

Plan Introduction

VisionHagerstown 2035 establishes a comprehensive plan to direct and manage the future development and redevelopment of the City of Hagerstown, Maryland. This Plan updates the 2008 Comprehensive Plan. The Comprehensive Plan also differs from the 2008 Plan in that it responds to more modest growth and population projections for the city, modifying the 20-year growth area to capture targeted areas for economic development, and places a greater emphasis on strengthening the city's urban core and establishing Hagerstown's downtown as a choice center for activity for the Region.

Plan Purpose and Themes

VisionHagerstown 2035 provides the policy framework to guide future development, infrastructure, and physical character of Hagerstown for a 20-year period. The Land Use Article in 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 ten (10) years, to review and, if necessary, update the Plan.

The 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. The Plan also establishes a Future Land Use Map that will guide land use and development for at least the next 20 years.
- **Wastewater and Water Resources:** This Plan recognizes the City's need to monitor and, if necessary, expand the City's limited wastewater treatment capacity, the need to obtain additional water supplies, and establishes policies to guide the future extension of these services.
- **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, commercial, business employment and mixed use development, the City can attract new residents and businesses, enhance its fiscal foundation, and broaden its economic base.
- **Revitalization of Downtown:** Downtown Hagerstown is the institutional and cultural heart of Washington County, the Long-Range Growth Area, and the surrounding tristate region. This chapter addresses the downtown's role and establishes policies to strengthen the downtown. The goals, issues, policies, and actions in the Downtown element of *visionHagerstown 2035* supplement the issues, goals, policies, and actions of downtown planning efforts undertaken since 2008.

- **Transportation:** Expansion of the existing transportation network will be necessary to accommodate future growth. The Plan recommends future transportation improvements consistent with the Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) 2040 Long-Range Transportation Plan. The Plan also recommends the continued development of infrastructure for alternative transportation like walking, bicycling, transit, and, when, combined with automobiles, the implementation of complete streets.
- **Housing and Neighborhood Revitalization:** Hagerstown's diverse array of housing and neighborhoods are essential parts of the city's character. Healthy, stable neighborhoods are important for the future growth and success of the city. The housing downturn and residential foreclosures resulting from the 2007-09 Recession have caused a lack of investment and decline in property values and homeownership rates. The Plan addresses efforts and initiatives to revitalize housing stock and stabilize neighborhoods.
- **Environmental Resources:** This element describes environmental resources in Hagerstown, and establishes policies to balance the City's growth management goals with environmental considerations.

The Plan sets forth City policies that will be implemented through a number of separate decisions, ordinances, and laws. Hagerstown's Land Management Code and zoning map 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 through the Sewer Capacity Allocation Program (SCAP).

Legal Context for the Comprehensive Plan

The Plan meets the requirements for local government planning in Maryland pursuant to State enabling legislation and requirements contained in the Land Use Article in the Annotated Code of Maryland. The State of Maryland requires plans to be updated at specified intervals and to include elements in the plan which will follow the 12 visions which were prepared to help achieve smart and sustainable Growth. The visions include the following:

1. **Quality of Life and Sustainability:** A high quality of life is achieved through universal stewardship of the land, water and air resulting in sustainable communities and protection of the environment.
2. **Public Participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. **Growth Areas:** Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers.

4. **Community Design:** Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.
5. **Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.
6. **Transportation:** A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable and efficient movement of people, goods and services within and between population and business centers.
7. **Housing:** A range of housing densities, types, and sizes provide residential options for citizens of all ages and incomes.
8. **Economic Development:** Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities is encouraged.
9. **Environmental Protection:** Land and water resources, including the Chesapeake Bay and its coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems and living resources.
10. **Resource Conservation:** Waterways, forests, agricultural areas, open space, natural systems and scenic areas are conserved.
11. **Stewardship:** Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
12. **Implementation:** Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State and interstate levels to achieve these visions.

The 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. Map 1-1 shows current PFAs in the City and Medium-Range Growth Area.

Public Involvement

Public involvement was an important component of the plan development process, and was encouraged through a number of different methods. Development of *visionHagerstown 2035's* plan elements relied heavily on previous, publicly vetted city plans, including the 2012 Sustainable Community Plan and the 2014 Community's City Center Plan. The Plan also incorporated, as appropriate, other publicly-vetted and approved plans include the regional 2040 Long-Range Transportation Plan, the City's 2008-2010 Comprehensive Rezoning, and the 2012 County Urban Growth Area (UGA).

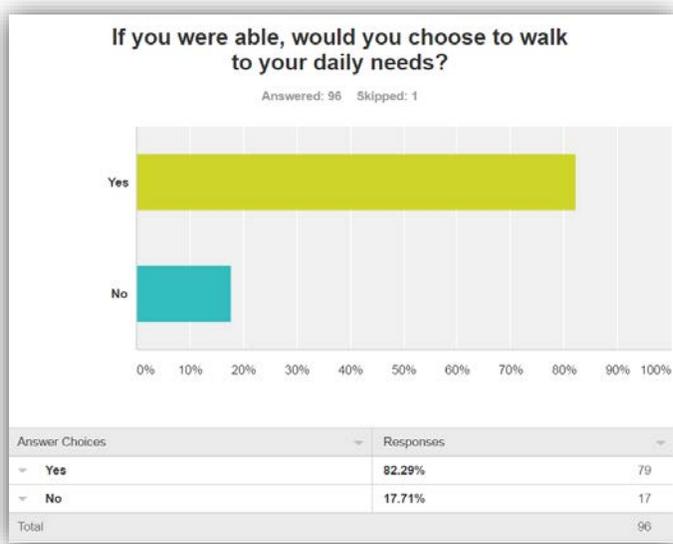
Staff also gained input on plan elements and themes from various commissions, committees, and groups within the Hagerstown community. Groups approached included the City groups like the Historic District Commission, City Bicycle Advisory Committee, Neighborhoods 1st Leadership Committee, and the City's Faith Community Committee, as well as non-City groups like the Social Services Committee, the Land Use Council, the County Planning Commission, and the County Economic Development Commission.

More than 35 public meetings, work sessions, and hearings were held during the development and adoption of *visionHagerstown 2035*. The full list of meetings can be found in Chapter 12: Appendix.

In addition to these formal opportunities for participation, the public was kept abreast of the Plan process through the City website, starting with the Public Survey and 60-day review. The website updated the project schedule, and provided electronic copies of the draft plan.

