-1). Both scenarios in Table 1-3 represent continued growth in Hagerstown. Under the Moderate Growth Scenario, that growth rate would almost double (to 1.4 percent per year), whereas under the Rapid Growth Scenario, the average annual growth rate would be 2.2 percent. While development and redevelopment in the City has been quicker in recent years than in previous decades, the pace of development embodied by the Rapid Growth Scenario would not be sustainable, and is not likely to occur, based longer-term development trends in the City and the region.

Accordingly, the Moderate Growth Scenario is the official population projection of this Comprehensive Plan. Table 1-4 shows existing population through 2005, and population projections for Hagerstown, Hagerstown’s Fringe, and Washington County in five year increments through 2030.

Table 1-4: Population Data and Projections

Year	City of Hagerstown	Hagerstown's Fringe	Washington County
1990	35,445 ^a	47,243 ^a	121,393 ^a
2000	36,687 ^a	52,816 ^a	131,923 ^a
2005	38,380 ^c	57,417 ^c	141,200 ^b
2010	41,429 ^d	62,186 ^f	150,950 ^b
2015	44,668 ^d	66,461 ^f	161,400 ^b
2020	48,160 ^d	71,030 ^f	171,400 ^b
2025	51,926 ^d	75,914 ^f	180,950 ^b
2030	55,985 ^d	81,133 ^e	189,950 ^b
Change, 2000-2030	Population	19,298	28,317
	Percent	53%	54%
			58,027
			44%

Sources:

a: 2000 U.S. Census

b: MDP, September 2006, http://www.mdp.state.md.us/msdc/popproj/TOTPOP_PROJ06.pdf

c: City and ERM estimates, based on building permits (City) and countywide growth trends (Fringe).

d: Projections in Table 1-3, interpolated (and extrapolated to 2030) to reflect 1.6% annual growth.

e: Long-Range Multimodal Transportation Plan for the Hagerstown/Eastern Panhandle Metropolitan Area, 2005.

f: Straight-line interpolation between 2005 and 2030 population estimates for Hagerstown's Fringe.

Workforce

The workforce in Hagerstown and Washington County reflect many of the hallmarks of the City's industrial background. Table 1-5 shows the types of jobs held in Washington County and the State of Maryland, while Table 1-6 shows the types of jobs held by City and State residents in 1999.¹ ²Manufacturing accounted for 14 percent of countywide jobs, and 15 percent of the jobs held by City residents, both more than twice the state average. Compared with statewide percentages, the service sector (Professional and Business services, etc) was a smaller part of the economy. Hagerstown residents were more likely to be employed in industries such as entertainment and retail trade, reflecting the City's role as the region's primary service-provider.

¹ Employment data were not available for Hagerstown in the 2000-5 time period.

² At-place employment indicates jobs that existed in a given place, while jobs held by residents indicates the number and type of jobs held, regardless of location. Thus, the fact that there are more "jobs held by residents" of Maryland than "at-place" jobs indicates that many Marylanders work outside of the state.

Table 1-5: At-Place Employment, 2005

(Jobs by jurisdiction of employment, regardless of the jobholder's place of residence)

Industry	Washington County		State of Maryland	
	Employment	Percent	Employment	Percent
Government	8,234	12%	448,627	18%
Natural Resources and Mining	149	0%	6,891	0%
Construction	4,202	6%	182,878	7%
Manufacturing	9,020	14%	140,666	6%
Trade, Transportation, and Utilities	15,570	24%	466,162	19%
Information	1,461	2%	50,368	2%
Financial Activities	6,523	10%	158,234	6%
Professional and Business Services	4,236	6%	383,250	15%
Education and Health Services	8,893	13%	340,182	14%
Leisure and Hospitality	5,854	9%	229,246	9%
Other Services	1,815	3%	90,912	4%
Total	65,957	100%	2,497,416	100%

*Source: Maryland Department of Labor, Licensing, and Regulation, July 2006***Table 1-6: Jobs Held by Residents**

(Jobs held by residents of the named jurisdiction, regardless of the location of employment)

Industry	City of Hagerstown		State of Maryland	
	Employees	Percent	Employees	Percent
Agriculture, forestry, and mining:	98	0.6%	16,178	0.6%
Construction	1,427	8.3%	181,280	6.9%
Manufacturing	2,701	15.6%	189,327	7.3%
Wholesale trade	522	3.0%	72,621	2.8%
Retail trade	2,372	13.7%	273,339	10.5%
Transportation, warehousing, utilities	863	5.0%	127,294	4.9%
Information	476	2.8%	103,351	4.0%
Finance, insurance, real estate	1,352	7.8%	186,159	7.1%
Professional, scientific, and other services	1,142	6.6%	323,834	12.4%
Educational, health and social services	2,731	15.8%	538,350	20.6%
Arts, entertainment, recreation, accommodation	1,438	8.3%	177,341	6.8%
Other services (except public administration)	1,019	5.9%	145,424	5.6%
Public administration	1,151	6.7%	273,959	10.5%
Total	17,292	100.0%	2,608,457	100.0%

Source: 2000 U.S. Census

Planning History

The 2008 Comprehensive Plan marks nearly four decades of planning for the city. While conditions, goals, and policies have changed since the city's first plan in 1966, the 2008 plan is nonetheless tied to its predecessors. Some growth and development concerns, transportation, and revitalization recommendations remain valid today. The four previous comprehensive plans were:

- Hagerstown Master Development Plan (1966)
- Comprehensive Development Plan (1975)
- Comprehensive Development Plan (1988)
- Comprehensive Plan (1997)

As Hagerstown looks to the future, it is instructive to also look back to past planning efforts to better understand how past decisions have shaped today's planning context. The following discussion highlights some elements of past Comprehensive Plans as they relate to the City's present day concerns.

Hagerstown Master Development Plan, 1966

Community Improvement

The Master Development Plan is focused around Five Points for Community Improvement:

1. The run-down condition of housing in many parts of Hagerstown calls for immediate actions to replace or renovate substandard buildings, to create the amenities necessary for residential neighborhoods, and to provide more satisfactory community facilities.
2. In order to maintain its role as the primary shopping, office, and commercial center of the region, the Central Area should be improved through replacement and remodeling of buildings, alleviation of traffic congestion, expansion of parking areas, creation of pedestrian walkways, and enhancement of its appearance.
3. Areas surrounding the Central Area require new and enlarged playgrounds.
4. The City should complete Burhans Boulevard, continue efforts to construct the Northeastern Bypass, and act to extend Northern Avenue.
5. Strong controls over land use and over points of access should be immediately established on roads intersecting with I-81 and I-70.

Transportation

Even four decades ago, traffic congestion was a "notorious" problem for Hagerstown, due to the flow of long-distance traffic through the relatively narrow streets and dense grid pattern of the downtown. In addition to Interstates 81 and 70, which were still being completed, the 1966 plan foresaw the need for routes around the downtown. As shown in the Thoroughfare Plan (Figure 1-3), the modern-day Eastern Boulevard and Wesel Boulevard and the extension of Burhans Boulevard were first envisioned in this plan. Other transportation links, such as a northwest connector (linking Northern Boulevard to Marshall Street) remain outstanding transportation needs today.

