Growth Management and Land Use

Introduction

This element discusses growth and land use issues in and around the City of Hagerstown. This element, combined with data in the Introduction and Water & Wastewater elements, is intended to meet the requirements of the Municipal Growth Element (pursuant to House Bill 1141). This element 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.

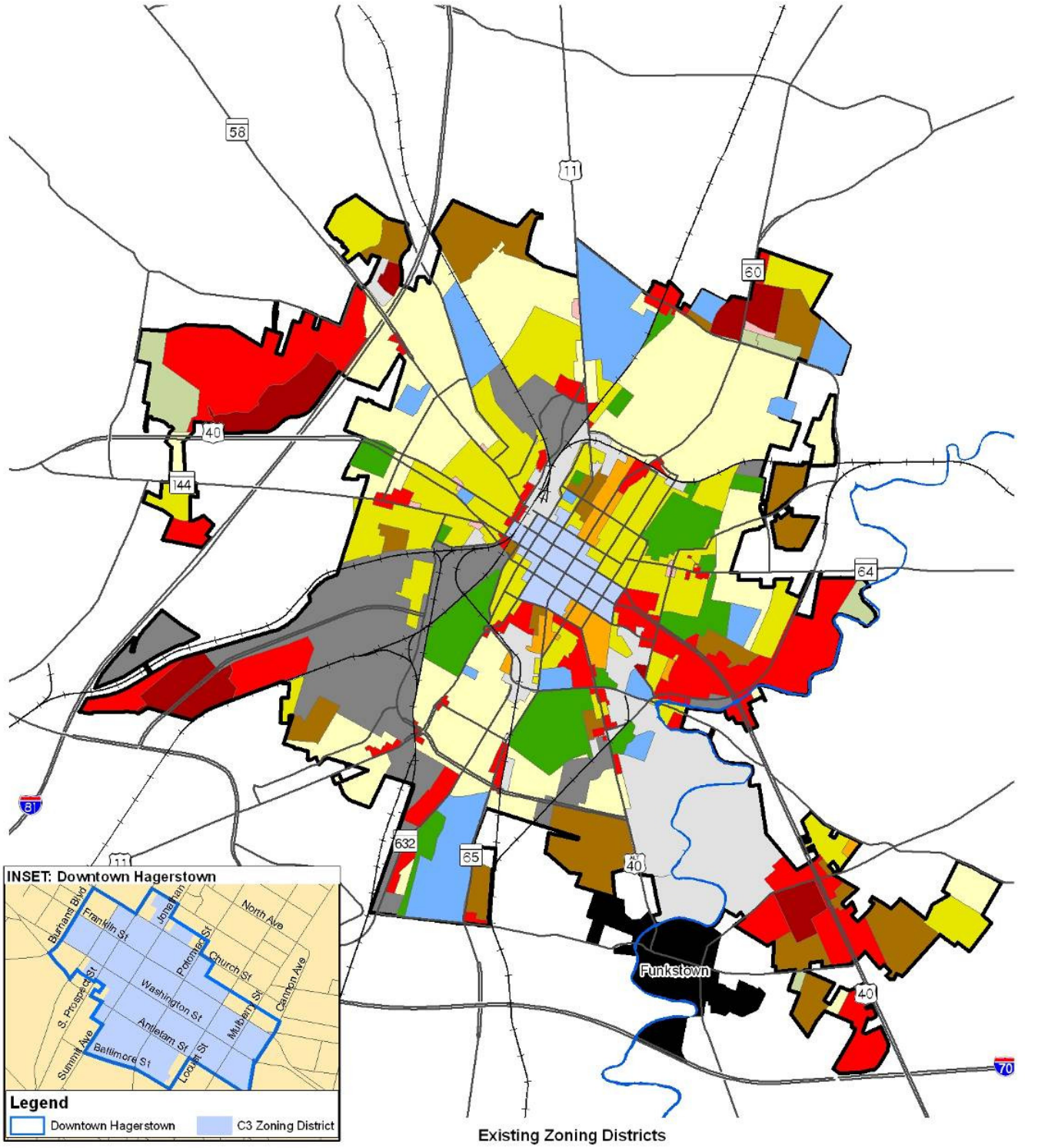
Existing Land Uses

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).