Online Public Survey

City Staff worked collaboratively to develop an online survey to gather community input for the broad themes that *visionHagerstown 2035* addresses. Staff developed five online surveys through the SurveyMonkey® platform based on the following themes: Downtown, Economic Development, Transportation & Water Resources, Urban Design & Sustainability, and Housing & Neighborhoods. The questions of each survey included a series of guided questions and statements that allow for interval-style answers (i.e. Strongly Agree, Agree, Disagree, Strongly Disagree) along with the ability to also respond with open-ended feedback. The



Guided question from the Transportation and Water Resources survey, SurveyMonkey®, 2017

surveys were released in March 2017 and distributed through the City’s social media platforms (Facebook, Twitter), a City-maintained email distribution list that reached over 500 citizens, through the Neighborhoods 1st and Main Street groups, a *visionHagerstown 2035* plan webpage on the City’s website, as well as a media press release. The surveys also received extensive coverage from the *Herald-Mail* newspaper and WHAG Channel 25 news. In total there were over 1,300 individual responses to the online surveys with about 40% of participants responding with open-ended feedback. A summary of the public survey results is included in Chapter 12: Appendix.

Structure of the Plan

VisionHagerstown 2035 is divided into nine elements:

- Growth Management and Land Use
- Economic Development
- Water Resources
- Transportation
- Downtown
- Housing and Neighborhoods
- Urban Design and Historic Preservation
- Community Facilities (Including Parks and Recreation)
- Environmental Resources & Sustainability

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 would 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: 0-2 years

Medium-Range: 3-5 years

Long-Range: 6-10 years

The tables, figures, and other analyses presented in this plan reflect the best available data as of 2015 when much of the draft was developed. Population projections in this element utilize 2013 three-year estimates of the Census' American Community Survey. Unemployment rates presented in the Economic Development element utilize data from the Bureau of Labor Statistics in 2015. City generated data reflects the best available data as of 2015.

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.



Oldest known photograph of the Hager House and Farm, c. 1900

The completion of the National Pike (linking Baltimore with Cumberland and points west, via Hagerstown) in 1808, and the town's location on the Philadelphia Wagon Road (running north-south through the Shenandoah Valley) made Hagerstown a prosperous center for trade, and permanently defined the city's role as a major transportation hub. The nickname "Hub City" persists today. By the end of the 19th century, Hagerstown's transformation into a railroad hub sparked a wave of growth, as the city more than doubled in size (from 13,591 to 28,064) between

1900 and 1920. The Great Depression and World War II slowed growth, but the 1940s and '50s period saw economic prosperity from the city's strong manufacturing base, and renewed growth.

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

This pattern changed at the start of the 21st century. Emerging national trends emphasized a return to cities. At the same time, economic booms combined with a limited housing supply in the Baltimore-Washington region made Hagerstown, with its access to major highways, an attractive location for new development. The result was the city gained over 3,000 residents between 2000 and 2010. Consequently, the City's 2008 Plan's future land use map planned for a steady stream of new residential development. Housing values and development in and around the city continued to increase until the 2007-2009 Recession. The Recession took its toll on Hagerstown with increasing unemployment, rapidly decreasing home values (and tax base), increasing foreclosures, and a near full stop of all planned development. While the country in general has since emerged from recession, three of its lasting effects have been depressed housing values, decreased investment in the downtown and urban core, and relatively high unemployment within the city and rising poverty levels.

The City was active in implementing the 2008 Plan during the early 2010s, most notably future land use plan recommendations through comprehensive zoning changes. However, many of its future land use recommendations were not implemented or found to be no longer viable due to the significant downturn in housing demand. Washington County also affirmed the abundance of residentially-zoned raw land when it undertook a Comprehensive Rezoning of the Urban Growth Area (UGA) in 2012 and reclassified many large tracts for commercial and employment uses. At the same time, the City also developed several other plans, including the Sustainable Community Plan and the Community's City Center Plan that emphasized and identified opportunities for revitalization of existing development in Hagerstown's urban core.

It is the intent of this Comprehensive Plan to: 1) recommend a future land use plan consistent with national and local economic (housing) trends, modest population growth, and recent City and County rezoning efforts reflective of those trends; and 2) to be consistent with recent City Center revitalization plans and efforts in strengthening Hagerstown's role as the primary source of urban services for the four-state region that includes parts of Maryland, Pennsylvania, Virginia, and West Virginia (see Figure 1-1).

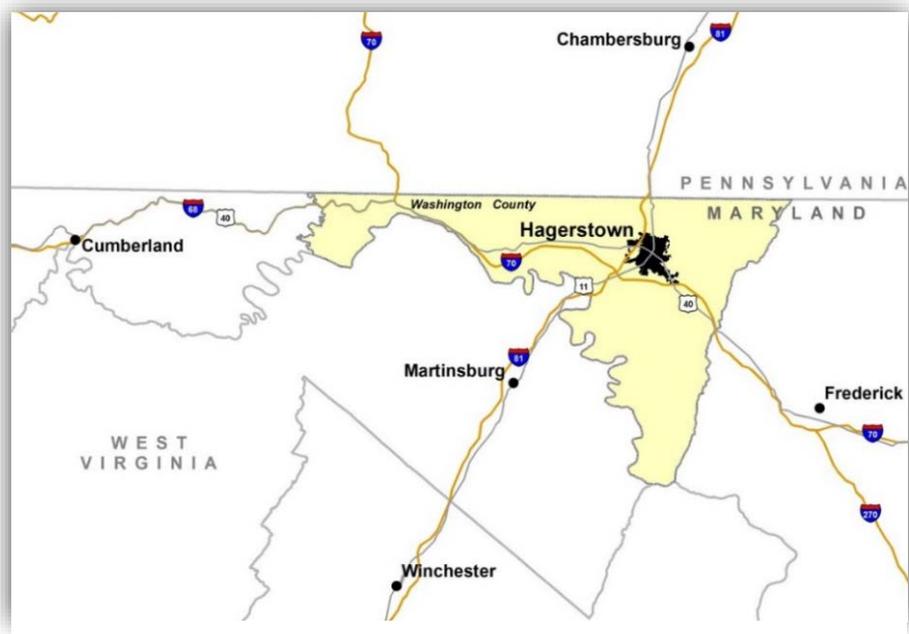


Figure 1-1: Regional Setting

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 Figure 1-2. 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. This downward trend began reversing in 1990 when the City's population was over 35,000. The population continued in 2000 and 2010 at 36,687 and 39,662, respectively. Hagerstown's estimated 2013 population of 40,563 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.