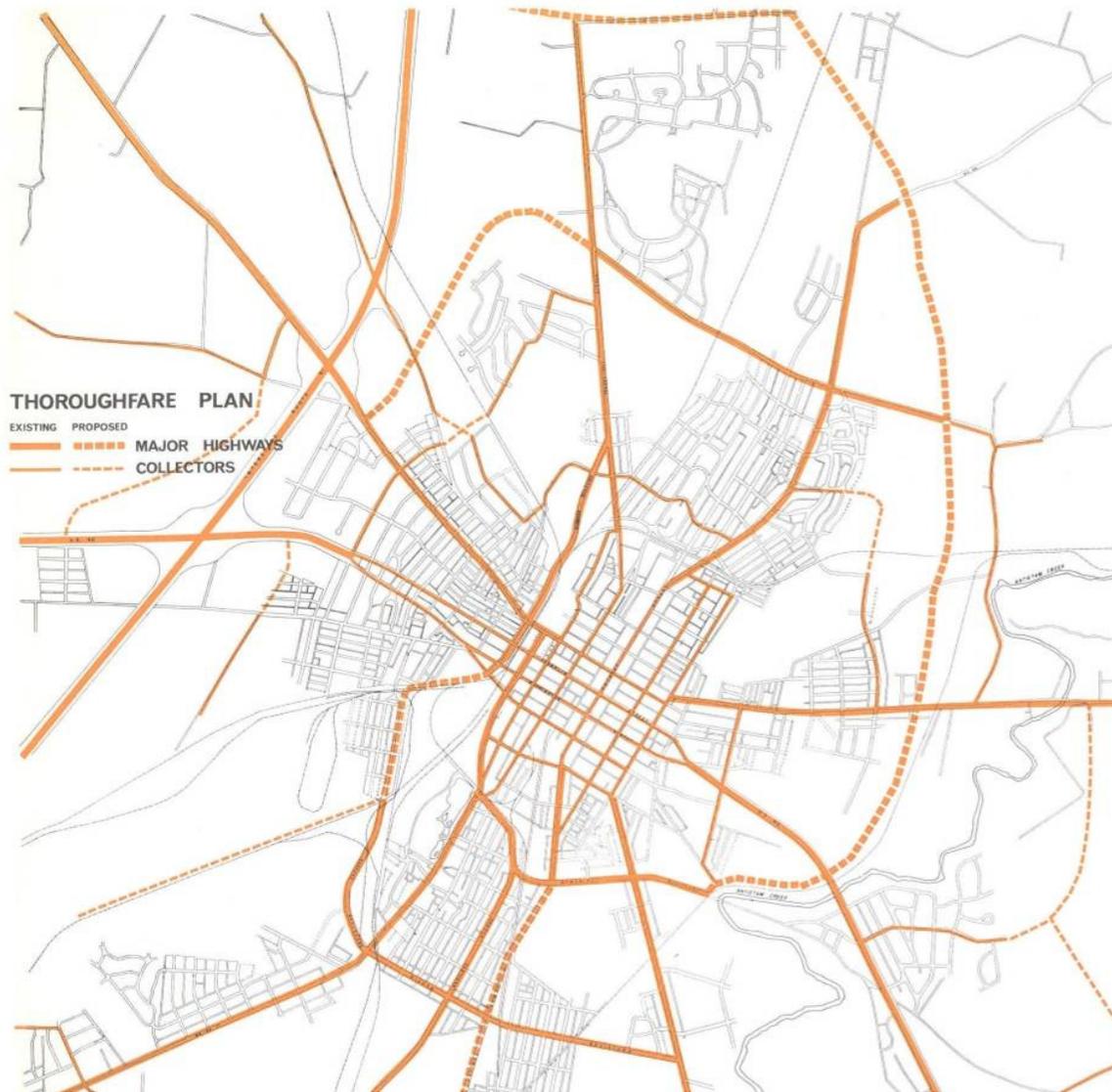


Figure 1-3: 1966 Thoroughfare Plan

Land Use and Growth

Like many later plans, the 1966 plan is peculiar in that none of its maps show a clear boundary between the City of Hagerstown and Washington County. The Comprehensive Plan map (Figure 1-4) shows future land use designations for areas that were not, and are not today, parts of the City, but there is no mention of annexation in the plan. Using a base population in 1960 of 36,600, the 1966 Plan projected a City population of 42,000 by 1980. These population projections assumed continued strength in the national manufacturing sector, a strength that weakened in the following decades.

