

# 2008 Comprehensive Plan

## City of Hagerstown, Maryland





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

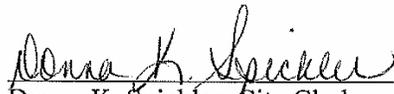
**WHEREAS**, the Mayor and Council considers the 2008 Comprehensive Plan to be for the best interest and welfare of the citizenry and public in general of the City of Hagerstown,

**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.

# Table of Contents

**Plan Introduction ..... 1-1**

- Plan Purpose and Themes..... 1-1
- Legal Context for the Comprehensive Plan..... 1-1
- Public Involvement..... 1-2
- Structure of the Plan ..... 1-3
- Local and Regional Context ..... 1-4
- Planning History ..... 1-11
- Recent Relevant Policies ..... 1-21

**Growth Management and Land Use Element ..... 2-1**

- Goals and Issues Addressed ..... 2-1
  - Existing Land Uses*..... 2-2
  - Growth Trends*..... 2-4
  - Growth Area Considerations*..... 2-8
  - Land Use Changes*..... 2-12
  - Vacant and Underutilized Land*..... 2-13
- Policies and Implementation Actions ..... 2-15

**Economic Development Element..... 3-1**

- Goals and Issues Addressed ..... 3-1
  - Employment Recruitment and Land Availability*..... 3-1
  - Downtown and Regional Spending* ..... 3-4
- Policies and Implementation Actions ..... 3-5

**Water and Wastewater Element ..... 4-1**

- Wastewater Service Goals and Issues Addressed..... 4-1
  - Wastewater System Overview*..... 4-3
  - Annexation and Water and Wastewater Service*..... 4-3
  - Limits on Current Wastewater Allocation* ..... 4-4
  - Inflow and Infiltration Concerns*..... 4-5
  - Projected Wastewater Demand and Capacity*..... 4-6
  - Potential Ultimate Wastewater Demand and Capacity*..... 4-6
  - Regional Wastewater Considerations* ..... 4-8
  - Washington County Water and Sewer Infrastructure Committee* ..... 4-9
  - Considerations for Addressing Long Term Wastewater Issues*..... 4-9
- Water Service Goals and Issues Addressed..... 4-10
  - Water System Overview*..... 4-11
  - Annexation and Water Service* ..... 4-11
  - Projected Water Demand and Capacity*..... 4-12
  - Potential Ultimate Water Demand and Capacity*..... 4-14
  - Considerations for Addressing Long-Term Water Issues*..... 4-15
- Policies and Implementation Actions ..... 4-16

**Transportation Element..... 5-1**  
 Goals and Issues Addressed ..... 5-1  
     *Existing Transportation Network* ..... 5-1  
     *Future Transportation Needs* ..... 5-4  
 Policies and Implementation Actions ..... 5-10  
**Downtown Element ..... 6-1**  
 Goals and Issues Addressed ..... 6-1  
     *Boundaries and General Description*..... 6-2  
     *Downtown Enhancement Plan* ..... 6-4  
 Policies and Implementation Actions ..... 6-8  
**Housing and Neighborhoods ..... 7-1**  
 Goals and Issues Addressed ..... 7-1  
     *Previous Plans*..... 7-1  
     *Owner and Renter Occupancy*..... 7-1  
     *Workforce Housing*..... 7-2  
     *Ongoing Housing and Neighborhood Revitalization Efforts*..... 7-3  
 Policies and Implementation Actions ..... 7-6  
**Urban Design and Historic Preservation Element ..... 8-1**  
 Goals and Issues Addressed ..... 8-1  
     *Urban Design* ..... 8-1  
     *Historic Preservation* ..... 8-3  
 Policies and Implementation Actions ..... 8-7  
**Community Facilities Element ..... 9-1**  
 Goals and Issues Addressed ..... 9-1  
     *Police, Fire, and Emergency Services*..... 9-1  
     *Other City Services (Light, Public Works, Solid Waste Management, Library)* ..... 9-6  
     *Public Schools* ..... 9-7  
     *Parks and Recreation* ..... 9-10  
     *Other Institutional Uses* ..... 9-12  
 Policies and Implementation Actions ..... 9-15  
**Sensitive Areas and Mineral Resources Element ..... 10-1**  
 Goals and Issues Addressed ..... 10-1  
     *Sensitive Areas*..... 10-1  
     *Mineral Resources*..... 10-2  
 Policies and Implementation Actions ..... 10-5  
**Implementation Plan..... 11-1**  
**Appendix ..... A-1**

## List of Tables

Table 1-1: Hagerstown Population, Households, and Housing Units .....	1-6
Table 1-2: Population Growth in Hagerstown’s Fringe .....	1-7
Table 1-3: Hagerstown Growth Scenarios.....	1-8
Table 1-4: Population Projections .....	1-9
Table 1-5: At-Place Employment, 2005 .....	1-10
Table 1-6: Jobs Held by Residents .....	1-10
Table 1-7: Issues to be Addressed in the 2008 Comprehensive Plan.....	1-26
Table 2-1: Future Development Potential .....	2-5
Table 2-2: Planned and Future Development .....	2-7
Table 2-3: Potential Annexation Incentives .....	2-11
Table 2-4: Zoning of Vacant/Underutilized Land .....	2-13
Table 2-5: Future Land Use Definitions.....	2-16
Table 2-6: Existing Zoning/Future Land Use Correspondence.....	2-22
Table 4-1: Projected Development and Wastewater Capacity .....	4-6
Table 4-2: Potential Wastewater Demand .....	4-7
Table 4-3: Potential Wastewater Demand vs. Capacity in Hagerstown WWTP.....	4-8
Table 4-4: Potential Wastewater Demand vs. Capacity in UGA.....	4-8
Table 4-5: Existing and Projected Water Demand from Towns .....	4-12
Table 4-6: Projected Development and Water Supply .....	4-14
Table 4-7: Hagerstown Water System Supply and Potential Demand.....	4-15
Table 5-1: Long Range Transportation Plan Recommended Improvements .....	5-5
Table 5-2: Locally Identified Transportation Improvements .....	5-6
Table 8-1: Historic Sites.....	8-4
Table 9-1: School Renovation and Construction.....	9-8
Table 9-2: Existing Park and Recreational Resources.....	9-9
Table 10-1: Wetlands and Floodplains.....	10-2
Table A-1: Planned and Potential Development Properties .....	A-3