Figure 1-2: Hagerstown Population, Households, and Housing Units

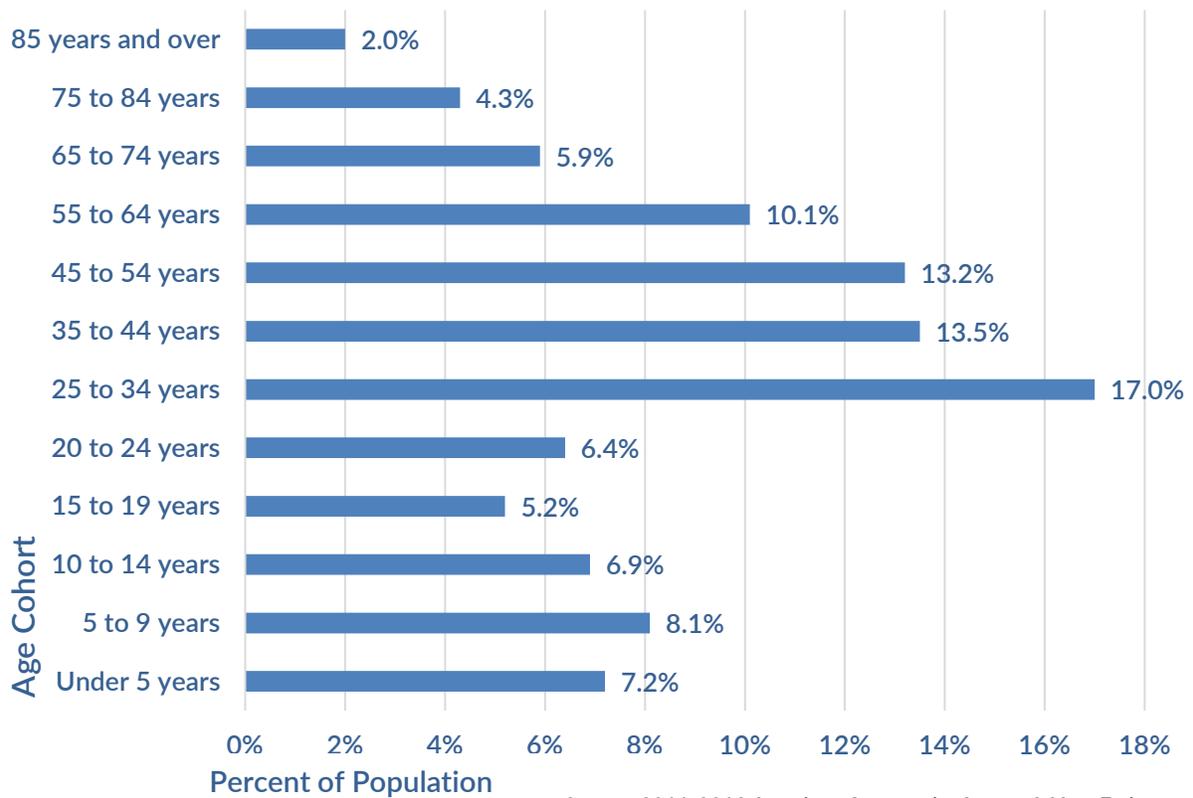
		Hagerstown	Washington County
Total Population	1990	35,445	121,393
	2000	36,687	131,923
	2010	39,662	147,430
	2013*	40,563	149,159
Change, 2000 - 2013	Number	3,876	17,236
	Percent	10.6%	13.1%
Change, 1990 - 2000	Number	1,242	10,530
	Percent	3.5%	8.7%
Change, 1990 - 2010	Number	4,217	26,037
	Percent	11.9%	21.4%
Housing Units			
Total Housing Units	1990	16,361	47,448
	2000	17,089	52,972
	2010	18,682	55,687
Change, 2000 - 2010	Number	1,593	2,715
	Percent	9.3%	5.1%
Change, 1990 - 2000	Number	728	5,524
	Percent	4.4%	11.6%
Change, 1990 - 2010	Number	2,321	8,239
	Percent	14.2%	17.3%
Population Per Housing Unit	1990	2.2	2.6
	2000	2.1	2.5
	2010	2.4	2.6

Source: U.S. Census Bureau

*Population based on 2013 American Community Survey (ACS) 3-year estimates

Figure 1-3 shows the age distribution of city residents. Hagerstown has a sizable young adult population, with the overall largest age cohort being 25 to 34. Since 2000, the 5 to 9, 25 to 34, and 55 to 64 age cohorts have grown the most, while the 65 and older cohorts have declined the most. In 2013 Hagerstown’s median age was estimated at 34.2 years, and it has trending lower since the 2000 Census (34.8 years). Hagerstown’s median age is also lower than Maryland’s median age of 38.1.

Figure 1-3: Age Distribution of Hagerstown Residents (2013)



As Figure 1-4 shows, compared to the city, Washington County and Hagerstown’s “fringe” have gained population and housing units at a faster pace than the city since, at least, 1960. From 1950 through 2010, the city gained slightly more than 4,000 new residents, while the fringe population more than quadrupled, 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.

Figure 1-4: Population Growth in Hagerstown’s Fringe

		Hagerstown	Hagerstown’s Fringe ¹
Total Population	1950	36,260	14,273
	1960	36,660	27,539
	1970	35,862	35,985
	1980	34,140	44,301
	1990	35,445	47,243
	2000	36,687	52,816
	2010	39,662	59,511
Change, 1950-2010	Number	3,402	45,238
	Percent	9.4%	217%
Change, 2000-2010	Number	2,975	6,695
	Percent	8.1%	12.7%
Change, 1990-2010	Number	4,127	12,268
	Percent	11.9%	26%

Sources: 1990, 2000, 2010 US Census

1: Hagerstown’s Fringe consists of County Subdivisions, as defined by the U.S. Census – Beaver Creek, Cedar Lawn, Chewsville, Fountainhead, Funkstown, Halfway, Leitersburg, Maugansville, and Williamsport. See Figure 1-5 for map of these areas.