City of Hagerstown Comprehensive Plan
Figure 2-1: Existing Zoning and Land Use

Existing Zoning Districts

Commercial	Residential	Other
C1 - Commercial Local	R1 - Low Density	IR - Industrial Restricted
C2 - Commercial General	R2 - Moderate Density	IG - Industrial General
C4 - Regional Shopping Center	R3 - High Density	AT - Agricultural Transition
C3 - Commercial Central	R4 - Residential Offices	Railroads

Other Land Uses Institutional Parks and Open Space

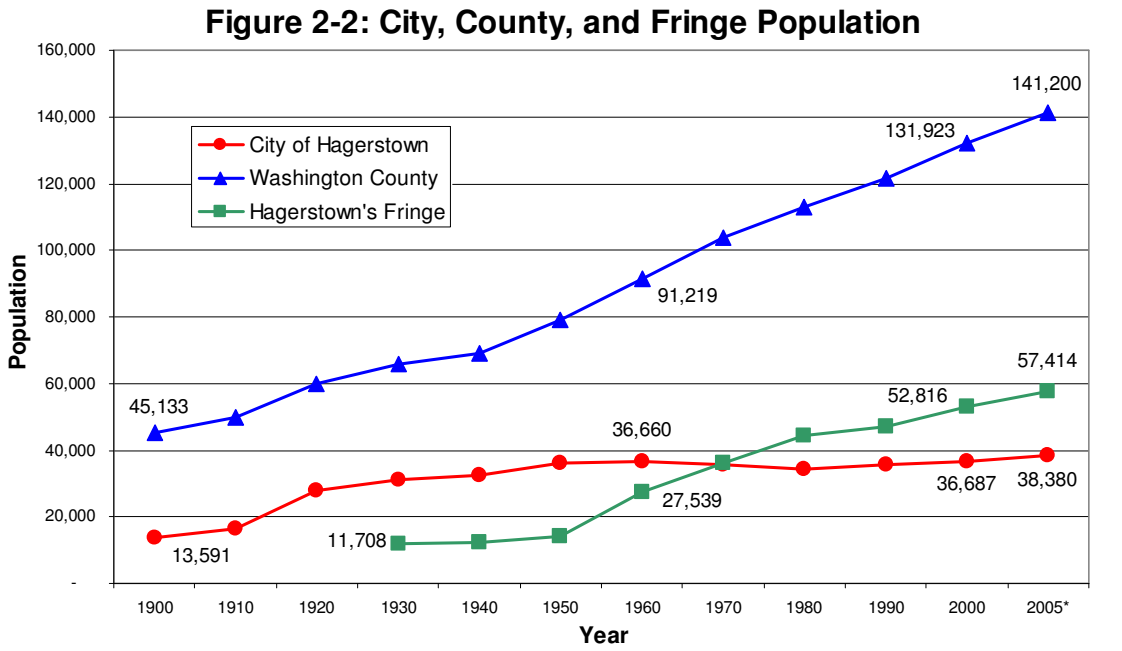
Note: Institutional and parks and open space areas are generally zoned R1 or AT. This figure shows them as land uses in order to more clearly reflect the distribution of land uses in the City.

0 0.25 0.5 0.75 1 Miles

N W E S

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 Fringe[1] 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.



* Data for 2005 are based on estimates from the Maryland Department of Planning (County), the City of Hagerstown (City), and ERM (Fringe).

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) *New residential units under construction or those included in approved preliminary plats or plans.*	3,070	6,447 [c]
Future Planned Development (Medium-Range: 6-20+ years) *New residential units within corporate boundaries that have been discussed with the City, but where no plat or plan has been approved.*	1,366	2,869 [c]
Vacant/Underutilized Land (Medium-Range: 6-20+ years) *Potential residential units that could be constructed on land within the City, based on Future Land Use designations* [b]	735	1,544 [c]
Potential Annexation: (Medium-Range: 6-20+ years) *Planned units on undeveloped land likely to annex into the City, or where preannexation agreements exist.*	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.