## List of Figures

Figure 1-1: Regional Setting .....	1-5
Figure 1-2: Hagerstown’s Fringe.....	1-7
Figure 1-3: 1966 Thoroughfare Plan .....	1-12
Figure 1-4: 1966 Land Use Plan.....	1-13
Figure 1-5: 1975 Concept Plan.....	1-14
Figure 1-6: 1975 Land Use Plan.....	1-15
Figure 1-7: 1975 Water and Wastewater Service Boundaries.....	1-16
Figure 1-8: The 1983 Urban Growth Area.....	1-17
Figure 1-9: 1997 Future Land Use Map.....	1-19
Figure 1-10: 1997 Comprehensive Plan “Neighborhoods” .....	1-20
Figure 1-11: The General Services Agreement’s “Designated Area” for Wastewater Service..	1-22
Figure 1-12: The revised Hagerstown UGA.....	1-23
Figure 1-13: Washington County’s economic development target areas.....	1-23
Figure 2-1: Existing Zoning and Land Use .....	2-3
Figure 2-2: City, County, and Fringe Population.....	2-4
Figure 2-3: Planned and Future Development.....	2-6
Figure 2-4: Hagerstown Growth Boundaries .....	2-10
Figure 2-5: Vacant and Underutilized Land in Hagerstown.....	2-14
Figure 2-6: Future Land Use .....	2-20
Figure 2-7: Potential Areas for Annexation Incentives.....	2-23
Figure 3-1: Jobs Held by Residents, 2000.....	3-2
Figure 4-1: Water and Wastewater Service Areas.....	4-2
Figure 4-2: Wastewater Priority Areas.....	4-18
Figure 5-1: Existing Transportation Network .....	5-2
Figure 5-2: LRTP Recommended Upgrades .....	5-7
Figure 5-3: Locally-Recommended Transportation Improvements .....	5-8
Figure 6-1: The Downtown .....	6-2
Figure 6-2: Hagerstown TIZ.....	6-7
Figure 7-1: Home Ownership Rates .....	7-2
Figure 7-2: Neighborhood Revitalization Programs .....	7-4
Figure 8-1: Historic Resources.....	8-5
Figure 8-2: Potential City Landmarks .....	8-6
Figure 9-1: Existing Emergency Services Facilities.....	9-4
Figure 9-2: Future Emergency Services Needs .....	9-5
Figure 9-3: Existing Community Facilities .....	9-9
Figure 9-4: Existing Parks .....	9-13
Figure 9-5: Future Park Needs .....	9-14
Figure 10-1: Sensitive Areas .....	10-3
Figure 10-2: Steep Slopes.....	10-4
Figure A-1: Hagerstown Enterprise Zone .....	A-17

## **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
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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 19<sup>th</sup> 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 21<sup>st</sup> 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).