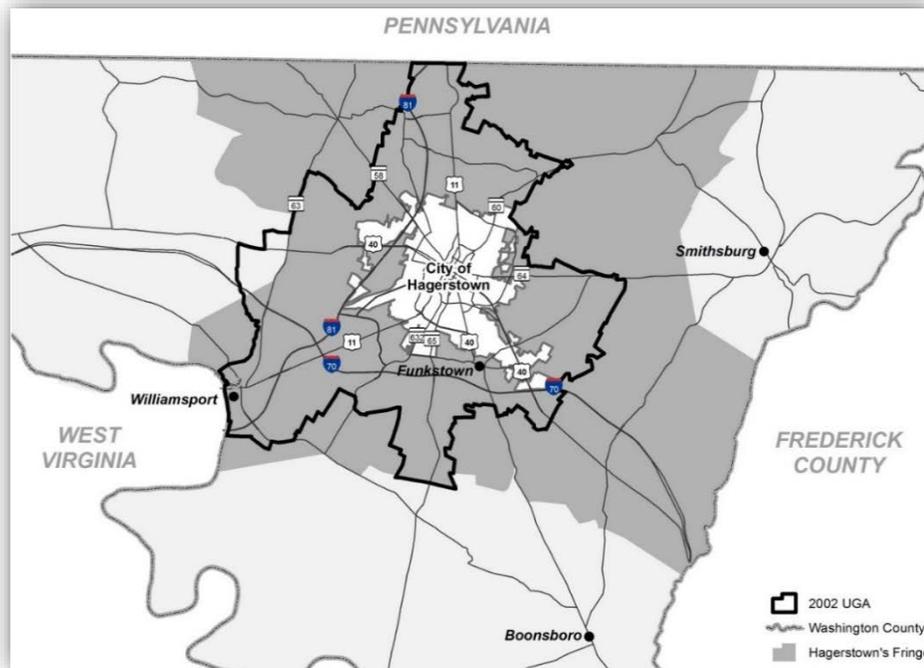


Figure 1-5: Hagerstown’s Fringe

Population Projections

Figure 1-2 and 1-4 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 Plan projects population growth for the City of Hagerstown. Population projection scenarios, shown in Figure 1-6, present two growth scenarios. The moderate growth scenario reflects an estimated growth of 0.5% in households for the city as projected by the Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) 2040 Long-Range Transportation Plan. The rapid growth scenario has been developed from data from three sources: a portion of the new units that could be built within the city’s existing boundaries and on land likely to annex into the city (as defined in Figure 2-4).

Figure 1-6: Hagerstown’s Growth Scenarios

	Moderate Growth Scenario	Rapid Growth Scenario
Pipeline, Future Planned, Vacant/Underutilized, and Potential Annexation ^a (Units), as defined in Figure 2-3	----	4,837
Number of Households (2013)	16,631 ^b	----
Annual Growth of Households	0.5% ^c	----
Household Size	2.44 ^d	2.1 ^e
Total new units	1,929	4,837
Total new residents	4,723	10,158
City Population (2010 Census)	39,662	39,662
Estimated Population (2013) ^d	40,563 ^f	40,563 ^f
Projected Population, 2035	45,286	50,721
Total Population Growth through 2035	11.6%	25.0%
Average Annual Population Growth through 2035	1.4%	2.2%

- a: Potential Annexations are areas outside of current Corporate Boundaries
- b: Source: 2011-2013 American Community Survey (ACS) Estimates
- c: Source: Annual growth rate projection included 2040 HEPMPPO Long-Range Transportation Plan
- d: Source: 2011-2013 American Community Survey (ACS) Estimates, Population/Number of Households
- e: Household size projection used for new residential development in Rapid Growth Scenario carried over from 2008 Comprehensive Plan
- f: Source: 2011-2013 American Community Survey (ACS) Estimates

Between 2010 and 2013, Hagerstown grew by 2.3 percent in three years, or 0.76 percent per year (see Figure 1-3). Both scenarios in Figure 1-6 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 on longer-term development trends in the city and the region.

Accordingly, the Moderate Growth Scenario is the official population projection of this Plan. Figure 1-7 shows population from 1990 to 2013, and population projections for Hagerstown, Hagerstown's Fringe, and Washington County through 2035.

Figure 1-7: Population Data and Projections

Year	Hagerstown	Hagerstown's Fringe	Washington County
1990	35,445 ^a	47,243 ^a	121,393 ^a
2000	36,687 ^a	52,816 ^a	131,923 ^a
2010	39,662 ^a	59,511 ^a	147,430 ^a
2013 (Est.)	40,563 ^b	61,490 ^b	149,159 ^b
2020	42,004 ^c	65,926 ^d	159,919 ^d
2025	43,065 ^c	69,288 ^d	168,076 ^d
2030	44,152 ^c	72,823 ^d	176,650 ^d
2035	45,267 ^c	76,538 ^d	185,661 ^d
Change, 2013-2035	Population	4,704	36,502
	Percent	10.4%	19.7%

Sources:

a: 2010 U.S. Census

b: 2013 American Community Survey (ACS) 3-Year Population Estimate

c: Projections in Figure 1-6, interpolated (and extrapolated to 2035) to reflect 0.5% annual household growth (source: Hagerstown/Eastern Panhandle MPO) and assuming 2.44 persons per household.

d: Projections in Figure 2-3, interpolated (and extrapolated to 2035) to reflect 1.0% annual population growth (source: Hagerstown-Eastern Panhandle MPO 2040 Long-Range Transportation Plan)

Workforce

The workforce in Hagerstown and Washington County reflect many of the hallmarks of the city's industrial background. Figure 1-8 shows the types of jobs held in Washington County and the State of Maryland in 2012, while Figure 1-9 shows the types of jobs held by city and state residents in 2013. Manufacturing accounted for 9.5 percent of countywide jobs, and 7.5 percent of the jobs held by city residents, both higher than 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.

Figure 1-8: At-Place Employment, 2013

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

Industry	Washington County		Maryland	
	Employment	Percent	Employment	Percent
Government (Federal, State, Local)	9,123	13.7%	487,073	19.2%
Natural Resources and Mining	147	<1%	6,338	<1%
Construction	2,750	4.1%	146,207	5.8%
Manufacturing	6,064	9.1%	106,501	4.2%
Trade, Transportation, and Utilities	16,905	25.3%	445,462	17.6%
Information	829	1.2%	39,491	1.6%
Financial Activities	7,056	10.6%	138,212	5.5%
Professional and Business Services	5,425	8.1%	417,061	16.5%
Education and Health Services	10,362	15.5%	403,282	15.9%
Leisure and Hospitality	6,548	9.8%	254,166	10%
Other Services	1,568	2.3%	88,610	3.5%
Total	66,777	100%	2,532,403	100%

Source: Maryland Department of Labor, Licensing, and Regulation, August 2014

Figure 1-9: Jobs Held by Residents

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

Industry	Hagerstown		Maryland	
	Employment	Percent	Employment	Percent
Agriculture, forestry, and mining	68	0.4%	15,228	0.5%
Construction	947	5.3%	194,989	6.6%
Manufacturing	1,266	7.1%	143,638	4.9%
Wholesale trade	428	2.4%	57,431	2.0%
Retail trade	2,794	15.6%	287,789	9.8%
Transportation, warehousing, utilities	1,189	6.6%	127,440	4.3%
Information	501	2.8%	63,840	2.2%
Finance, insurance, real estate	1,483	8.3%	184,604	6.3%
Professional, scientific, and other services	1,788	10.0%	445,344	15.2%
Educational, health and social services	3,683	20.6%	690,149	23.5%
Arts, entertainment, recreation, accommodation	1,887	10.5%	240,254	8.2%
Other services (except public administration)	859	4.8%	158,654	5.4%
Public administration	1,022	5.7%	330,192	11.2%
Total	17,779	100.0%	2,924,344	100.0%

Source: 2011-2013 American Community Survey 3-Year Estimates

Household Income

Household income is often used as an indicator of monetary well-being and standard of living (when factoring cost of living) in a particular geographic area. As shown in Figure 1-10 below, Hagerstown’s median household income grew between 2000 and 2015, but at a slower rate than that of Washington County and Maryland.