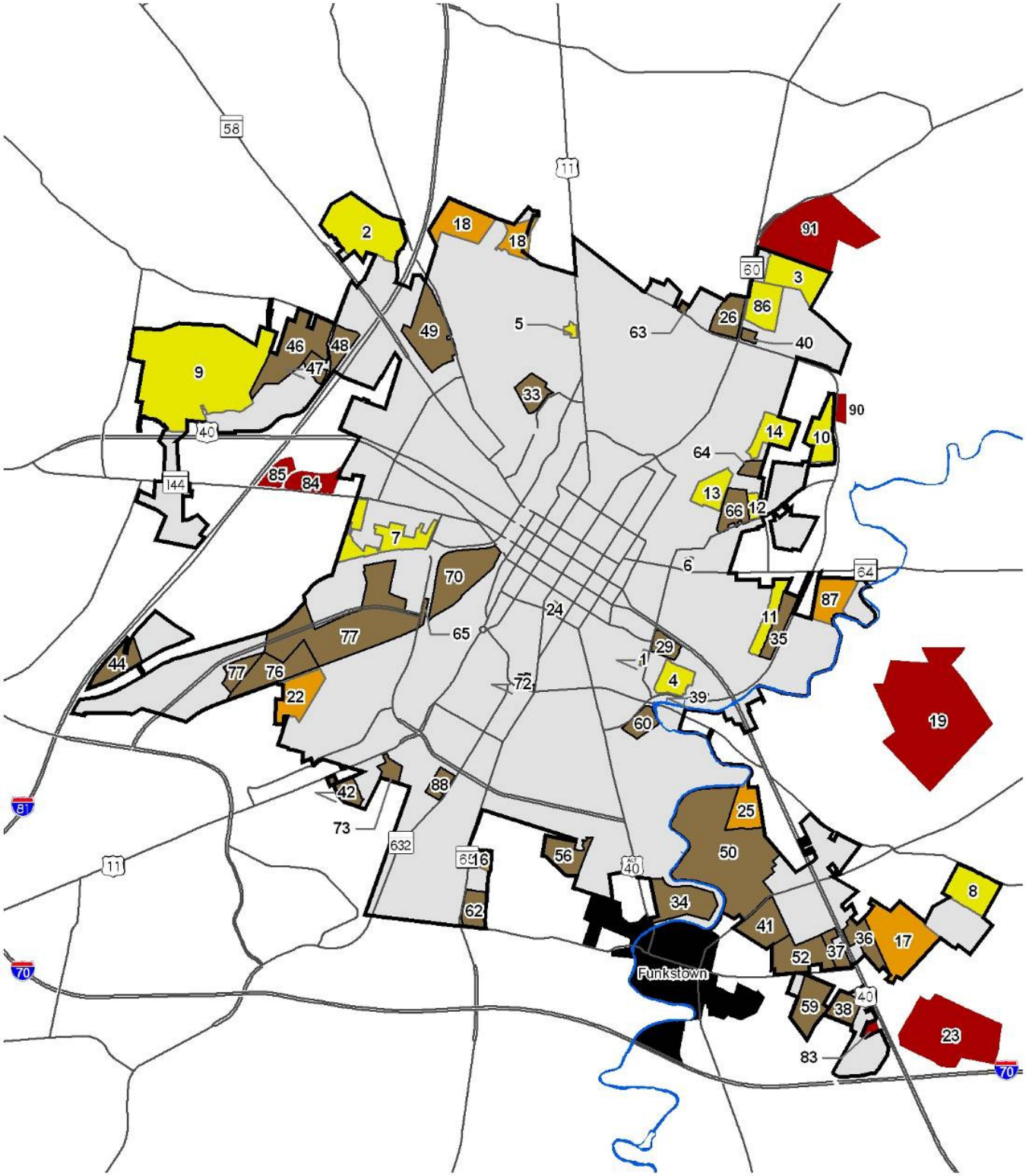
b: Vacant and Underutilized land and Future Land Use definitions are discussed in more detail later in this Element. Residential densities were assumed to be 5 dwelling units per acre (du/ac) for Medium Density Residential and 6 du/ac for Mixed Use areas.