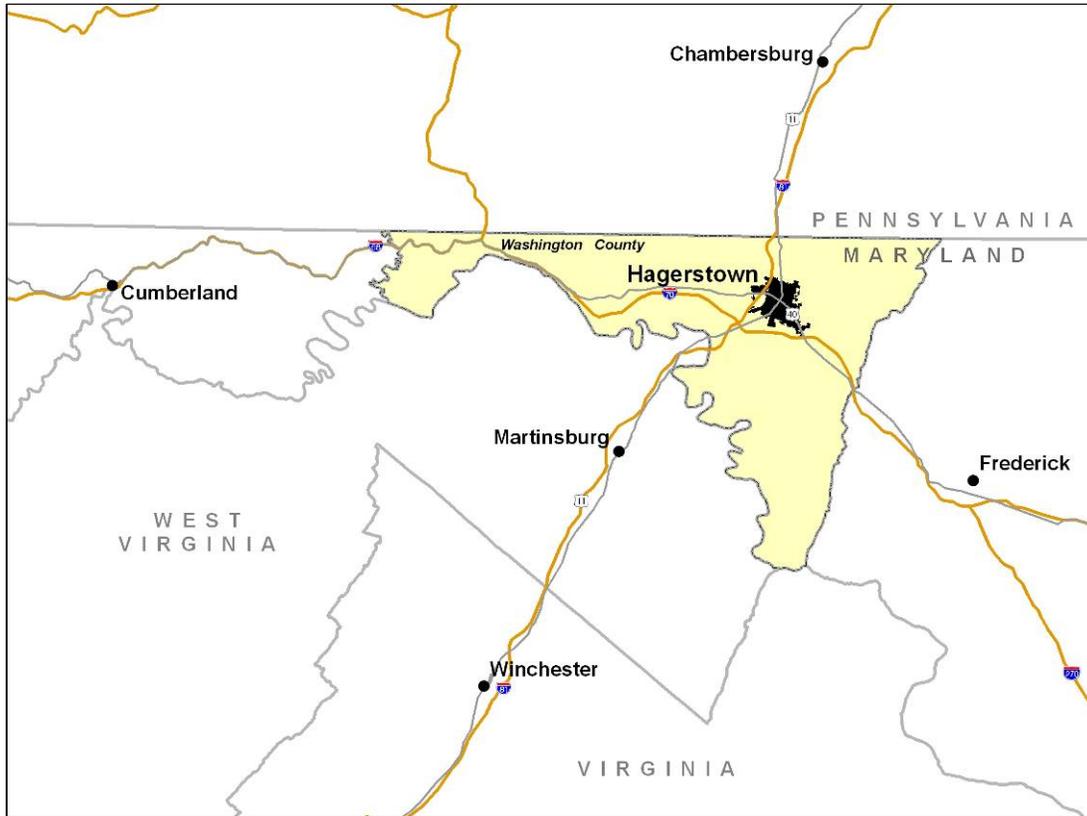


Figure 1-1: Regional Setting

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

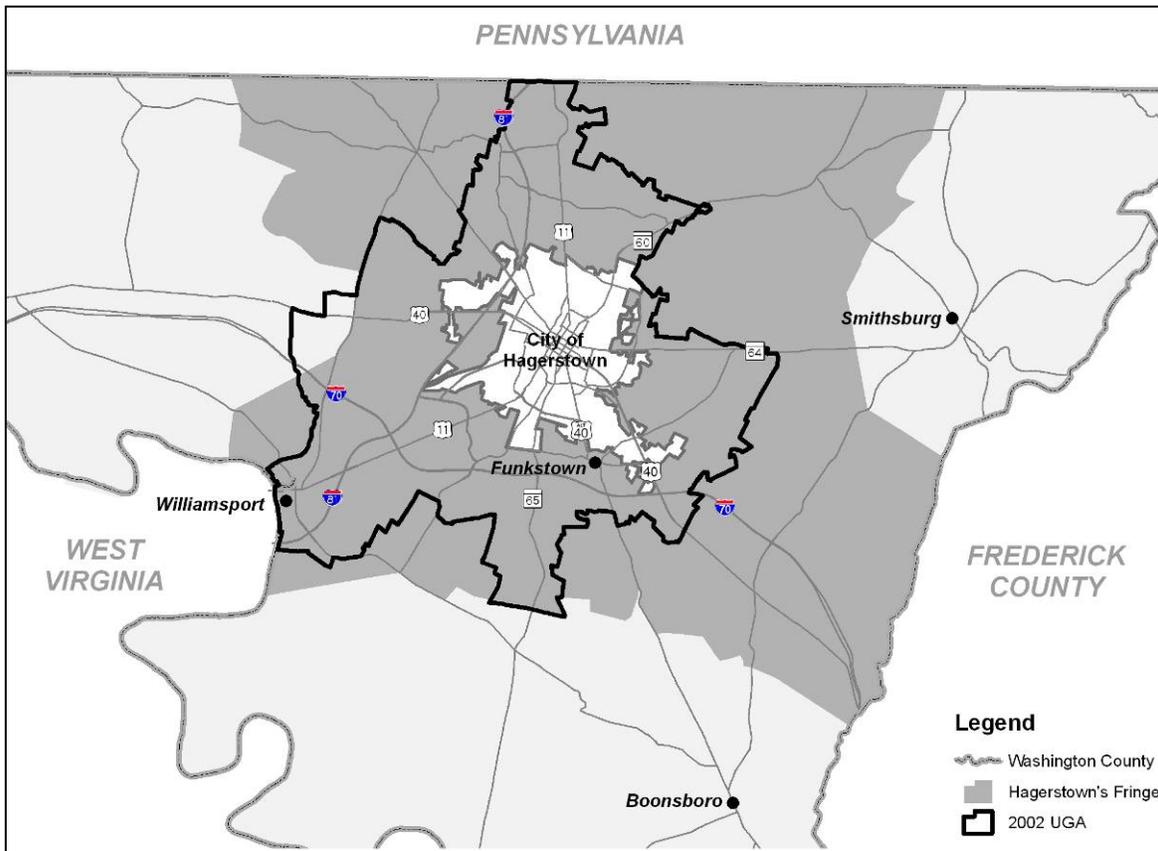
		City of Hagerstown	Hagerstown’s Fringe <sup>1</sup>
Total Population	1950	36,260	14,273
	1960	36,660	27,539
	1970	35,862	35,985
	1980	34,140	44,301
	1990	35,445	47,243
	2000	36,687	52,816
	2005 <sup>2</sup>	38,380	57,417
Change, 1950-2005	Number	2,120	43,144
	Percent	5.8%	302%
Change, 2000-2005	Number	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**

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

*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](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 <sup>a</sup>	47,243 <sup>a</sup>	121,393 <sup>a</sup>
2000	36,687 <sup>a</sup>	52,816 <sup>a</sup>	131,923 <sup>a</sup>
2005	38,380 <sup>c</sup>	57,417 <sup>c</sup>	141,200 <sup>b</sup>
2010	41,429 <sup>d</sup>	62,186 <sup>f</sup>	150,950 <sup>b</sup>
2015	44,668 <sup>d</sup>	66,461 <sup>f</sup>	161,400 <sup>b</sup>
2020	48,160 <sup>d</sup>	71,030 <sup>f</sup>	171,400 <sup>b</sup>
2025	51,926 <sup>d</sup>	75,914 <sup>f</sup>	180,950 <sup>b</sup>
2030	55,985 <sup>d</sup>	81,133 <sup>e</sup>	189,950 <sup>b</sup>
<b>Change, 2000-2030</b>	<b>Population Percent</b>	<b>19,298 53%</b>	<b>28,317 54%</b>
			<b>58,027 44%</b>

Sources:

a: 2000 U.S. Census

b: MDP, September 2006, [http://www.mdp.state.md.us/msdc/popproj/TOTPOP\\_PROJ06.pdf](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.<sup>1</sup> <sup>2</sup>Manufacturing 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.

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

<sup>2</sup> 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%
<b>Total</b>	<b>65,957</b>	<b>100%</b>	<b>2,497,416</b>	<b>100%</b>

*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%
<b>Total</b>	<b>17,292</b>	<b>100.0%</b>	<b>2,608,457</b>	<b>100.0%</b>

*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.