Figure 1-10: Median Household Income

Year	Hagerstown	Washington County	Maryland
2000	\$30,796	\$40,617	\$52,868
2010	\$36,952	\$52,994	\$70,647
2015	\$39,251	\$56,228	\$74,551
Rate of Change, 2000-2015	27.5%	38.4%	41.0%

Date Source: American Community Survey 5-Year Estimates, U.S. Census Bureau
Income data is based on inflation-adjusted dollars for that particular year

Planning History

VisionHagerstown 2035 marks nearly five decades of planning for the city. While conditions, goals, and policies have changed since the city’s first plan in 1966, the plan is nonetheless tied to its predecessors. Some growth and development concerns, transportation, and revitalization recommendations remain valid today. The five previous comprehensive plans and more recent urban core plans were:

- Hagerstown Master Development Plan (1966)
- Comprehensive Development Plan (1975)
- Comprehensive Development Plan (1988)
- Downtown Enhancement Plan (1996)
- Comprehensive Plan (1997)
- Comprehensive Plan (2008)
- Strategic Plan for the City Center (2011)
- Downtown Parking Master Plan (2012)
- Sustainable Community Plan (2012)
- Community’s City Center Plan (2014)

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 planning efforts since 2008. Prior planning efforts listed above can be found in the Appendix.

2008 Comprehensive Plan

The 2008 Plan updated the 1997 Plan. The 2008 Plan also represented a significant departure from the earlier Plan, in that it responded to unprecedented growth pressures associated with the economic and housing boom of the mid-2000s, as well as water and wastewater limitations and other concerns that have emerged since the approval of the 1997 Plan. When the 1997 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.

The 2008 Plan, and its subsequent amendments, met the requirements of House Bill 1141 (passed by the Maryland General Assembly in 2006) by establishing a Municipal Growth Element and a Water Resources Element. It placed particular emphasis on the relationship between projected growth and available water and wastewater resources to serve that growth. The 2008 Plan also established a 20-year growth boundary (the new limits of the City's water and wastewater service boundaries) and a future land use plan for that boundary, in 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 (shown in Figure 1-19).

The 2008 Comprehensive Plan sets forth new City policies that were implemented through a number of separate decisions, ordinances, and laws. The most substantial implementation actions came in form of comprehensive amendments to the City's Zoning Map and Land Management Code to implement the Future Land Use Plan. The City's Capital Improvement Program (CIP) was updated to include specific projects described in the Plan.

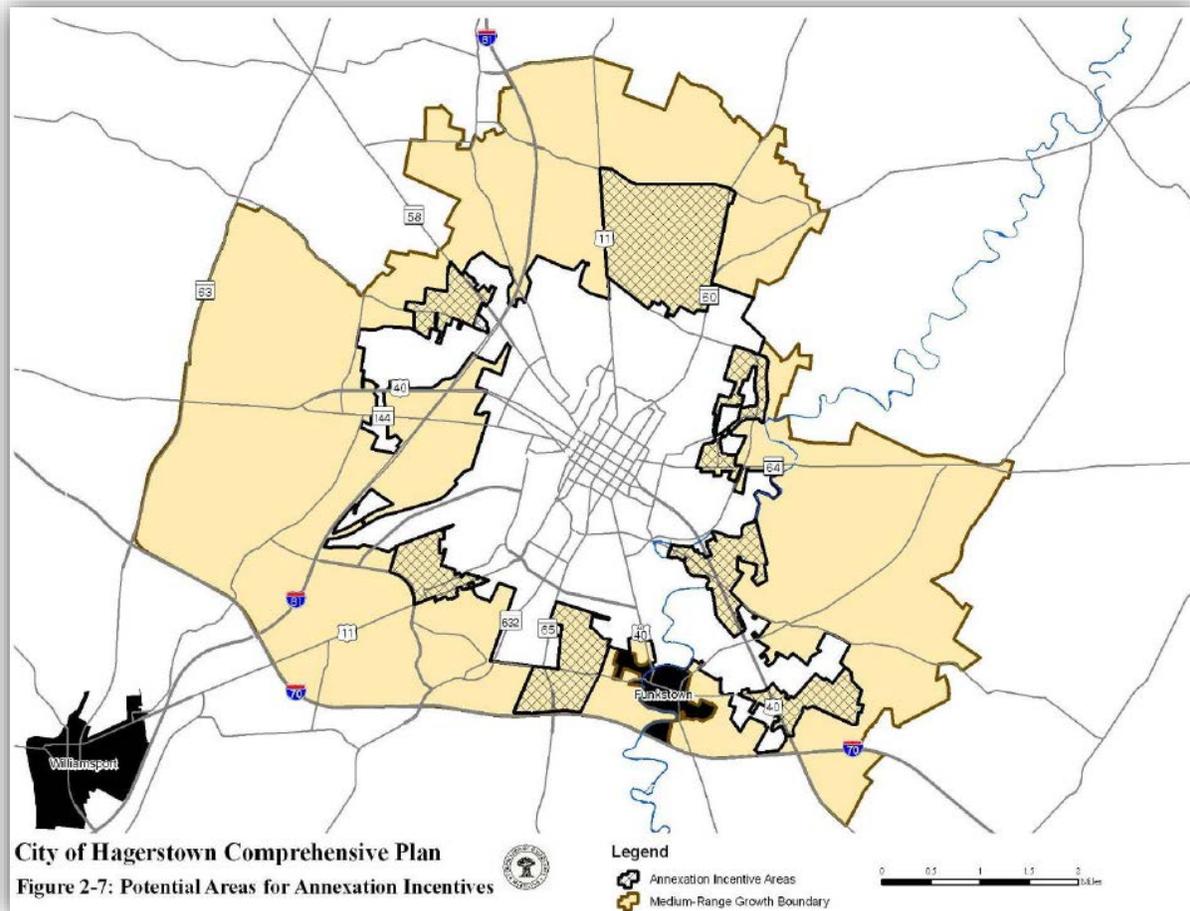


Figure 1-19: 2008 Comprehensive Plan Medium-Range Growth Area (in tan) and Annexation Incentive Areas (black hatched)

Strategic Plan for the City Center (2011)

In 2011 the City developed a strategic plan for the downtown that stated the City's mission of enhancing and strengthening the City Center as business, arts & entertainment, education, and residential hub for Hagerstown and the region. The Strategic Plan identifies the core directions for revitalizing downtown, including marketing and promotion of City Center, retention of current investment, attracting new investment, and improving the physical environment.