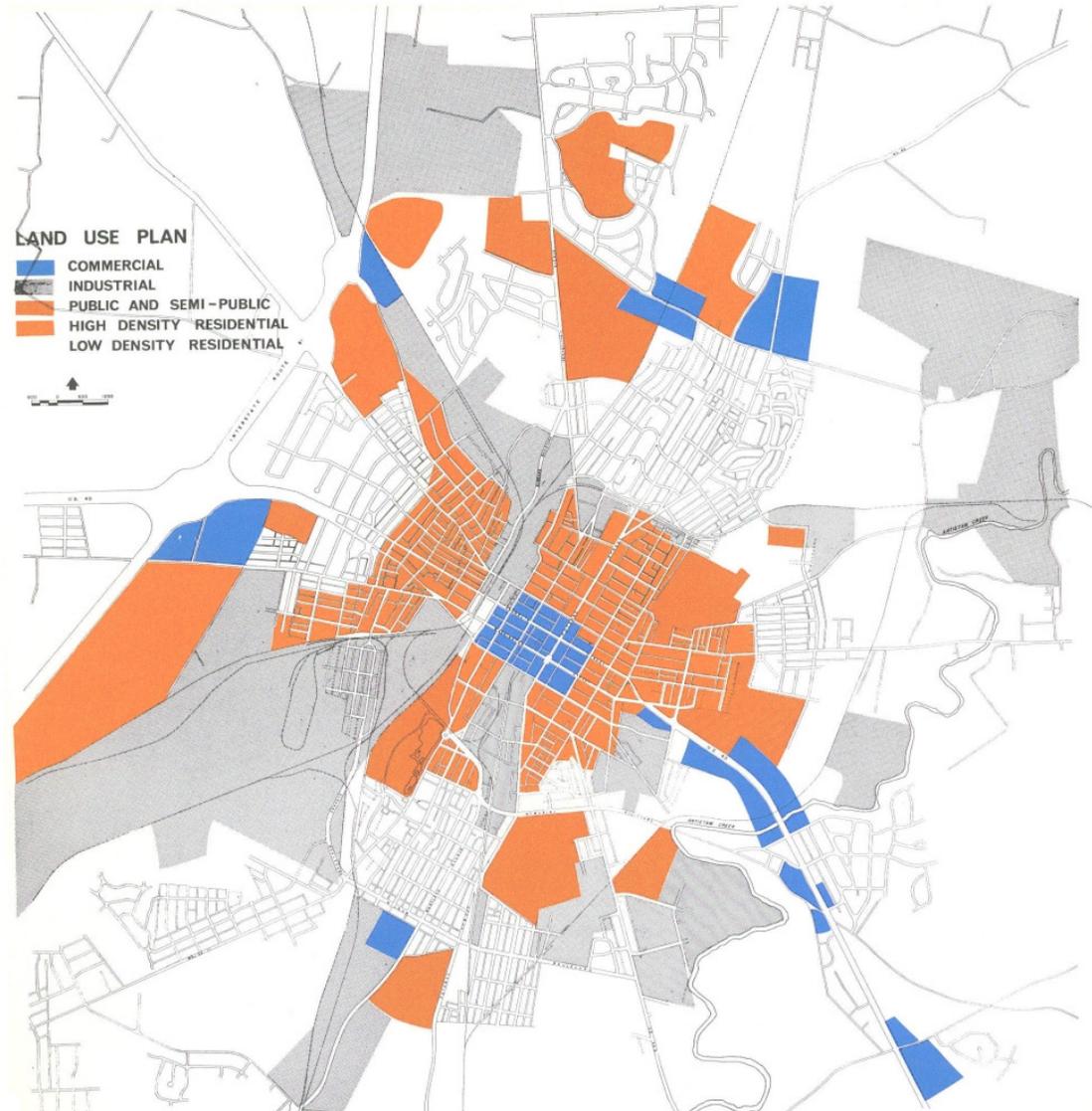


Figure 1-4: 1966 Land Use Plan

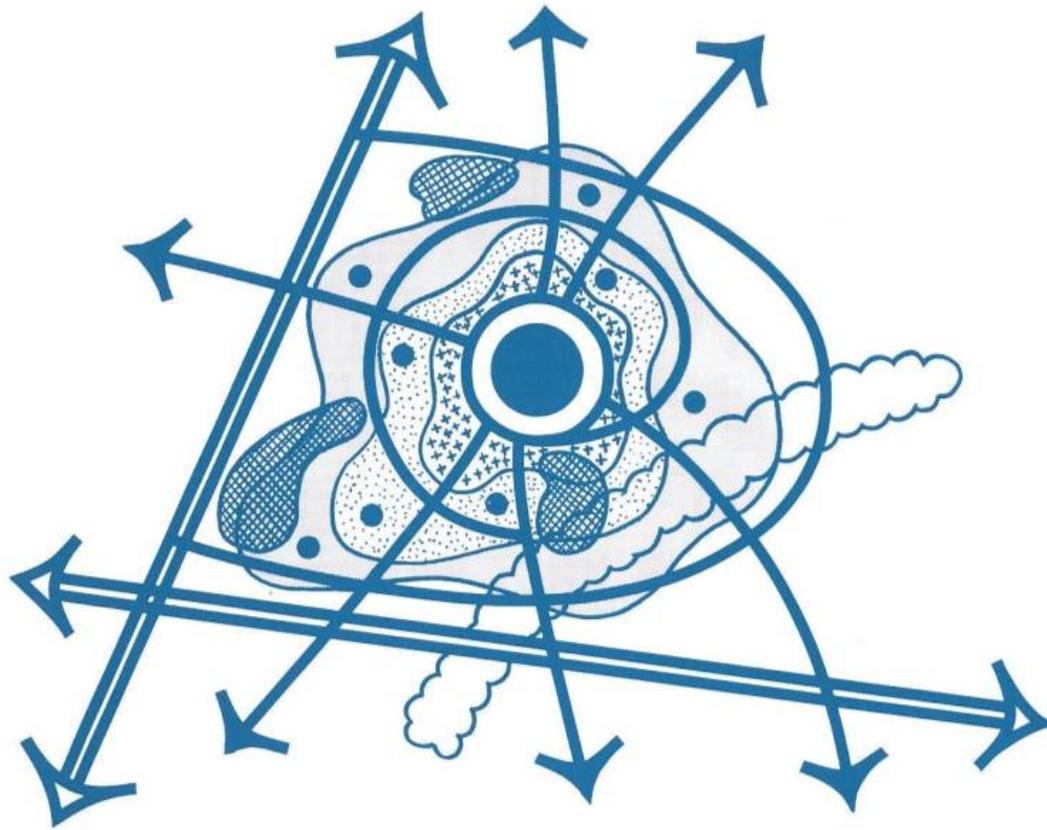
Comprehensive Development Plan, 1975

Nearly a decade after its first plan, Hagerstown adopted the Comprehensive Development Plan. The 1975 document pointedly says that the 1966 plan “had become inactive,” as early as 1968, prompting the establishment of a new Planning Commission and Planning Department. Key findings and concerns of the 1975 Plan included:

- The City lost population from 1960 to 1970, while surrounding suburbs gained population.
- Little or no non-residential construction had occurred inside City boundaries, and the development that had occurred within the City was predominantly multi-family residential. This “suburban sprawl” was causing a marked decline in the downtown, and made provision of public utilities and services inefficient.
- Development within the City occurred largely on the basis of land speculation.

- The City’s housing stock was in significant decline, to the point where nearly 20 percent of the City’s housing units were “sub-standard” in 1972.

To address these and other issues, the 1975 Plan took a much broader approach than its 1966 predecessor. A generalized “Concept Plan” (Figure 1-5) depicted Hagerstown’s downtown as a Regional Hub, surrounded by concentric rings of progressively sparser development, tied together with radial and circumferential highways (referred to as “loops”).



CONCEPT PLAN



Figure 1-5: 1975 Concept Plan

The extent of Hagerstown's region was fleshed out in the Land Use Plan (Figure 1-6), which designated future land uses far beyond the City's then-existing boundaries, incorporating much of what the 2008 Comprehensive Plan designates as the City's Medium-Range Annexation Area.