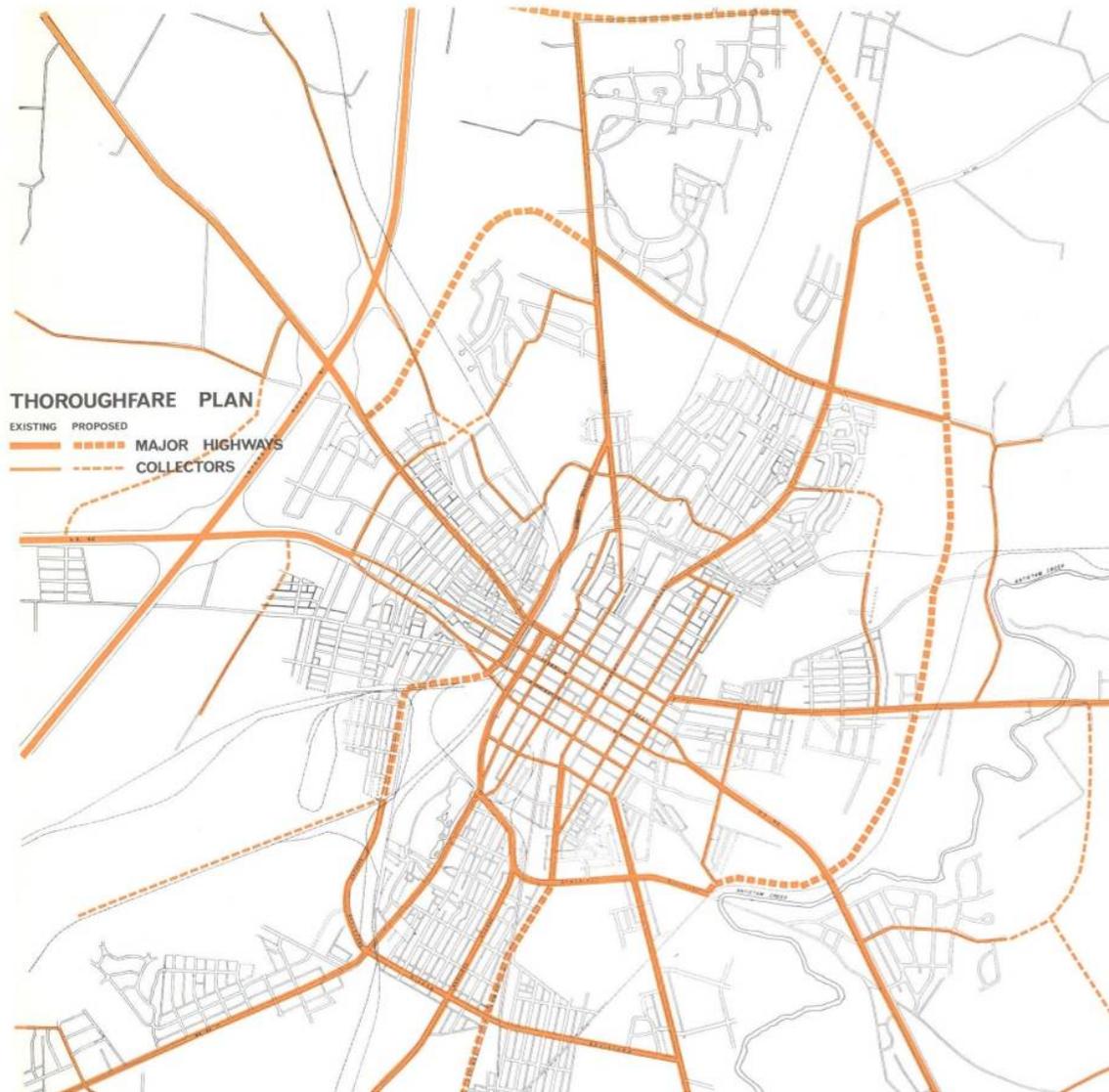


Figure 1-3: 1966 Thoroughfare Plan

### ***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.

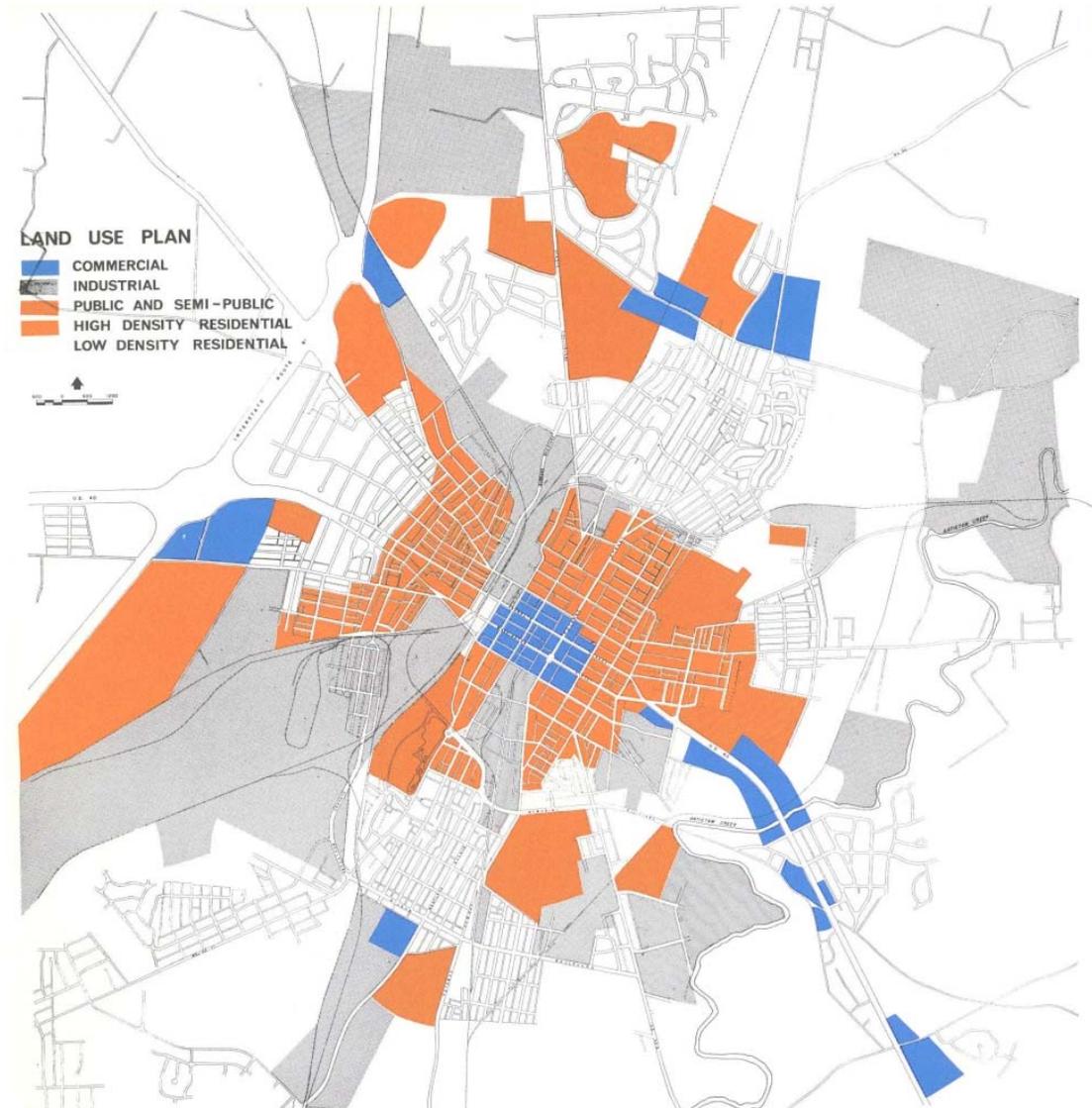


Figure 1-4: 1966 Land Use Plan

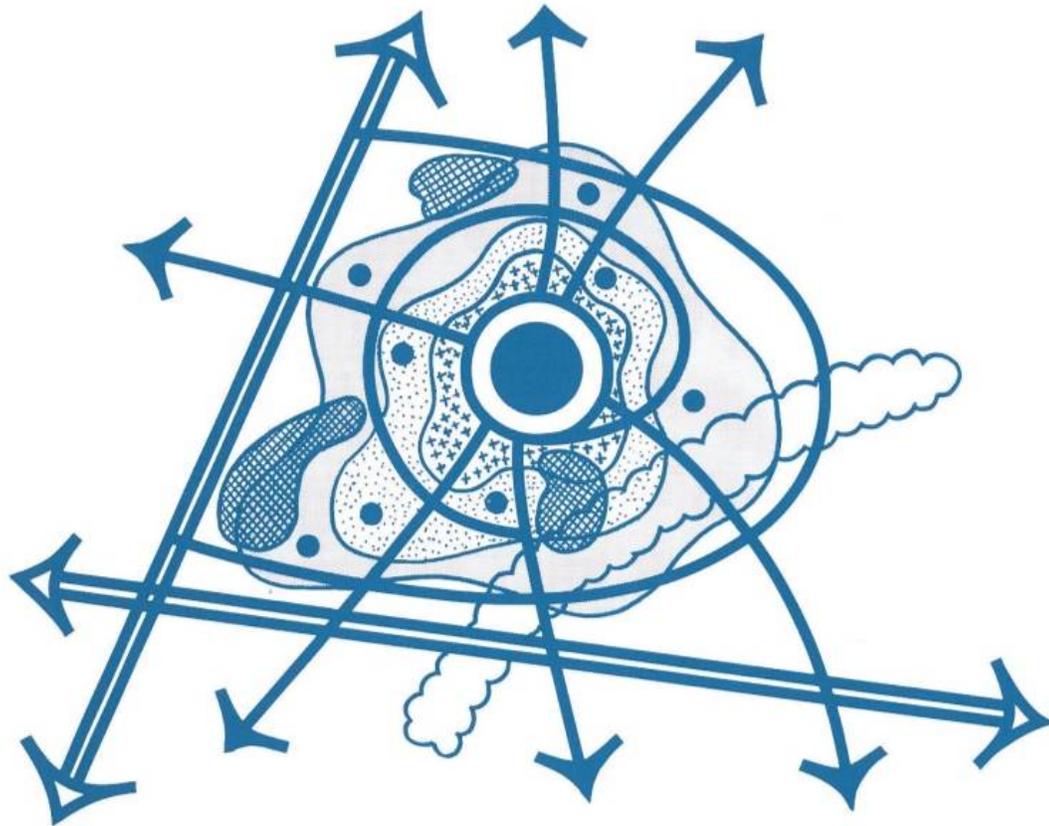
### Comprehensive Development Plan, 1975

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.