Downtown Parking Management Plan (2012)

Completed in June 2012, the Parking Management Plan assessed current and future parking demand versus supply and reviewed current parking operations and policies. The goal of the study is to insure that sufficient parking can be provided that will support the downtown businesses and encourage investment to support the economic and physical growth of

downtown. The Plan analyzed the current demand for parking in downtown and determined that there is an overall surplus of available parking. The Plan also stated that as the economy improves, and, assuming a 20% increase in occupancy of vacant square footage, downtown will continue to have an overall surplus in available parking. With this assumption, however, the Plan identified that the south and west portions of downtown could experience parking deficits – an outcome in which additional parking structures could be explored.

Sustainable Community Plan (2012)

Maryland’s Sustainable Communities Act of 2010 created the Sustainable Community Program as the new revitalization planning program for Maryland. The Sustainable Community Plan replaced the Community Legacy Plan as a community’s revitalization plan and basis for requesting State revitalization funding assistance. The city’s Sustainable Community Area is shown on Map 7-2. The goals of the program are to develop healthy local economies, protect and appreciate historical and cultural resources, mix land uses, create and maintain affordable and sustainable housing and employment options, and protect and conserve the environment, and encourage walkability and recreational opportunities. With the assistance of several work groups consisting of community stakeholders, the City developed the Plan and it was accepted by the State in 2012. The following summary of intended outcomes provides broad statements that cover all of the proposed revitalization strategies in the plan:

- Blighted buildings in Downtown area are brought under control and impact is improved.
- Public infrastructure is sufficient and attractive to serve the needs of the Sustainable Community workforce and residents.
- Upper floors of commercial and mixed-use buildings are occupied with businesses and market rate housing to support positive economic activity at heart of Sustainable Community Area.
- Downtown cultural and educational anchors are expanded and enhanced to continue community’s efforts that make the Downtown a regional destination for arts and entertainment.
- Condition and value of housing stock in Sustainable Community Area neighborhoods are improved.
- Raw land is developed with good employment opportunities for Sustainable Community Area.
- Additional amenities created in Sustainable Community Area to make living and working in this area more attractive to folks with choice of where to live and work.

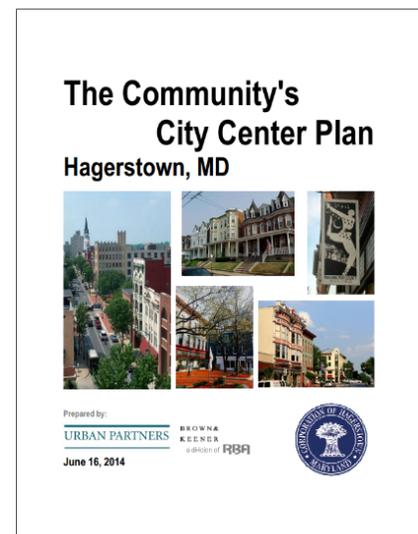
This plan was updated in the summer of 2017. Many of the themes and recommendations of the 2012 plan carried forward. Additions included reference to recommendations of The

Community's City Center Plan and the evolving Urban Improvement Project under planning at that time.

The Community's City Center Plan (2014)

In 2013, the City hired an economic consultant to do an economic analysis of the City's 2012 Sustainable Community Plan and identify eight catalytic projects to help spur downtown redevelopment. The Plan and catalytic project list was developed and identified with the help of the following: extensive reviews of past City reports and plans for downtown; interviews of key stakeholders within the community; public outreach that included input from nine focus groups, a housing survey that yielded over 400 responses, and a community input meeting; and a market and physical analysis of the downtown. The final report was presented to and endorsed by the Mayor & Council in June 2014 with the following catalytic projects:

- A Strategy for Office Development & Recruitment
- Maryland Theatre Expansion Project
- USMH Expansion Support Strategy, including student housing
- Hotel / Conference Center & Heritage Center / Commemorative Park
- Linking City Park and A&E District with Trail and New Housing
- Expanded Downtown Arts/Events Programming Strategy
- Expanded Operations of the City Farmers Market
- Expanded & Targeted Home Ownership Support Strategies



Along with these catalytic projects, the plan presented specific action steps, including funding options, through 10 years upon the completion of the report. The action steps are within the scope, implementation, and timeframe of this *visionHagerstown 2035*.

Summary

Five 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 conflicted with the City’s goal of tying wastewater provision to annexation. This policy conflict, combined with a lack of political focus on expansion of City boundaries, yielded a piecemeal annexation pattern. Adoption of the City Annexation Policy in 2002 was intended to overcome the issue of provision of City services without annexation. 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 past 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.

The 2008 Comprehensive Plan focused mainly on the rapid growth of the 2000s, which depleted Hagerstown’s wastewater capacity far more quickly than anticipated. One of the chief recommendations of the Plan was the development of Municipal Growth and Water Resources elements and the implementation a Medium-Range Growth Area (MRGA) that would serve as the new boundary for new water and wastewater service by the City for the next 20 years. It also recommended the continued implementation of the Sewer Capacity Allocation Program so that wastewater resources would not overwhelm the Treatment Plant during its capacity upgrades and beyond.

Shortly after the 2008 Comprehensive Plan was adopted, the growth of new housing and development came to a halt as the effects of 2007-2009 Great Recession (one of the worst in 50 years) were fully realized. Housing foreclosures abounded throughout the City, resulting in declining housing values and a lack of new investment that caused the overall tax base of the city to decline. In addition, growth in new development around the city and in the MRGA slowed significantly – while annexation of new development outside the city continues to be a high priority for rebuilding the city, it cannot be its sole source for growth in tax base. The City has recognized this and has developed numerous plans, policies, and incentives to encourage reinvestment and rebuilding throughout the city with special attention on downtown and the urban core. It is the intention of this Comprehensive Plan to encourage growth within the city by emphasizing and recommending implementation of key policies of planning efforts since 2008.

Recent Relevant Policies

A number of other policies, court rulings, and plans are highly relevant to several of the 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 1-20. Important requirements of the CGSA are that:

- Hagerstown is the designated provider and may accept and treat wastewater from the Designated Area.
- Hagerstown will negotiate individual service agreements with each property owner who requests wastewater service. Washington County is involved in this process as well, since County lines, in some areas, send wastewater to the City's plant through Joint Service Area agreements.