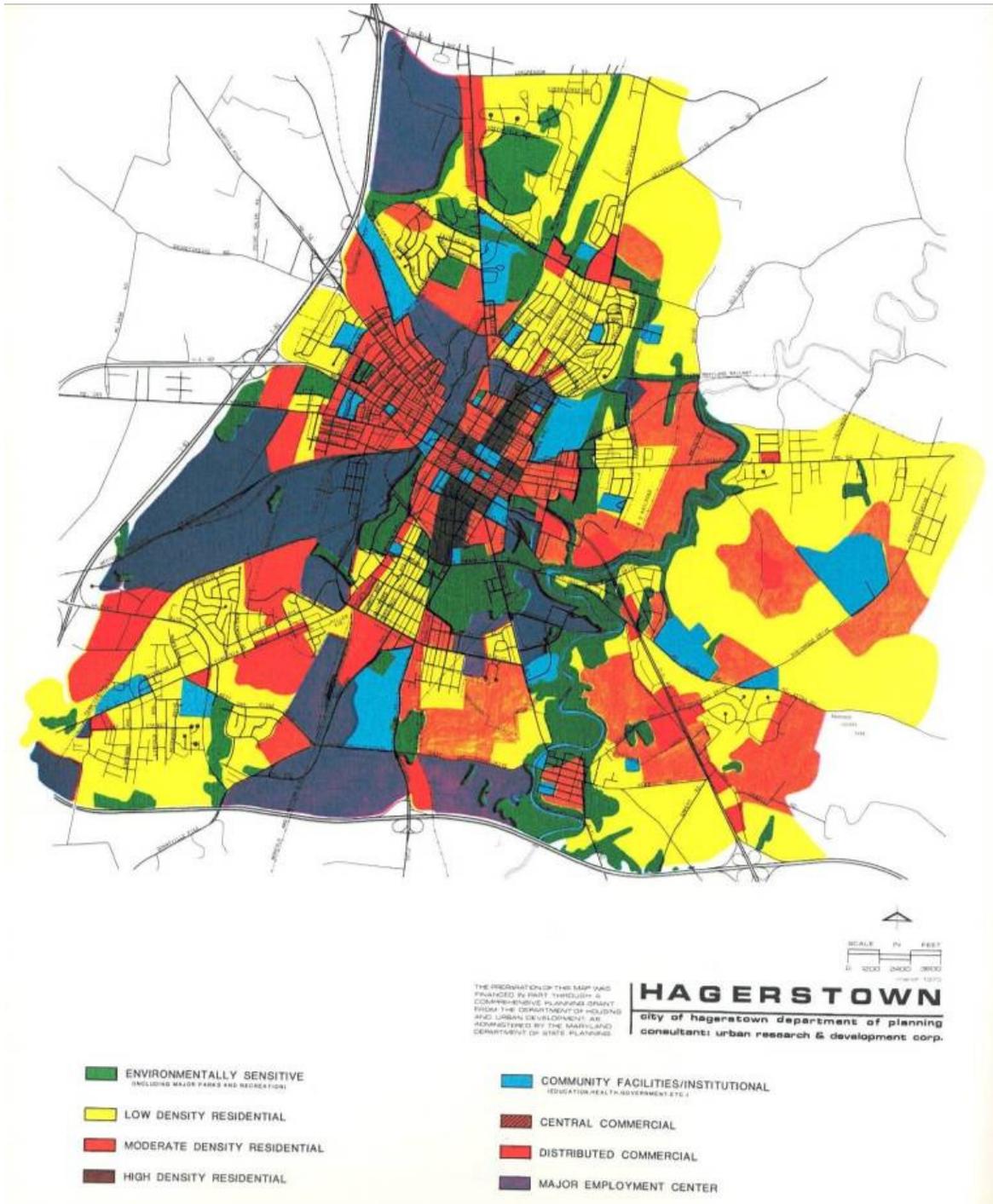


Figure 1-6: 1975 Land Use Plan

Equally important was the document's recognition of the importance of public utilities in controlling development. The 1975 Plan contained policies that tied the provision of water and wastewater service to overall land use goals, gave areas within the existing City boundaries the first priority for water and wastewater, and established a Planned Water and Sewerage Area that matched the area covered by the Land Use Plan (Figure 1-7).

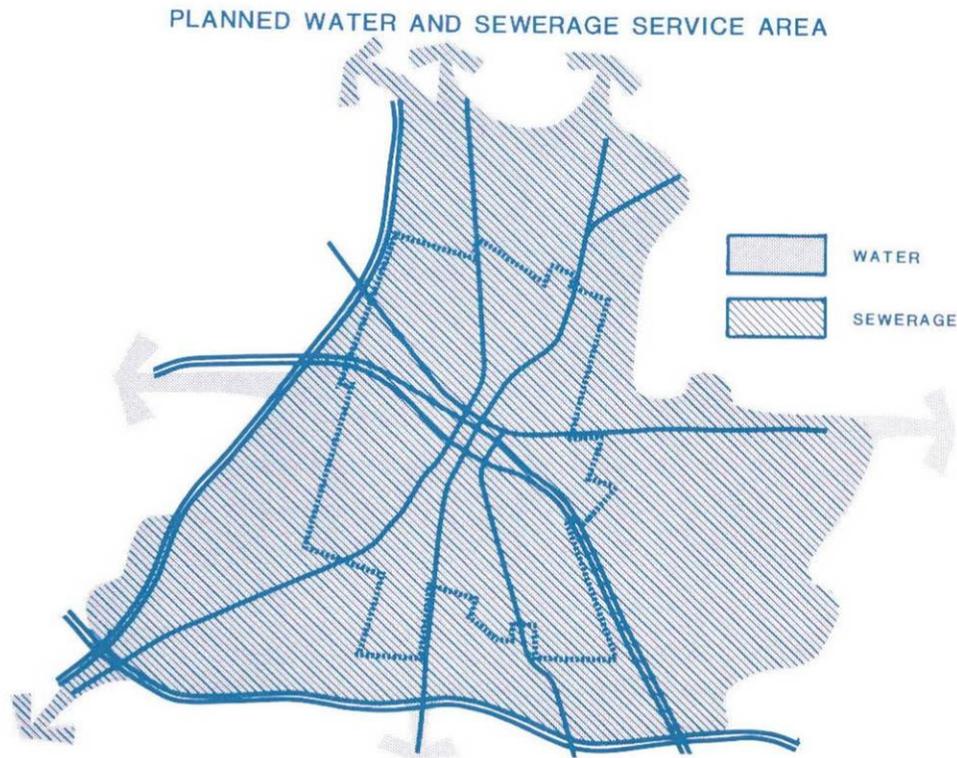


Figure 1-7: 1975 Water and Wastewater Service Boundaries

Other important aspects of the 1975 Plan were:

- Whereas the 1966 Plan included policies to address only the “run down” City neighborhoods, the 1975 Plan divided Hagerstown into Sub-Areas, and established revitalization policies for those subareas.
- The Transportation Plan largely resembled the 1966 version, calling for a Northwest Connector, construction of Eastern and Wesel Boulevards, and improvement/extension of Burhans Boulevard and Northern Avenue. By this time, Interstates 70 and 81 were complete.
- The document included a Central Area Plan, designed to specifically address the issues contributing to the Downtown's demise.

Comprehensive Development Plan, 1988

The 1975 Plan successfully energized the City's planning efforts, as well as citizen interest in planning. Its 1988 successor reported that 62 of the 67 “specific actions” in the 1975 Plan had been implemented by the mid-1980s. The 1988 Plan updated the 1975 document, retaining the “Concept Plan” approach. New and significantly revised planning approaches were:

- A Transportation Plan that continued to emphasize the completion of the “Middle Loop” (Eastern Boulevard and a Northwest Connector), Wesel Blvd, and a new road to connect Eastern Boulevard with Robinwood Drive (between Jefferson Boulevard and Mt. Aetna Road).

1997 Comprehensive Plan

The 1997 Comprehensive Plan emphasized economic development, revitalization, and neighborhood improvement, rather than Land Use and Transportation, which had been mainstays of previous plans.