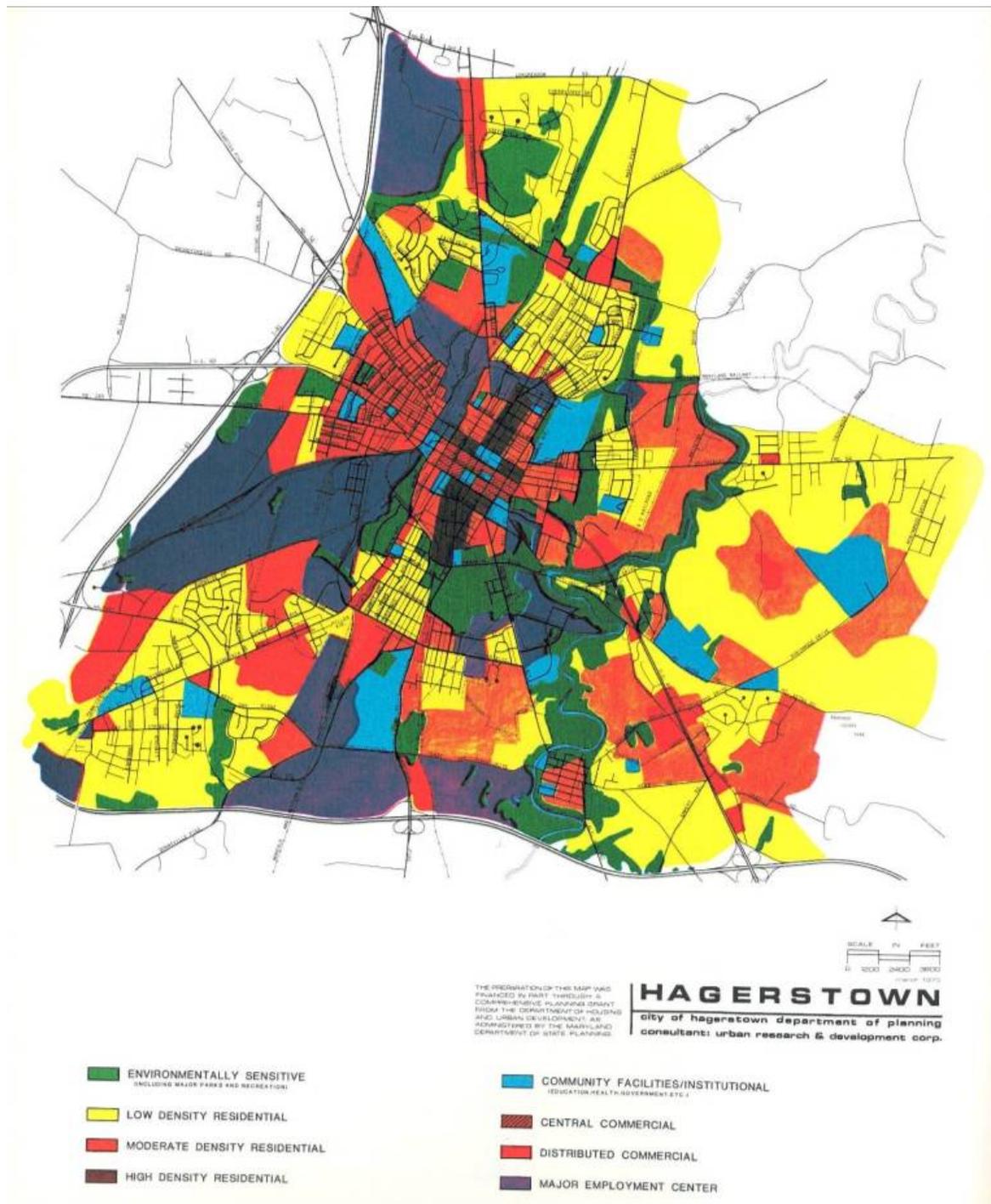
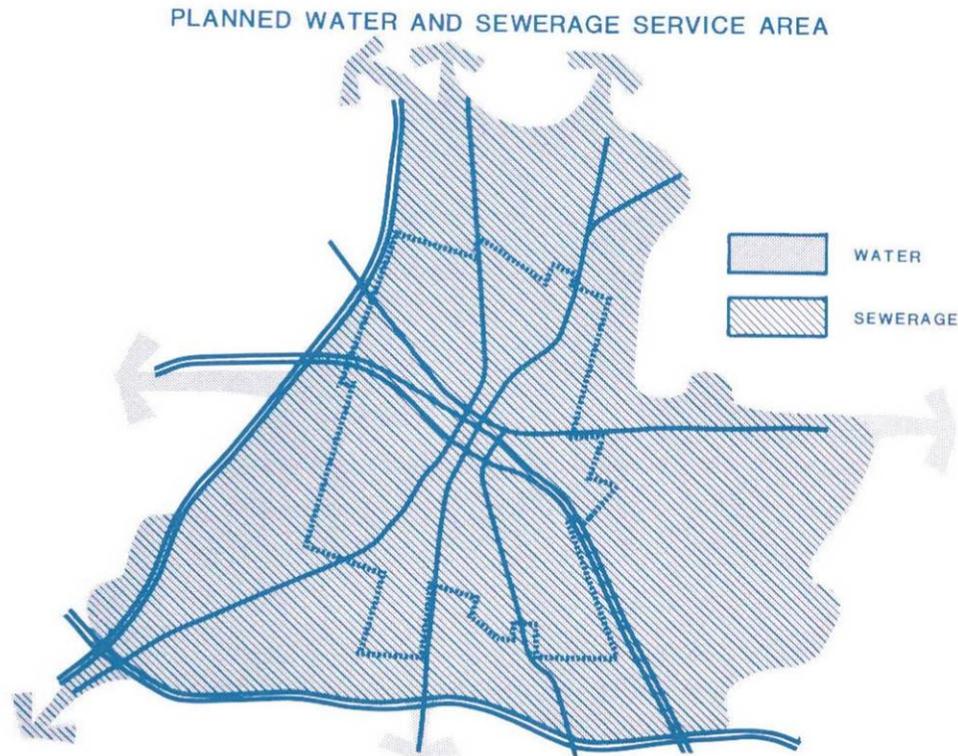


Figure 1-6: 1975 Land Use Plan

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:

- An Overall Growth and Revitalization Plan. While the 1975 Plan proposed land uses for areas outside of the City, the 1988 Plan was the first to specifically address regional growth

issues. The 1988 Plan includes a depiction of the 1983 Urban Growth Area (UGA), as adopted by both Hagerstown and Washington County (Figure 1-8). The 1988 Plan emphasized Hagerstown's role as the region's "hub," and advocated for an "Urban Growth Area Plan," as well as a joint City-County Comprehensive Plan for the UGA.