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

0 0.5 1 1.5 2 Mile

N W E S

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.
See Appendix, Table A-1

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. (Detail on Hagerstown's water and wastewater systems and capacity and growth needs is provided in the Water and Wastewater Element.) 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.

The high cost of housing to the east of Washington County and anticipated job growth in such areas will continue to result in growth deflection to our county, as new residents seek more affordable housing opportunities. In addition, increasing density is occurring in the I-81 corridor up and down the Cumberland Valley. Our population growth projections assume the continuation of this phenomenon at a moderate pace. Our growth area boundary was established based on land capacity supply (e.g., anticipated units per acre) and adequacy of wastewater infrastructure to serve this projected growth.

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. Available wastewater capacity, as calculated in the Water and Wastewater Element, to serve projected growth as well as vacant infill parcels played a significant role in determining the extent of the area to be included in the MRGA.

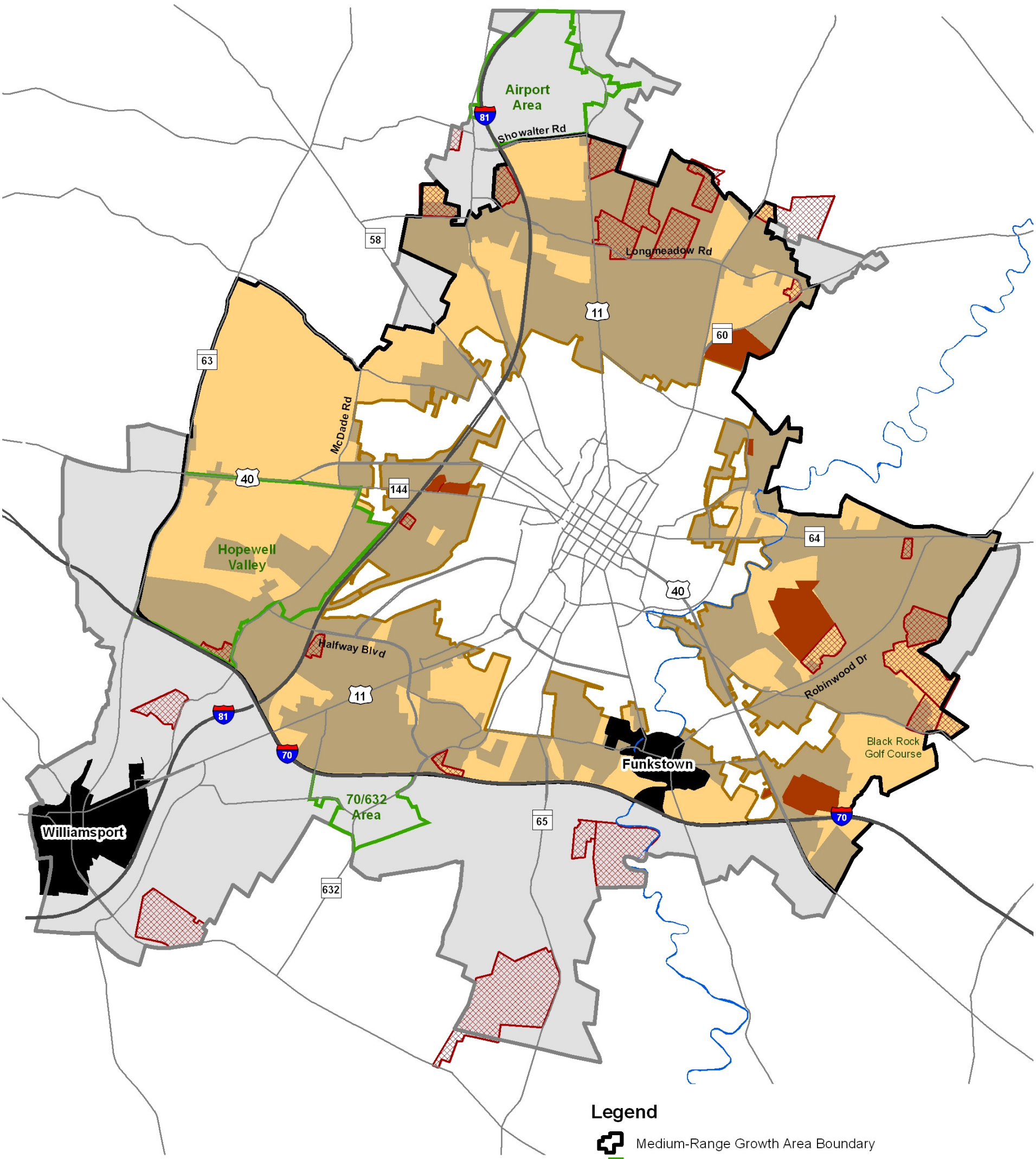
The Medium-Range Growth Area helps meet the City's growth management goals by:

- 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 and the County's 2008 Urban Growth Area comprehensive rezoning initiative. The County's Task Force on the UGA Rezoning has reviewed the City's land use recommendations for the MRGA and in many cases is recommending similar zoning classifications for the areas outside the City.



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

* 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.

City of Hagerstown Comprehensive Plan

Figure 2-4: Hagerstown Growth Boundaries

The Plan's analysis of and recommendation for public infrastructure and services necessary to serve projected growth is outlined in detail in the Community Facilities Element and the Water and Wastewater Element.

Several established neighborhoods, Washington County Regional Park, and the county-operated Black Rock Golf Course lie between Hagerstown's 2008 boundaries and the pre-annexation 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 pre-annexation 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.

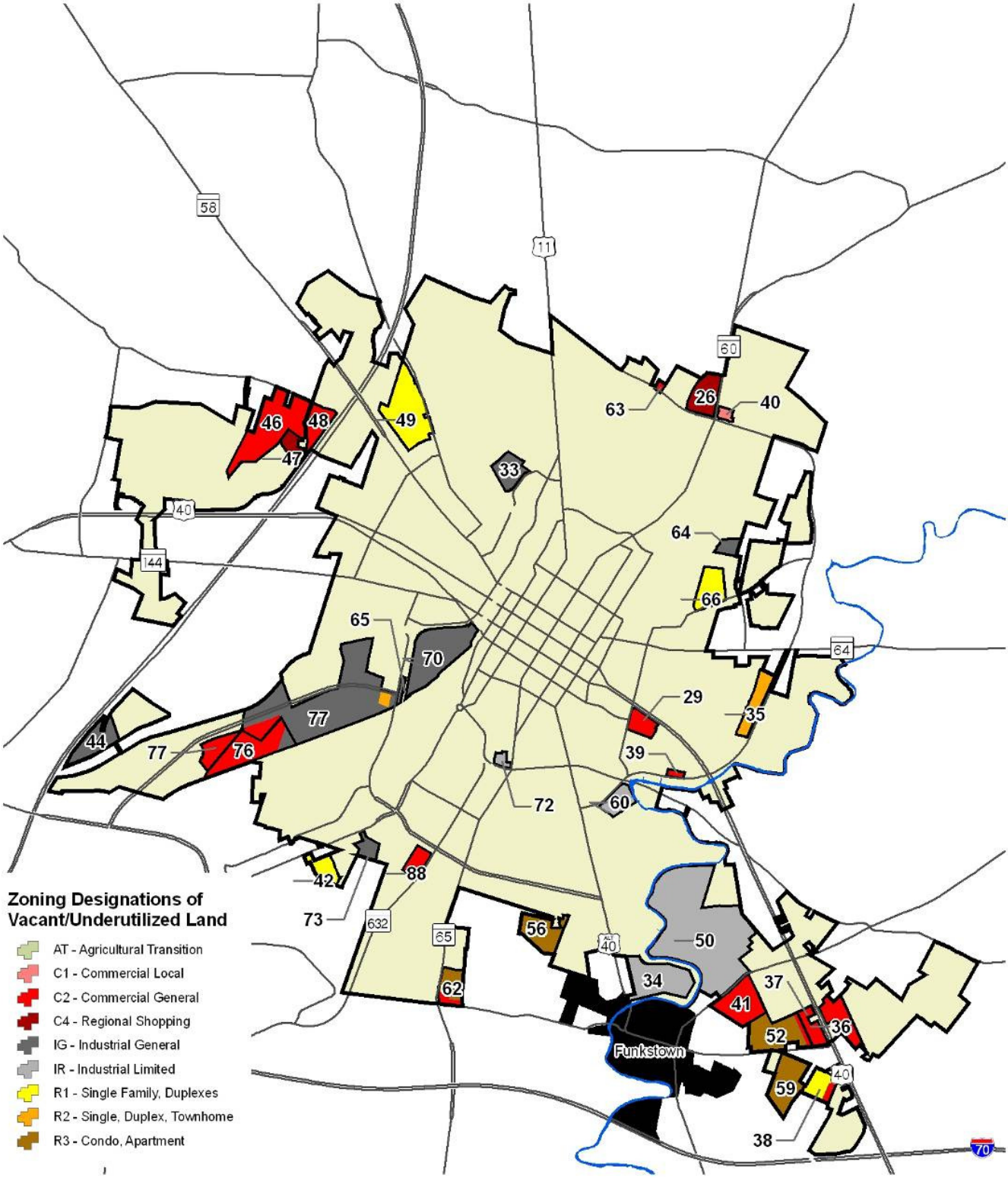
Vacant and Underutilized Land

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**



City of Hagerstown Comprehensive Plan

Figure 2-5: Vacant and Underutilized Land in Hagerstown

0 0.5 1 1.5 2 Miles

N W E S

Note: Map ID numbers are the same as those used for Figure 2-3 and described in Table 2-2.

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 2-7.

[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 (Planned Unit Developments) 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.