Economic Development

The focus on renewed economic development activities reflected the long decline of Hagerstown’s industrial and manufacturing base. Revitalizing the economy would address other Citywide problems. The Economic Development Element emphasized:

- Focus on medium-sized and small employers, rather than large industries.
- Re-use of industrial sites for new types of activity, such as an outlet mall, a business incubator, and telecommunications facilities.
- Physical improvements to the downtown, including urban design measures designed to make the City’s core attractive for business and tourism.

Land Use and Neighborhoods

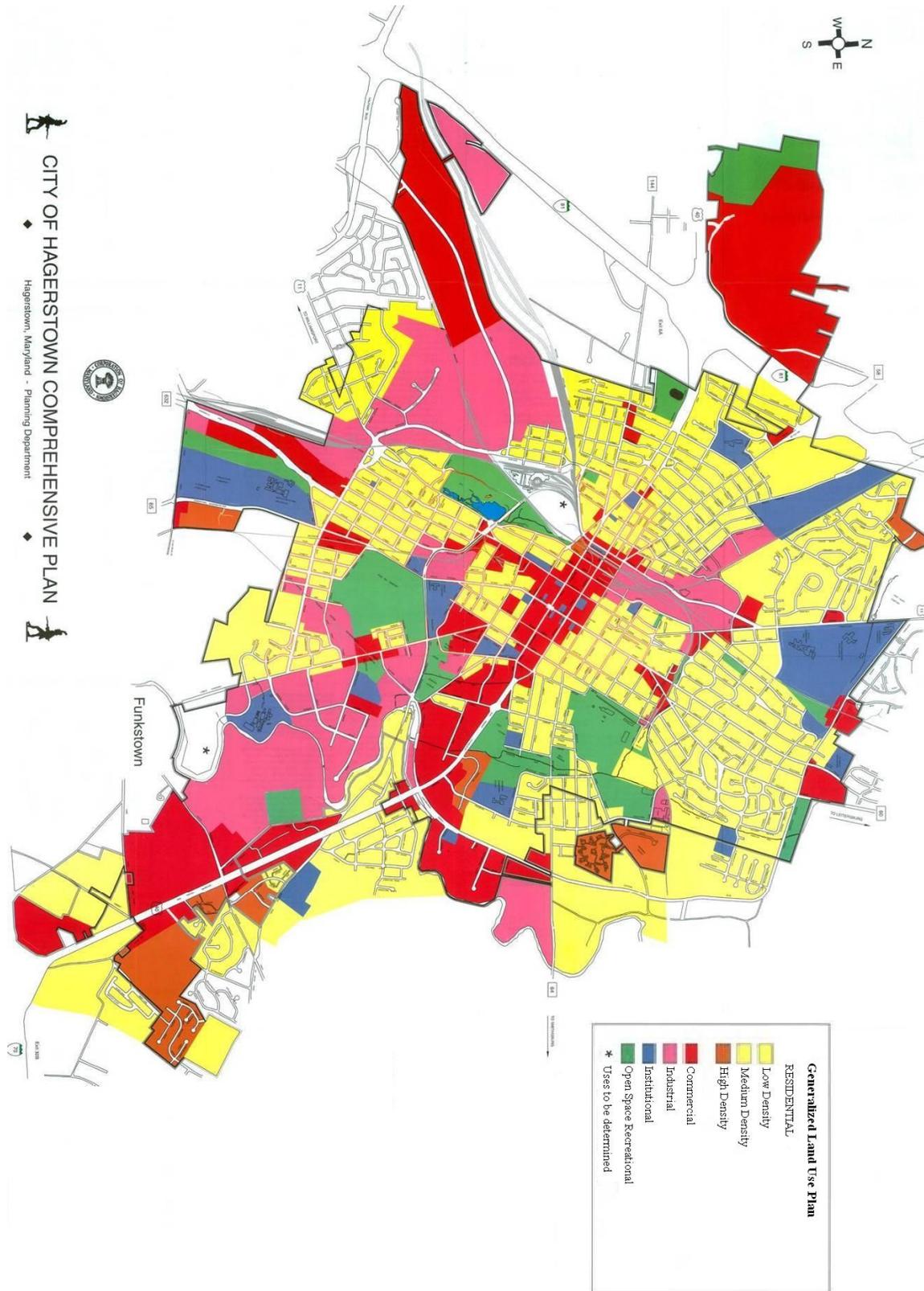
Whereas previous plans proposed future land uses for large areas outside of the corporate boundaries, the 1997 Plan focused on internal land use changes and urban design needs (Figure 1-9). A substantial portion of the Comprehensive Plan is dedicated to descriptions and policies related to 23 separate “Neighborhoods,” including the Downtown. These neighborhoods, shown in Figure 1-10, were different from the Sub-Areas identified in the 1975 and 1988 Plans. A 24th neighborhood was added in a Comprehensive Plan Amendment in 2004.

Water and Wastewater Service

While previous plans had touched on the issue of limited water and wastewater capacity, the 1997 Comprehensive Plan included a sizeable discussion on the topic. At the time, the City had defined an Urban Services Area (USA), which was somewhat narrower than the county-defined UGA. The 1997 Plan mentioned the USA, and quoted the City’s newly developed policy, which prioritized the extension of water and wastewater service as follows:

1. Infill within the City where there are existing services.
2. Areas within the City which are not currently served
3. Undeveloped industrial/commercial areas outside but contiguous to the City (annexable)
4. Undeveloped residential areas outside but contiguous to the City (annexable)
5. Developed areas outside but contiguous to the City (annexable)
6. Non-contiguous areas in the Urban Services Area (not annexable)
7. Areas outside the Urban Services Area but inside the Urban Growth Area.