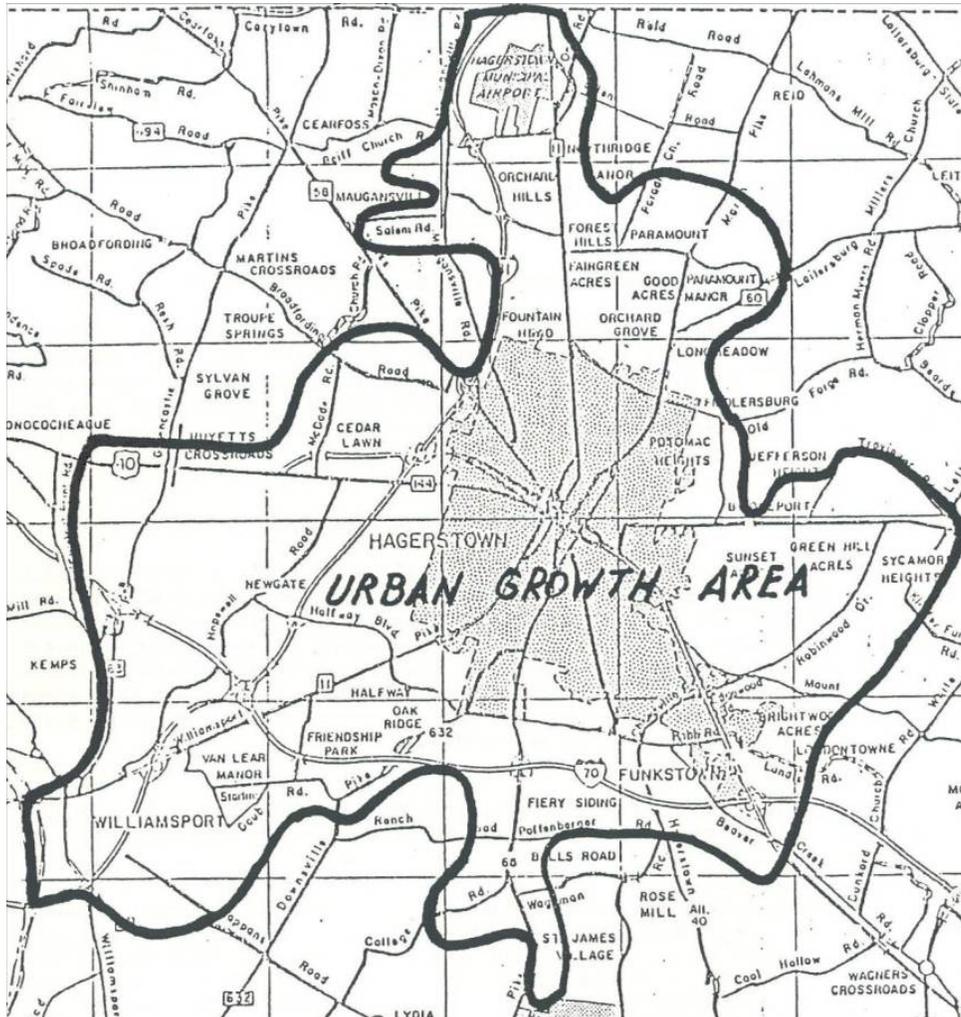


Figure 1-8: The 1983 Urban Growth Area

- Some efforts to limit the provision of water and wastewater service. The 1988 Plan suggested that development in the City receive first priority for water and wastewater service, but recognized that the existing General Services Agreement prevented the City from limiting service extensions.
- The City's first Comprehensive Plan policies to specifically address the need for annexation. The Mayor and City Council had approved a policy that specifically removed annexation or preannexation requirements from the provision of water and wastewater service to new development outside the City. Recognizing that annexation was often beneficial to municipalities, the Plan called for the development of UGA-wide annexation policies.
- A revised Downtown Plan, and policies calling for a new round of Sub-Area Plans.
- 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***

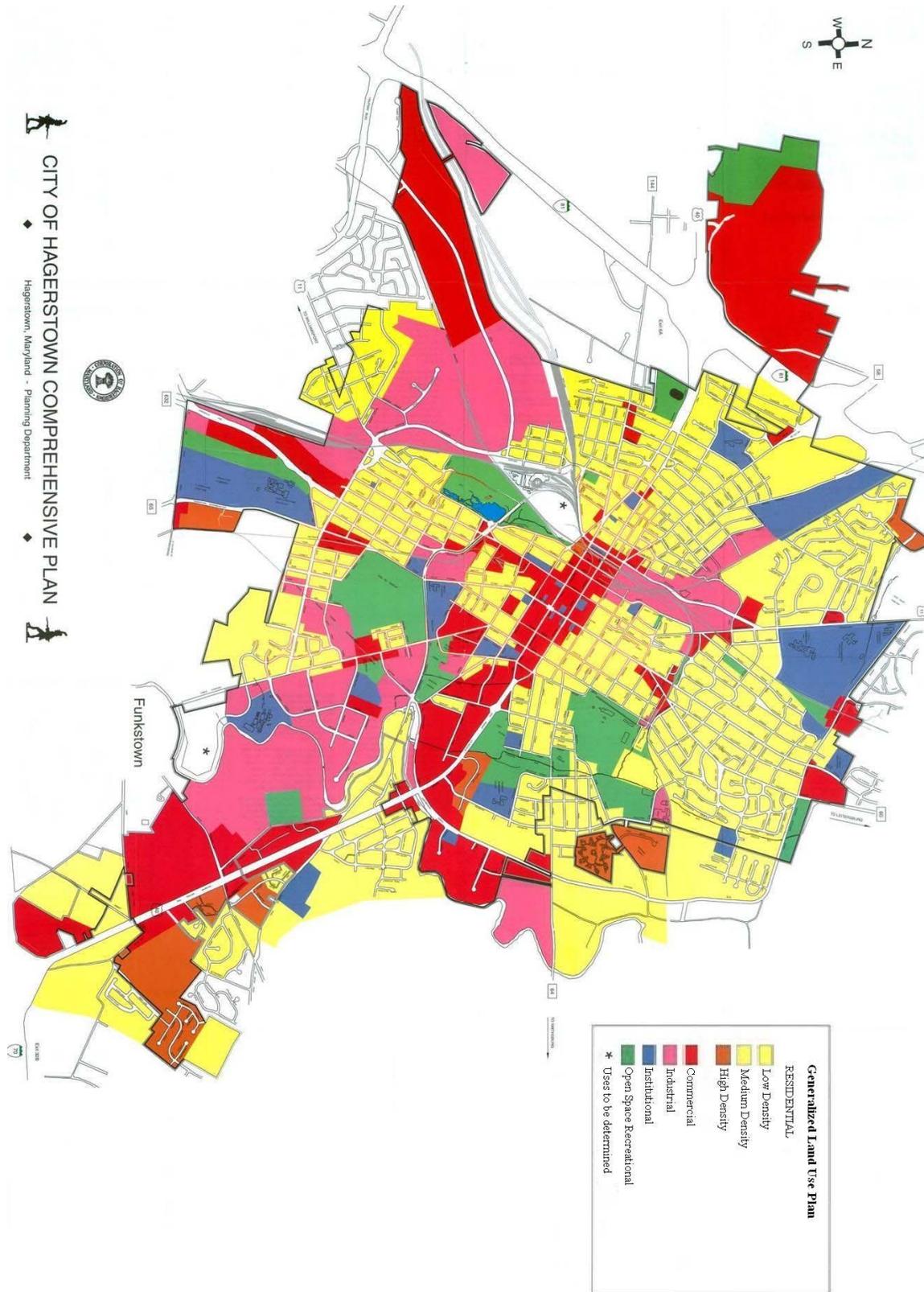
Whereas previous plans proposed future land uses for large areas outside of the corporate boundaries, the 1997 Plan focused on internal land use changes and urban design needs (Figure 1-9). A substantial portion of the Comprehensive Plan is dedicated to descriptions and policies related to 23 separate "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 24<sup>th</sup> 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