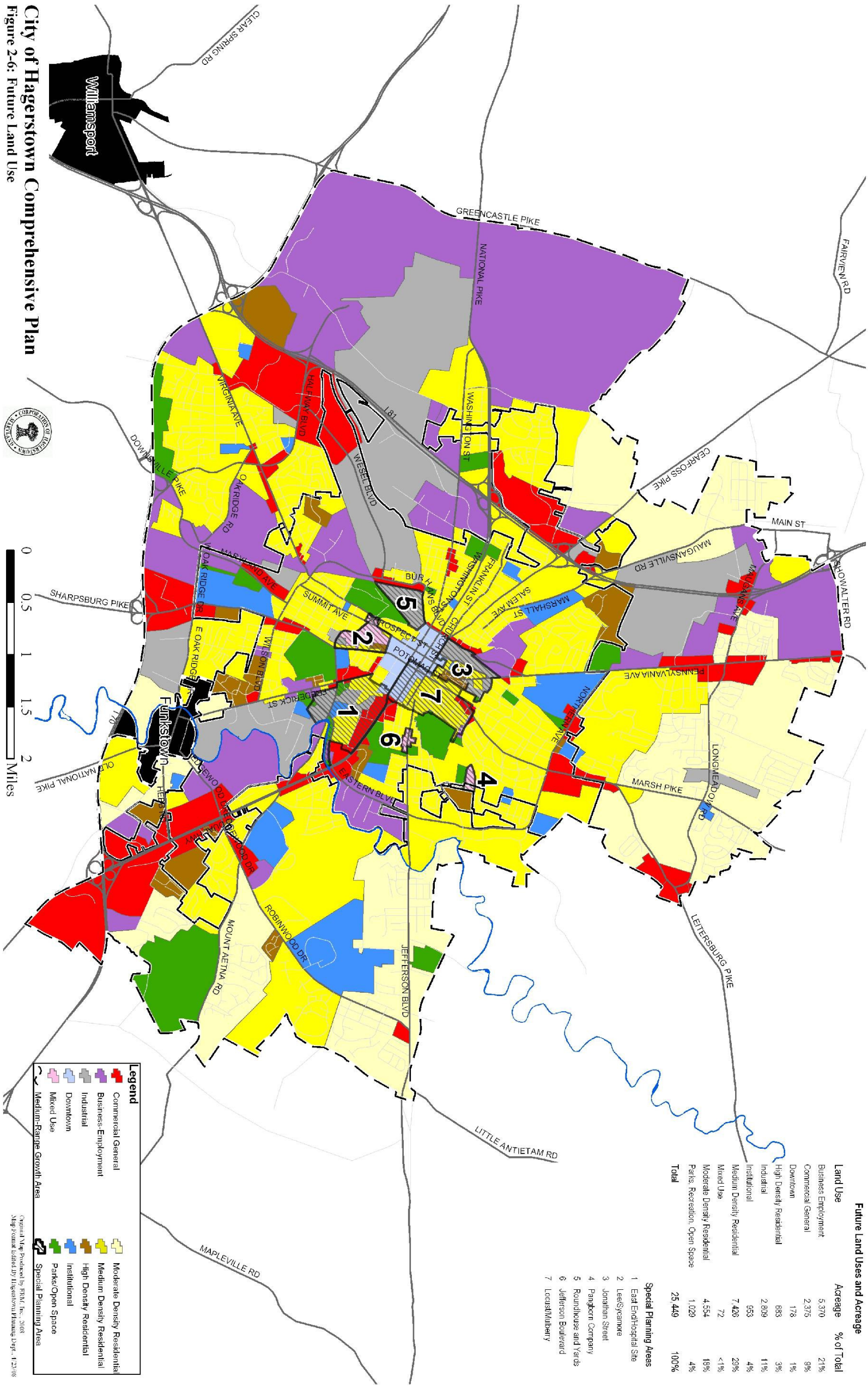

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Figure 2-6: Future Land Use
Williamsport
Funkstown
GREENCASTLE PIKE
NATIONAL PIKE
FAIRVIEW RD
CLEAR SPRING RD
CEARFOSS PIKE
MAIN ST
MAUGANSVILLE RD
SHOWALTER RD
WASHINGTON ST
HALFWAY BLVD
VIRGINIA AVE
WESEL BLVD
DOWNSVILLE PIKE
OAK RIDGE RD
MARYLAND AVE
SHARPSBURG PIKE
SUMMIT AVE
PROSPECT ST
POTOMAC ST
FRANKLIN ST
SALEM AVE
MARSHALL ST
PENNSYLVANIA AVE
NORTH AVE
EASTERN BLVD
MARSH PIKE
LONGMEADOW RD
LEITERSBURG PIKE
JEFFERSON BLVD
ROBINWOOD DR
MOUNT AETNA RD
LITTLE ANTIETAM RD
MAPLEVILLE RD
OLD NATIONAL PIKE
0 0.5 1 1.5 2 Miles
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 | 953 | 4%
Medium Density Residential | 7,426 | 29%
Mixed Use | 72 | <1%
Moderate Density Residential | 4,554 | 18%
Parks, Recreation, Open Space | 1,029 | 4%
Total | 25,449 | 100%
Special Planning Areas
1 East End/Hospital Site
2 Lee/Sycamore
3 Jonathan Street
4 Pangborn Company
5 Roundhouse and Yards
6 Jefferson Boulevard
7 Locust/Mulberry
Legend
Commercial General
Business-Employment
Industrial
Downtown
Mixed Use
Medium-Range Growth Area
Moderate Density Residential
Medium Density Residential
High Density Residential
Institutional
Parks/Open Space
Special Planning Area
Original Map Produced by FRM, Inc., 2008
Map Format Edited by Hagerstown Planning Dept., 1/23/08

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 2-7.