Figure 1-9: 1997 Future Land Use Map



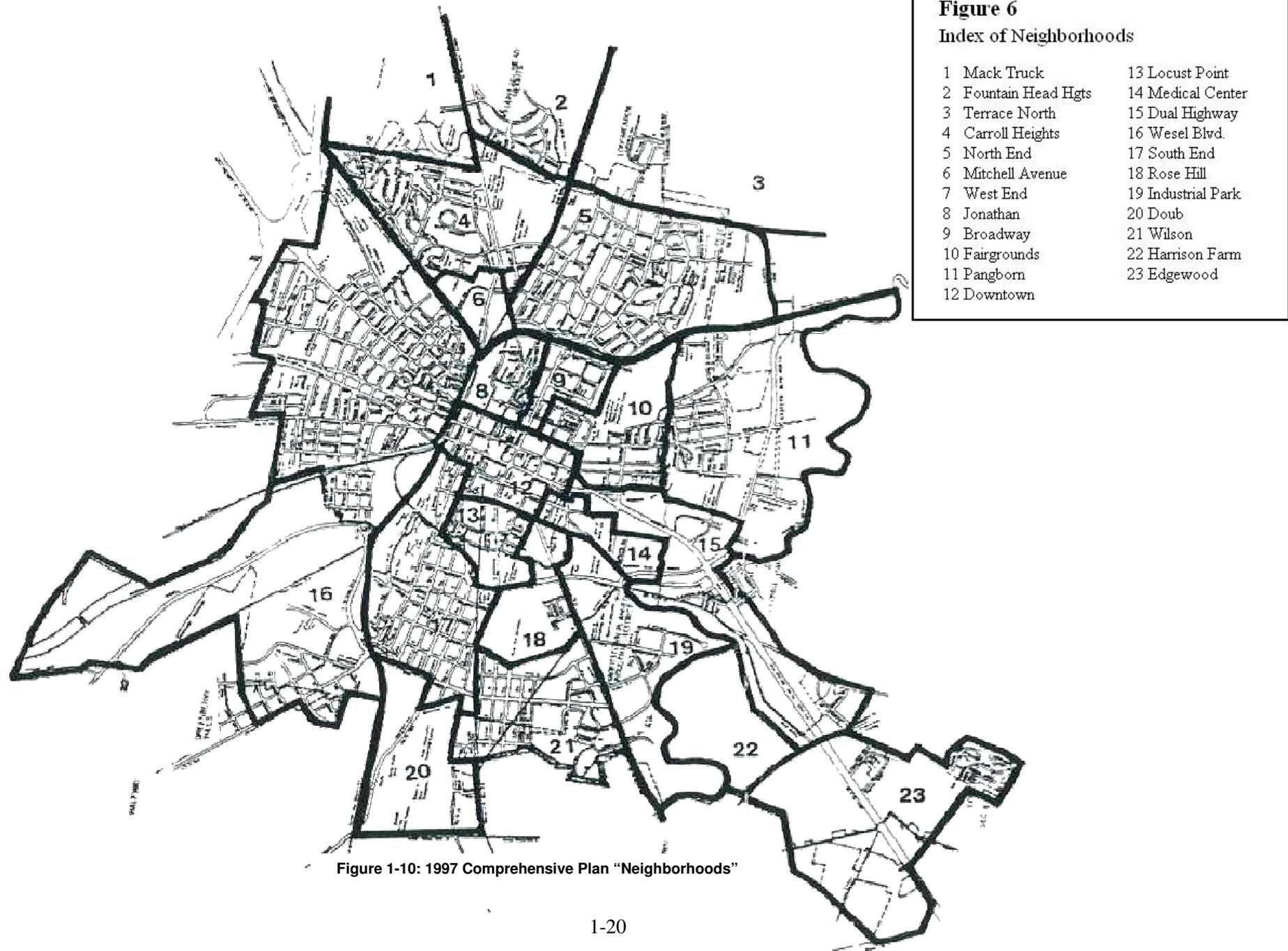


Figure 1-10: 1997 Comprehensive Plan "Neighborhoods"

Summary

Four decades after the City's first Comprehensive Plan, some of the City's most pressing planning issues remain the same. The City's past plans all emphasize the need for Hagerstown to be a strong central city and provider of urban services. The later plans also recognize that Hagerstown has frequently provided those services to an expanding suburban area without, in return, gaining the fiscal, economic, political, and cultural benefits of new development. Efforts to strengthen the City's regional role often involved downtown and neighborhood revitalization. The most recent plan paid special attention to the need for a concerted citywide economic development effort.

As part of the regional emphasis, Hagerstown's plans proposed a robust transportation system. The transportation network envisioned in 1966 included a series of bypass "loops," such as Eastern Blvd/Northern Avenue. These networks were designed to direct long-distance traffic away from the City's core, while providing appropriate links for local trips. While much of this network is now in place, key links—such as the Northwest Connector, an extension of Eastern Boulevard, and a connector between Eastern Boulevard and Robinwood Drive—remain unbuilt.

Previous plans also highlight some of the difficulties that the City has faced in adopting a regional approach. The 1988 and 1997 Plans both indicate how the Consolidated General Services Agreement limited the City's ability to tie water and wastewater provision to annexation. This legal difficulty, combined with a lack of political focus on expansion of City boundaries, yielded a piecemeal annexation pattern. The relatively slow expansion of the City's boundaries left Hagerstown unprepared to take full advantage of the new demand for growth that occurred after the 1997 Comprehensive Plan.

In many ways, previous Comprehensive Plans could not have predicted the past decade's rapid growth. The results of this growth, combined with Comprehensive Plan annexation policies, has meant that much of the new development in the Hagerstown region, and its associated fiscal revenues, occurred not in the region's central city—Hagerstown—but in Hagerstown's fringe. This rapid growth has also depleted Hagerstown's wastewater capacity far more quickly than anticipated, and necessitated implementation of plant expansion sooner than planned.

Recent Relevant Policies

A number of other policies, court rulings, and plans are highly relevant to several of the 2008 Comprehensive Plan's elements. Those documents are described in this section.

Consolidated General Services Agreement (CGSA)

The CGSA is an agreement, established in September 1997 between the City of Hagerstown and Washington County that defines the geographic area (within and outside of Hagerstown's corporate boundaries) to be served by Hagerstown's sewage collection and treatment system. The boundary for wastewater service, known as the Designated Area, is shown in Figure 1-11. Important requirements of the CGSA are that:

- Hagerstown must accept and treat wastewater from the entire Designated Area.
- Hagerstown will negotiate individual service agreements with each property owner who requests wastewater service.