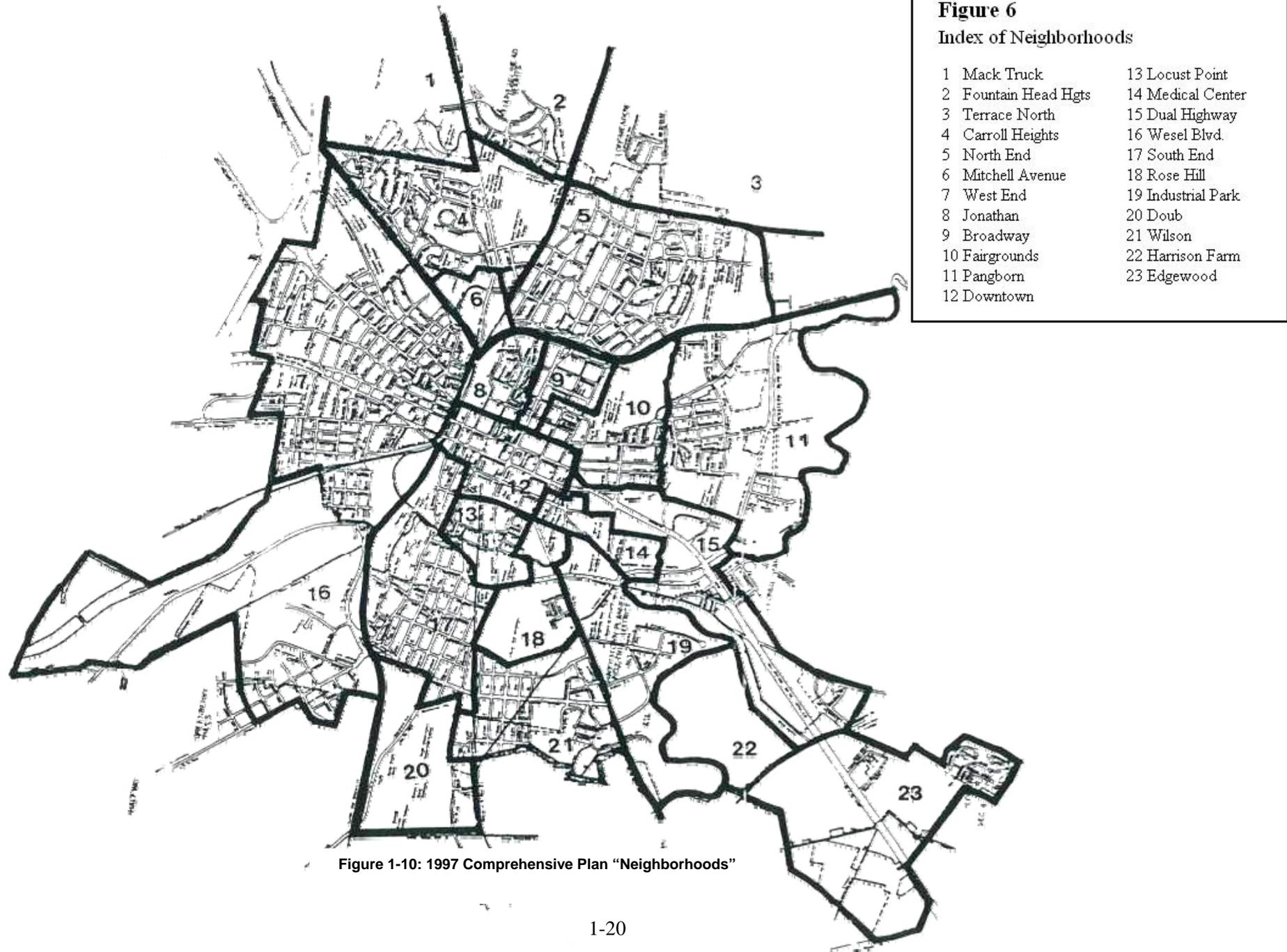


Figure 1-10: 1997 Comprehensive Plan "Neighborhoods"