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.

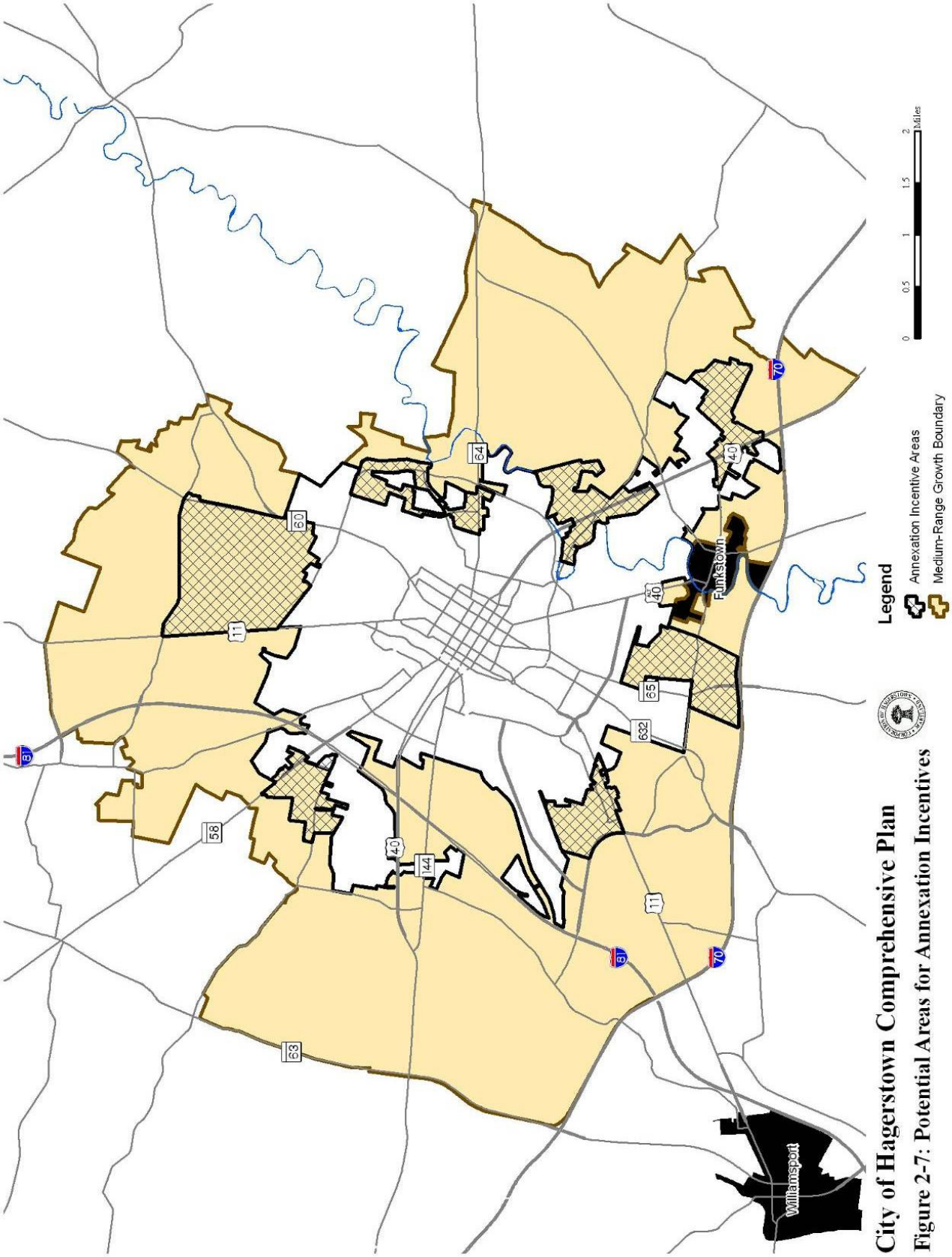

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Figure 2-7: Potential Areas for Annexation Incentives