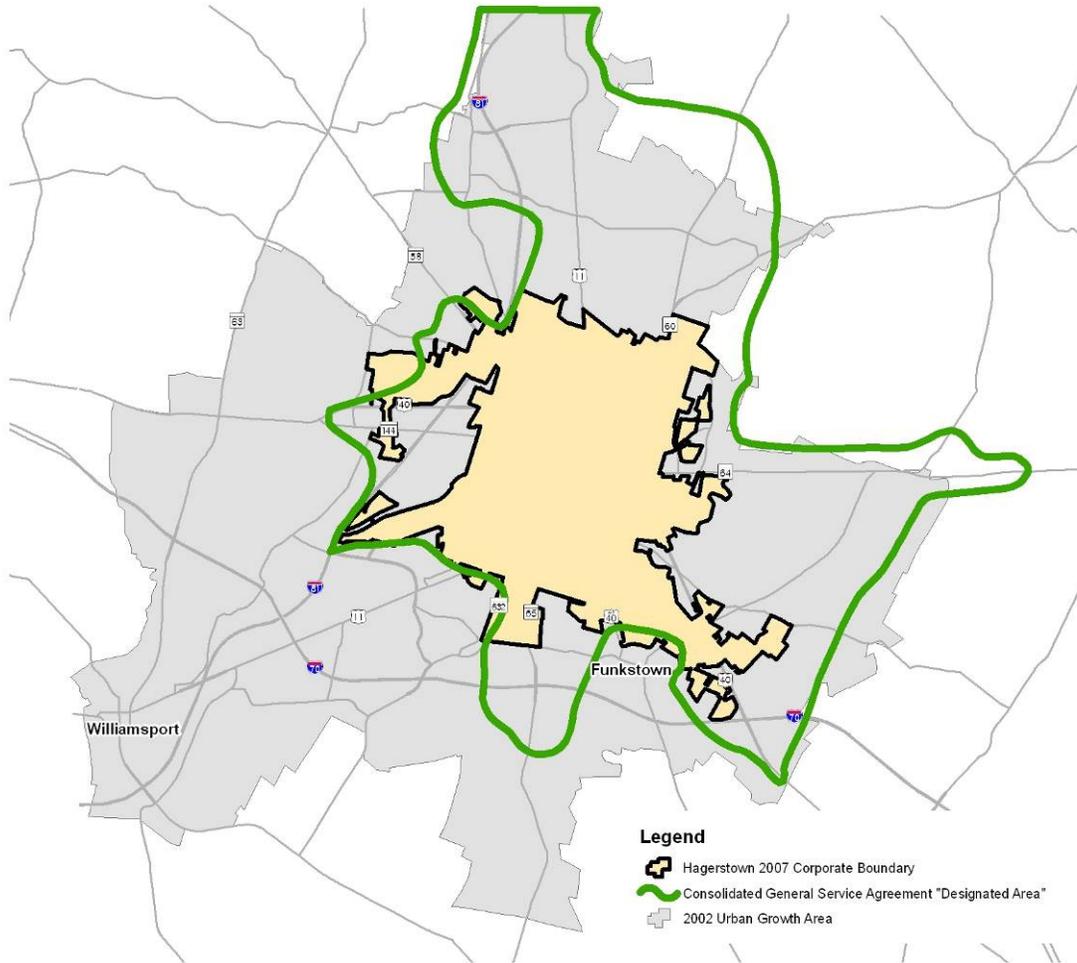


Figure 1-11: The General Services Agreement's "Designated Area" for Wastewater Service

2002 Washington County Comprehensive Plan

The 2008 Hagerstown Comprehensive Plan utilizes information from the 2002 Washington County Comprehensive Plan, and provides input into future updates of the County Plan. The County Plan, in turn, serves as the basis for other functional plans that directly impact Hagerstown's planning and economic development efforts, including the County's Water and Sewerage Plan and the Hagerstown-Eastern Panhandle Metropolitan Area (HEPMO) Long Range Multimodal Transportation Plan (LRTP).

The 2002 Plan updated the Hagerstown UGA, replacing the generalized 1983 definition with a more precisely mapped boundary (Figure 1-12). Except where specifically noted, any reference to the "Hagerstown Urban Growth Area" or "Hagerstown UGA" in this 2008 Comprehensive Plan refers only to the 2002 Hagerstown UGA boundary shown in Figure 1-12. The 2002 County Comprehensive Plan calls for new zoning districts to accommodate office and industrial flex uses, and advocates the completion of wastewater interconnections between the City and County wastewater systems.

The County plan defines several economic development target areas within the UGA, including Hopewell Valley, the I-70/MD 632 interchange (Friendship Technology Park), and the Hagerstown Regional Airport area (Figure 1-13). Other economic development strategies include support for brownfield redevelopment and urban revitalization throughout the UGA.

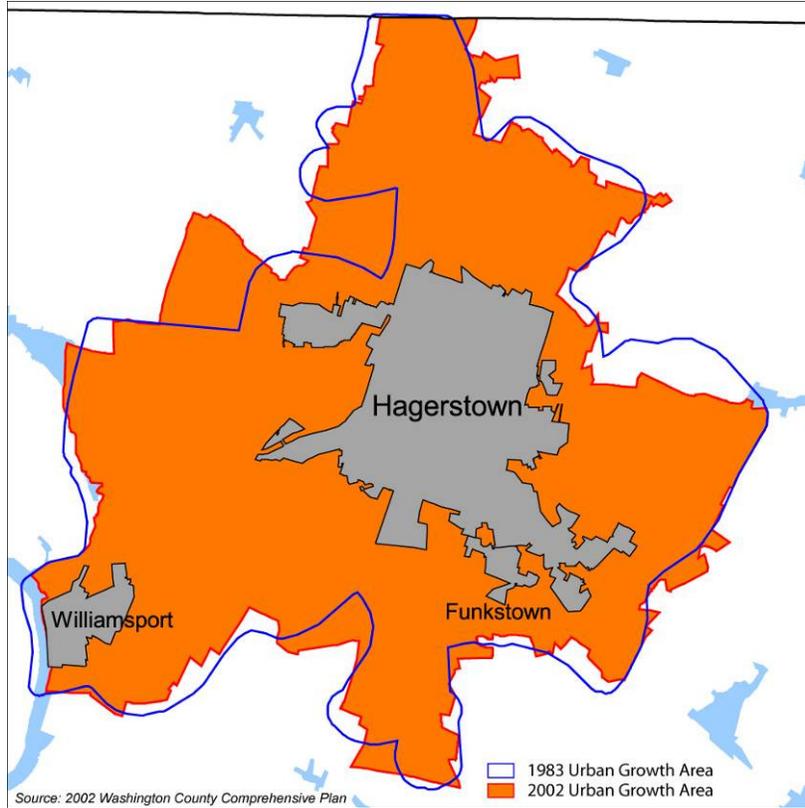


Figure 1-12: The revised Hagerstown UGA

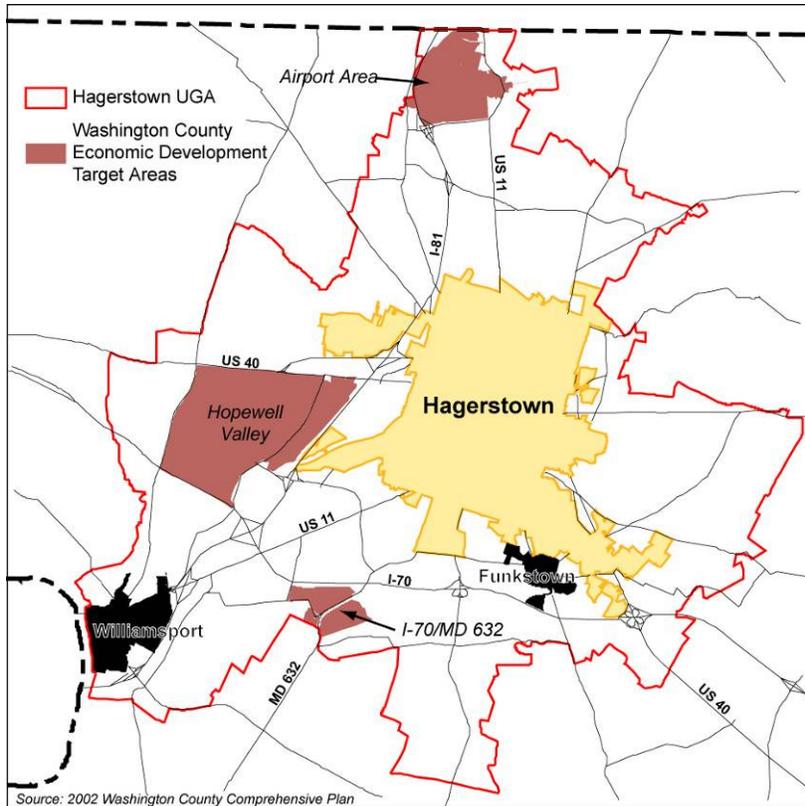


Figure 1-13: Washington County's economic development target areas

Circuit Court Judgment

In 2002, Hagerstown adopted an Annexation Policy requiring annexation or preannexation agreements as a prerequisite for the provision of water and wastewater service. The Board of Commissioners for Washington County filed a lawsuit against Hagerstown concerning this policy. In 2003, the Circuit Court for Washington County ruled on that claim, prohibiting Hagerstown from making annexation or preannexation agreements a prerequisite for the provision of new wastewater service only within the Consolidated GSA's Designated Area. However, the court also found that the City *can* mandate annexation or preannexation agreements before providing water service to such areas.