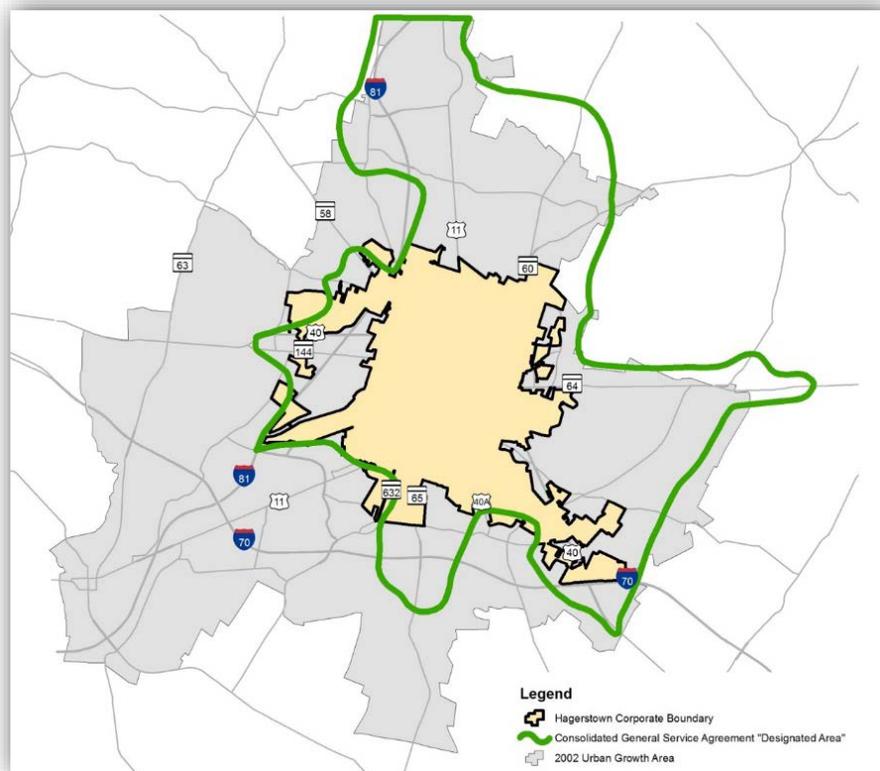


Figure 1-20: General Services Agreement's "Designated Area" for Wastewater Service

2002 Washington County Comprehensive Plan

The 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 1-16). Except where specifically noted, any reference to the “Hagerstown Urban Growth Area” or “Hagerstown UGA” in this Comprehensive Plan refers only to the 2002 Hagerstown UGA boundary shown in Figure 1-21. 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 1-22). Other economic development strategies include support for brownfield redevelopment and urban revitalization throughout the UGA.

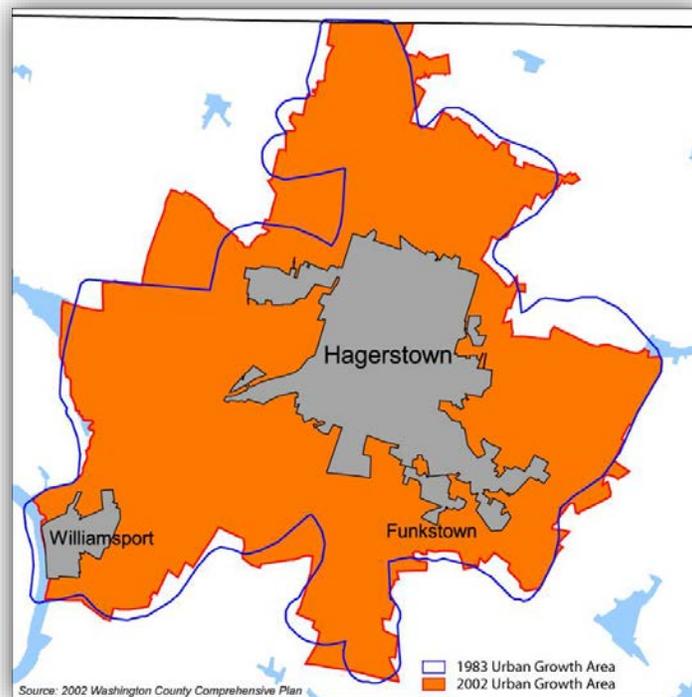


Figure 1-21: The revised Hagerstown UGA

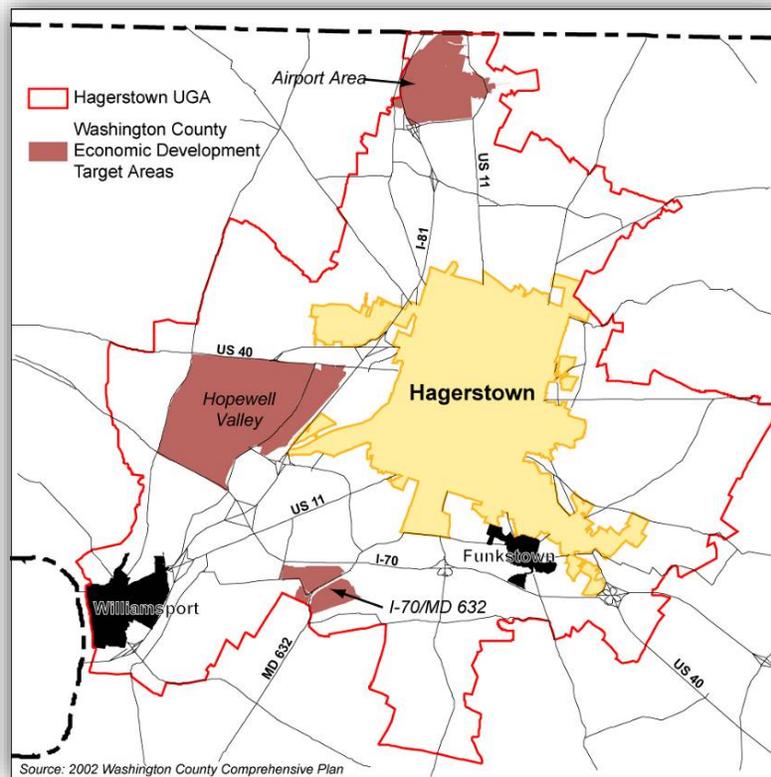


Figure 1-22: Washington County's economic development target areas

2012 Washington County UGA Comprehensive Rezoning

In 2012 Washington County adopted a comprehensive rezoning of the Urban Growth Area (UGA) surrounding Hagerstown, Funkstown, and Williamsport. The purpose of the rezoning was to implement recommendations from the County's 2002 Comprehensive Plan with the goal of creating a more functional and economical suburban environment. The prominent actions of the rezoning included the elimination of Agricultural zoning within the UGA, adjustment of residential lot sizes, and the rezoning of several large, undeveloped tracts from Residential to Commercial and Office, Research, Industrial. The 2012 Rezoning will be used as a base for the future land use plan in the forthcoming County Comprehensive Plan update.