## 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.

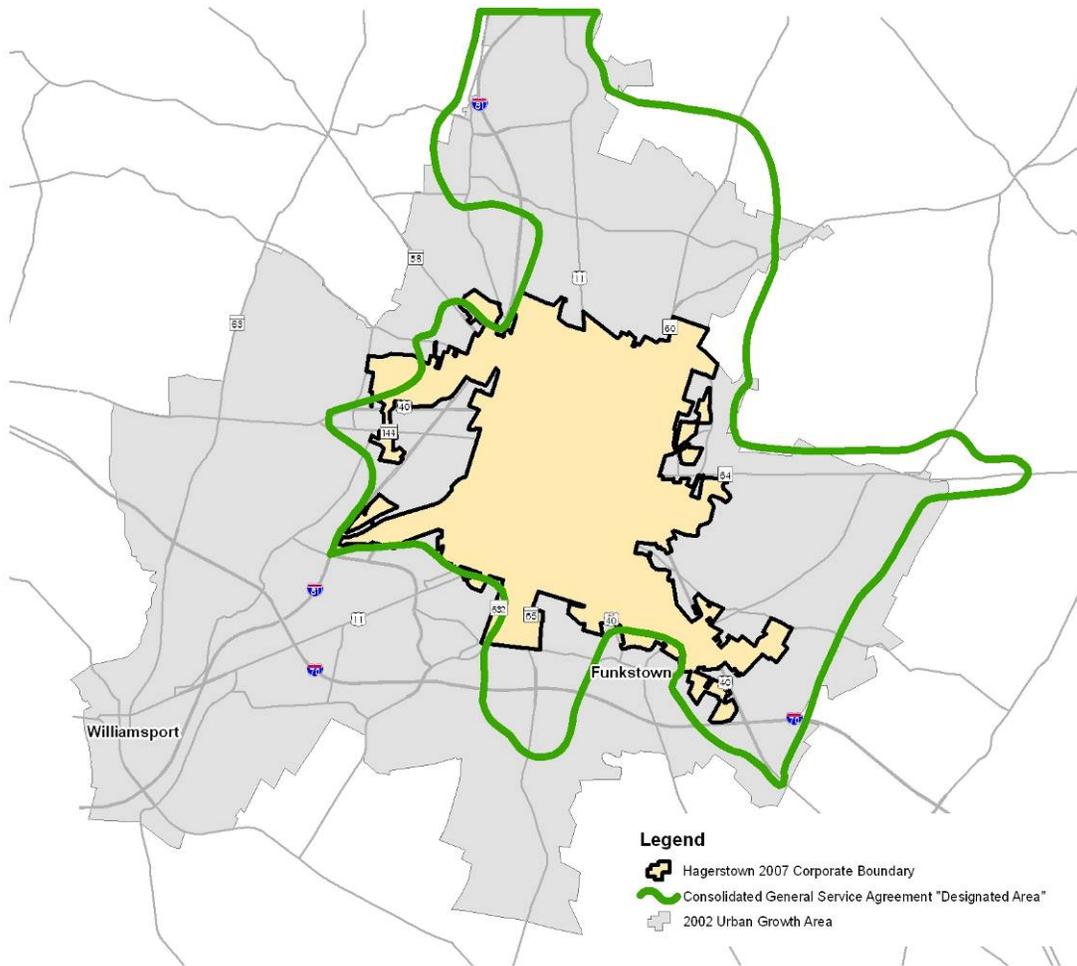


Figure 1-11: The General Services Agreement's "Designated Area" for Wastewater Service

### 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.

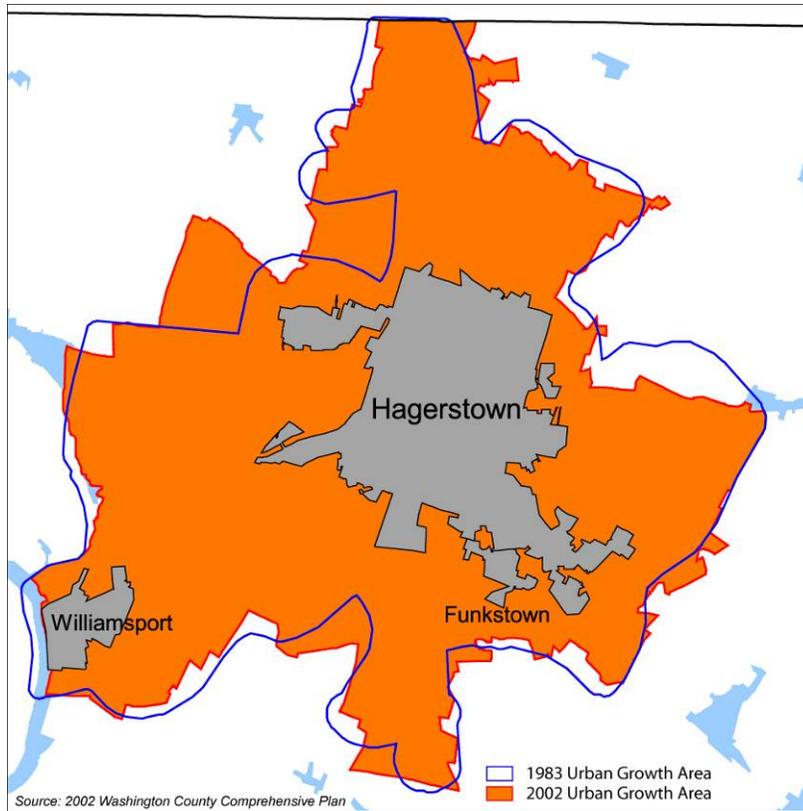


Figure 1-12: The revised Hagerstown UGA

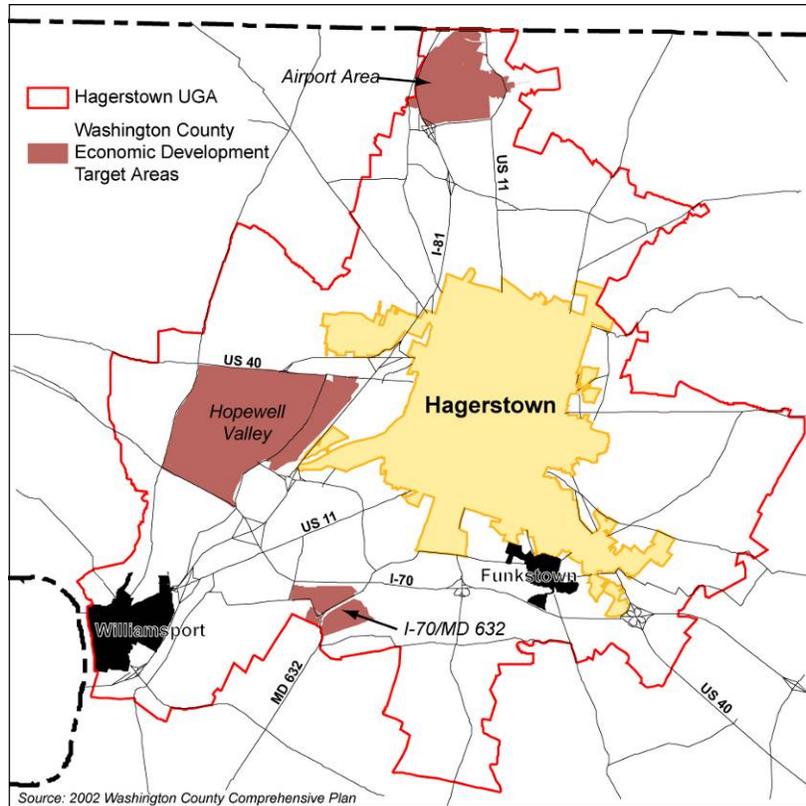


Figure 1-13: Washington County's economic development target areas

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