

# Appendix

## *Table of Contents*

Public Meetings and Worksessions .....	A-1
Calculation of Potential Future Development.....	A-3
City of Hagerstown Annexation Policy .....	A-4
Enterprise Zone.....	A-16
City of Hagerstown Sewer and Water Policy .....	A-18
Housing and Neighborhoods Element .....	A-19

### ***Public Meetings and Worksessions***

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

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

***See Excel File – Table A-1***

***See Excel File – Table A-1***

## ***City of Hagerstown Annexation Policy***

Adopted February 24, 2004

### **1. PURPOSE**

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

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

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

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

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

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

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

## 2. ADVANTAGES OF LIVING IN THE CITY

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

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

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

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

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

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

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

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

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

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

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

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

**3. ANNEXATION REQUIREMENTS**

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

A. Minimum Prerequisites

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

B. Annexation Petition/Consent

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

C. Annexation Resolution

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

D. Service Extension and Public Facilities Outline

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

E. Proposed Annexation Publication, Hearing and Resolution Passage

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

F. Petitions for Referendum

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

G. Annexation Referendum

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

H. Registration of Boundaries

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

#### **4. ANNEXATION BOUNDARIES**

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

#### **5. EXTENSION OF WATER SERVICE POLICY**

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

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

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

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

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

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

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

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

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

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

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

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

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

#### **6. EXTENSION of SEWER SERVICE POLICY**

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

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

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

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

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

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

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

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

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

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

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

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

## **7. TAXES IN ANNEXED AREAS**

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

## **8. TAX EXEMPTION**

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

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

## **9. DEVELOPED AREAS vs UNDEVELOPED AREAS**

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

## **10. DEVELOPMENT AGREEMENTS**

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

## **11. ZONING**

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

## **12. INCENTIVES**

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

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

### **13. COST RECOVERY**

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

### **14. SEPARATION CLAUSE**

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

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

### ***Enterprise Zone***

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

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

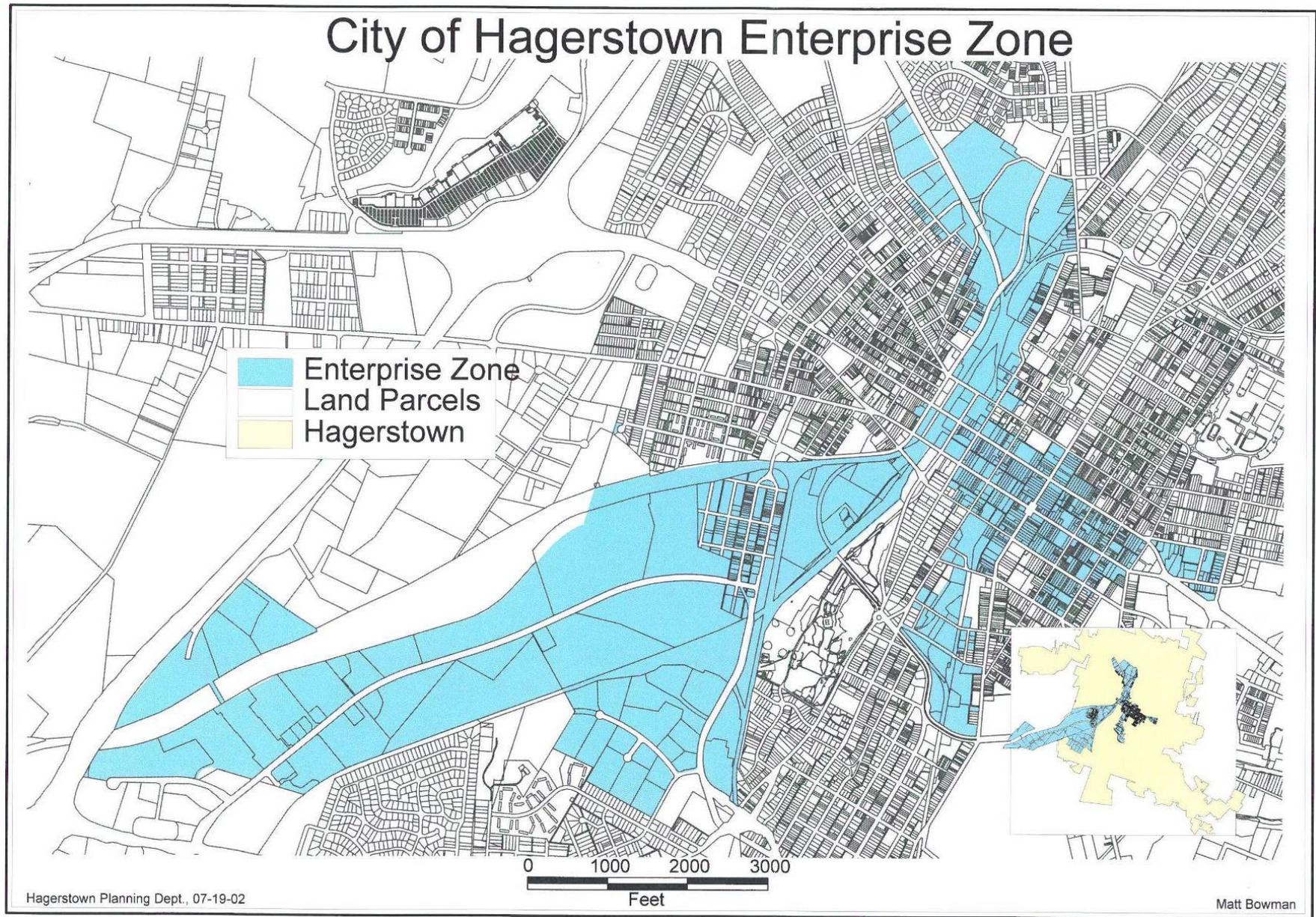


Figure A-1: Hagerstown Enterprise Zone

## ***City of Hagerstown Sewer and Water Policy***

Adopted February 24, 2004

Amended June 22, 2004

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

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

## ***Housing and Neighborhoods Element***

*Excerpts from the 1997 Hagerstown Comprehensive Plan.*

### **Neighborhoods**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The entire commercial core is a historic district.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



**Figure 6**  
**Index of Neighborhoods**

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