Washington County Comprehensive Plan Update

Washington County has begun undertaking an update to its 2002 Comprehensive Plan. The new plan, Comprehensive Plan 2040, will contain the typical State mandated elements as well as some of the recommended elements including Economic Development, Housing, Environmental Resources, Agricultural Resources, and Historical/Cultural Resources. The Plan will also contain a Vision, Goals, and Objectives section that will outline how the Plan will be implemented.

The County kicked off Comprehensive Plan 2040 in 2015 and has been holding public input meetings in each of the county's municipalities. The County Planning Commission met the City Planning Commission in August 2015 to discuss both the County and City Comprehensive Plan updates as well as common goals and concerns, including stormwater management, adequacy of infrastructure (roads and schools), and the availability of water and wastewater resources to be able to handle countywide growth. County Staff is currently in the process of developing each of the Plan elements based upon the feedback received during their initial public information meetings. As the City and County continue to simultaneously develop their Plans, information is being shared between the two Staff agencies for review and comment. This information sharing provides a vital link between the two Plans.

Annexation Policy & Medium-Range Growth Area

In 2002, Hagerstown adopted an Annexation Policy requiring annexation or pre-annexation agreements as a prerequisite for the provision of water and wastewater service. 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 pre-annexation 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/pre-annexation 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/pre-annexation 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 1-21). The 2008 Comprehensive Plan established the Hagerstown Medium-Range Growth Area (MRGA), which established the limits of new city water and wastewater service and annexations through 2028. The Annexation Policy was amended in 2008 to be consistent with the Plan. *VisionHagerstown 2035* retains most of the 2008 MRGA with four significant realignments proposed (see Chapter 2, Growth Management and Land Use) and will establish the limits of city annexations through 2035.

Water and Wastewater Policy

The Water and Wastewater Policy, adopted on February 24, 2004 (and subsequently amended), states that Hagerstown will not provide new water and wastewater service outside of the Annexation Policy Area, except in specific circumstances. The 2008 amendments changed this to the MRGA and LRGA (2002 Urban Growth Area). These exceptions generally include cases where the non-municipal water system does not meet health and safety standards, cases where service extension would improve system-wide operations or efficiency, cases where pre-existing agreement exist, and vital economic development projects.

Sewer Capacity Allocation Program

As a result of a consent judgment with the Maryland Department of the Environment (MDE), the City adopted a Sewer Capacity Allocation Program (SCAP) to plan for future wastewater allocation in 2005. The SCAP program allows for 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 program also sets aside certain prescribed annual allocations for new development that gained development plan approval after January 12, 2005 or has not yet received plan approval. The SCAP awards allocation to new development on a first-come, first serve basis, and the City becomes committed to serve development once a final plat (residential) or site plan (non-residential) is approved. Even though the consent judgment has been lifted, the City continues to use SCAP to ensure that the Treatment Plant can adequately serve planned development moving forward. Since there has been a minimal amount of new residential and commercial development since 2008 and upgrades to the wastewater treatment plant (WWTP) have been completed, there has been little pressure on the SCAP in recent years.

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. The excise tax does not apply to Hagerstown's "redevelopment areas": land zoned CC-MU (City Center – Mixed Use) 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.

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. Following a period of very slow growth in the city and significant changes to the excise tax by the County, the Mayor & City Council repealed the City's APFO for schools on March 25, 2014.

Issues to be Addressed

VisionHagerstown 2035 identifies issues in each of its nine elements that will be addressed in the Plan. Figure 1-23 is a general summary of those issues.

Figure 1-23: Issues to be addressed in visionHagerstown 2035

Topic	Issue
Growth/ Annexation	<ul style="list-style-type: none"> The Medium-Range Growth Area (MRGA) adopted by the 2008 Plan does not capture areas where there is greater development potential while it includes other areas not likely to develop within the next 20 years due to lack of infrastructure.
Land use	<ul style="list-style-type: none"> Large amounts of undeveloped and underdeveloped land are not contributing enough to the city's economy. The current Future Land Use Plan has too great an emphasis for residential future land uses on vacant land – this is a result of the Economic and Housing Boom of the mid-2000s. The current Future Land Use Plan has many inconsistencies with City and County zoning, especially on large tracts of land targeted for business and industry by both jurisdictions.
Economic Development	<ul style="list-style-type: none"> City needs to attract higher wage employment. Concentration of poverty is an issue for the city.
Transportation and Traffic	<ul style="list-style-type: none"> Hagerstown's network of major roads is incomplete, with many missing or partially complete segments. Without upgrades, the existing road network will not be sufficient to accommodate future traffic in and around Hagerstown. The need to increase alternatives to the automobile (transit, bicycle routes, safe/ comfortable walking in some areas).
Housing and Neighborhoods	<ul style="list-style-type: none"> Low homeownership rate in the city. Concentration of lower value housing in some older city neighborhoods. City's poorer/older neighborhoods lack investment and improvement. Need to improve the image of and quality of life in existing neighborhoods.
Historic Preservation	<ul style="list-style-type: none"> Many historic buildings are not being utilized to their fullest extent. Although contrary to evidence, the historic district review process is perceived by some as a challenge to investment in historic districts.
Community Facilities	<ul style="list-style-type: none"> Need to ensure wastewater capacity for future growth. Need to ensure water supply capacity for future city growth. Expanded and relocated fire protection and emergency services are needed in order to adequately serve areas within the Medium Range Growth Area. Lack of school sites and facilities to meet growing enrollment needs Some residential areas lack neighborhood parks. Need for further progress in implementing greenway and trail recommendations.
Downtown	<ul style="list-style-type: none"> Revitalization of downtown is progressing but more needs to be done. City is not realizing sufficient outside tourism dollars at local/downtown businesses.
Fiscal health	<ul style="list-style-type: none"> Need increased tax base to be able to pay for the many necessary capital projects and program initiatives, including maintenance of City infrastructure (roads, parks, buildings). Incomplete infrastructure (e.g. roads), Backlog of CIP projects.

visionHagerstown 2035

Comprehensive Plan

Map 1-1: State-Recognized Priority Funding Areas



- Major Road
- Street
- Medium-Range Growth Area
- Corporate Boundary
- Priority Funding Area (PFA)
- PFA Comment Area

PFA Comment Area: Areas certified by the county as part of its Priority Funding Areas but do not meet the criteria in the 1997 Law for PFAs.



Map Projection: NAD83 State Plan Maryland FIPS (feet)

Data Sources:
City of Hagerstown, 2016; State of MD Imagery, 2014
Washington County, 2016

Prepared By:
Hagerstown Planning & Code Admin Dept, 7/30/15 (rev. 10/27/17)