Annexation Policy

Hagerstown's Annexation Policy defines the relationship between annexation and the provision of wastewater and water service. The goal of this policy is for the City of Hagerstown to become the full provider of municipal services in the Hagerstown UGA. As adopted in 2002, the policy required landowners to annex into the City or to sign a preannexation agreement if the property in question is not yet contiguous with Hagerstown's corporate boundaries in order to receive water and wastewater service from the City. In response to the circuit court decision, the Annexation Policy was amended on February 24, 2004. The 2004 amendment to the Annexation Policy retains this annexation/preannexation prerequisite for all water service and for wastewater service outside of the CGSA's Designated Area. However, the 2004 amendment discontinues the prerequisite for wastewater service within the CGSA's Designated Area. This annexation/preannexation requirement applies to new water and wastewater service in the Annexation Policy Area, defined as the Hagerstown Urban Growth Area, *as it existed in 2002* (shown in Figure 1-12).

Water and Sewer Policy

The Water and Sewer Policy, adopted on February 24, 2004 (and amended on June 22, 2004), states that Hagerstown will not provide new water and wastewater service outside of the Annexation Policy Area, except in specific circumstances. These exceptions generally include cases where the non-municipal water system does not meet health and safety standards or cases where service extension would improve system-wide operations or efficiency.

Consent Judgment

Hagerstown entered into a consent judgment with the Maryland Department of the Environment (MDE) on January 12, 2005. The consent judgment came in response to a series of discharge violations that had allowed partially treated sewage to enter Antietam Creek from the Hagerstown Wastewater Treatment Plant (WWTP). The consent judgment lays out specific steps to resolve overflow and treatment problems in the City's wastewater system, and mandates that the City make equipment upgrades and install a more efficient wastewater treatment process at the Hagerstown WWTP.

While WWTP upgrades are being implemented, the consent judgment requires Hagerstown to set separate annual limits on allocations for new sewage treatment capacity for new development and to manage allocations to existing unallocated development. The City prepares and submits to MDE an annual Sewer Capacity Allocation Plan (SCAP) to guide the allocation of this new capacity. The Consent Judgment will remain in effect until the WWTP has been rehabilitated and upgraded or until other wastewater system improvements have been satisfactorily completed according to MDE.

Washington County Growth Management Legislation

As part of its growth management strategy, Washington County adopted an Adequate Public Facilities Ordinance (APFO) in 1990. The APFO mandates that infrastructure and public services be made available concurrently with the extra demands that new development places upon those facilities and services. The APFO, which does not apply to land within municipalities such as Hagerstown, contains adequacy standards for roads, water and wastewater service, interim fire protection, and school capacity. The County's APFO was substantially amended and updated in November 2005 to emphasize the policy's role in guiding the timing of new growth.

Washington County's excise tax augments the APFO, and applies to all new construction in the County, including construction within Hagerstown's corporate boundaries. Washington County may collect up to \$4.00 per square foot for non-residential development, \$13,000-26,000 per single-family residential unit, and \$15,500-31,000 per multifamily residential unit (including duplexes and townhouses). The excise tax does not apply to Hagerstown's "redevelopment areas": land zoned C3 (Commercial Central—the downtown) or land within a Conversion District overlay zone or non-residential development within the enterprise zones.

Washington County uses excise tax revenues to pay for school renovation and construction; other education-related capital costs; public safety capital costs; public infrastructure capital costs and debt reduction related to capital improvements. Of the revenue collected from residential units, 70 percent must be set aside for school-related costs, 23 percent for roads, 2 percent for libraries, and 5 percent for parks and recreation facilities, public safety, water and wastewater infrastructure, and agricultural land preservation. If a municipality adopts its own APFO with school adequacy consistent with those in the Washington County APFO, the municipality may retain 28 percent of the excise tax charged for construction within its boundaries. That retained money may be used for road, park and recreation, water and wastewater infrastructure, or public safety projects.

Adequate Public Facilities Ordinance

On April 24, 2005, the Mayor and City Council of Hagerstown adopted an Adequate Public Facilities Ordinance (APFO) for schools, as a means of retaining 28% of the Washington County excise tax collected within the City. As required by the excise tax enabling legislation, the test for adequacy of capacity for schools in the City's APFO is "substantially similar" to the Washington County APFO school test.

Table 1-7: Issues to be Addressed in the 2008 Comprehensive Plan

Issue area	Issue
Growth/ Annexation	<ul style="list-style-type: none"> • Lack of definition of short, medium, and long term growth areas for the City.
Land use	<ul style="list-style-type: none"> • Large amounts of undeveloped and underdeveloped land are not contributing enough to the City's economy • Commercial corridors are unattractive: lack of landscaping, signage clutter
Economic Development	<ul style="list-style-type: none"> • City needs to attract more high wage employment
Transportation/ Traffic	<ul style="list-style-type: none"> • Need for convenient alternatives to traversing downtown • Need for alternative truck routes for downtown • Downtown one-way street system may not be ideal for downtown redevelopment and revitalization • Limited alternatives to the automobile (transit, bicycle routes, safe/ comfortable walking in some areas)
Housing and Neighborhoods	<ul style="list-style-type: none"> • Low homeownership rate in the City • Concentration of lower value housing in some older City neighborhoods • Lack of quality affordable workforce housing in the City • Insufficient physical integration of new neighborhoods into the City's fabric
Historic Preservation	<ul style="list-style-type: none"> • Many existing commercial and industrial buildings are underutilized or vacant. • Designation and review process is perceived as a hindrance to investment in historic districts.
Community Facilities	<ul style="list-style-type: none"> • Need to ensure wastewater capacity for future growth • Need to ensure water supply capacity for future City growth • Acceptable emergency response times to some newly annexed areas of the City cannot be guaranteed • Lack of school sites and facilities to meet growing enrollment needs • Downtown library needs to be supported • Need for further progress in implementing greenway and trail recommendations
Downtown	<ul style="list-style-type: none"> • Revitalization of downtown is progressing but more needs to be done • City is not realizing sufficient outside tourism dollars at local/downtown businesses
Housing and Neighborhoods	<ul style="list-style-type: none"> • City's poorer/older neighborhoods lack investment and improvement • Need to improve the image of and quality of life in existing neighborhoods (some city neighborhoods lack parking)
Fiscal health	<ul style="list-style-type: none"> • Need increased tax base to be able to pay for the many necessary capital projects and program initiatives, including maintenance of City infrastructure (roads, parks, buildings) • Incomplete infrastructure (e.g. roads), Backlog of CIP projects