

Transportation

Introduction

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

Goals

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

Issues Addressed by this Element

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



Dual Highway (US Route 40)

Existing Transportation Network

Known as “Hub City,” Hagerstown has long served as a transportation center, first as a waypoint on the National Road—America’s first federally funded highway—and later as a railway node. Today, U.S. Routes 40 (the descendant of the National Road) and 11 intersect at the edge of downtown Hagerstown, and Interstates 70 and 81 skirt the southern and western edges of the city. The interstates provide a bypass around the city for long-distance travelers, including truck traffic, while the U.S. routes provide direct access to downtown Hagerstown. Other major roads,

such as Wilson Boulevard, Memorial Boulevard, Eastern Boulevard, and Northern Avenue provide a partial circuit around the city center for local traffic (see Map 5-1).

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

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

Livable Streets Initiative

Livable streets, or complete streets, are streets designed for and operated by multiple modes of transportation rather than just for automobiles. Complete streets enable safe access for automobiles, pedestrians, bicyclists, and transit riders for all ages and abilities. There is no “boilerplate” approach for complete streets – each street is unique and must respond to the context of the community. For example, a wide, lightly traveled street may not have a need for bicycle lanes, transit stops, and street/sidewalk separation; however, a more heavily traveled road may need to accommodate transit stops and buffer between the street and the sidewalk for safer pedestrian access. Also, since rights-of-way have limited widths, a street may not physically be able to offer all complete street amenities so choices are made as to what amenities are most important and appropriate for that specific street. A complete streets policy can be adopted by a municipality and be used to identify and prioritize improvements to make existing streets more complete while also establishing guidelines for making new streets complete. Elements of



An example of a livable street (Source: Streetmix)

complete street design often includes landscaping buffers that add separation and safety between pedestrians, bicyclists, and motorists – this could serve a dual purpose by also physically and aesthetically enhancing corridors that can make visiting Hagerstown more welcoming.

The City of Hagerstown worked with Sabra Wang, a transportation engineering consultant, to develop a Livable Streets Policy. The Policy and Guidelines were accepted by the Mayor

& City Council in March 2015 and will guide the future design and reconstruction of existing and future city streets with complete street attributes. Implementation of livable streets will be a priority of the city for the next 20 years as alternative transportation, such as bicycling, and accommodation of an aging, but active, population become more prevalent.

Public Transit

Transit service in the Hagerstown region is provided by the County Commuter service, operated by Washington County. The Central Transfer Facility for County Commuter is located on West Franklin Street in downtown Hagerstown. County Commuter has an annual ridership of over 400,000 and operates ten (10) routes that originate in downtown Hagerstown. Destinations for these routes include Valley Mall, Long Meadow Shopping Center, Williamsport, Maugansville, Hagerstown Regional Airport, Hagerstown Community College, Smithsburg, Premium Outlets, Funkstown, and the Centre at Hagerstown Shopping Center. The County Commuter's 2010 Transit Development Plan identifies the need to add more routes and identifies future transit stops. It is also important that bus shelters be provided for transit riders, and hours of operation be extended to better accommodate variable work schedules of people who use County Commuter. Map 5-4 illustrates the 2010 Transit Plan's recommended route re-alignments for the urban area with the Priority Funding Area, Medium Range Growth Area, and Long Range Growth Area also illustrated.

The nearest passenger rail facilities are the AMTRAK/MARC stations in Martinsburg and Frederick (the railroad lines that traverse Hagerstown are owned by CSX and Norfolk-Southern, and are used for freight operations).

The Maryland Transit Authority operates a commuter bus route from the park-and-ride lot at the I-70/MD Route 65 interchange to the Shady Grove Metrorail station. The Hagerstown region is served by several other park-and-ride lots, including several along I-70 (at US Route 40, MD Route 66, and MD Route 632), and a lot at the I-81/MD Route 58 interchange. These lots, along with the MTA park-and-ride lot, provide 599 spaces for commuters from the Hagerstown region and beyond.¹

Hagerstown Regional Airport provides commercial and private air travel for the four-state region. The Airport is shown on Map 5-1.

Bicycling

The City of Hagerstown promotes and facilitates bicycling as a safe, convenient and comfortable mode of transportation and recreation in Hagerstown. As interest in bicycling as a viable, alternative mode of transportation grows, the City continues to develop ways to integrate bicycles into its existing infrastructure to improve bicycle riding safety and create a multi-modal transportation system. The City has consistently been recognized for its efforts to promote bicycling in Hagerstown by the League of American Bicyclists, and



Bicyclists using multi-use path between Fairgrounds and Pangborn Parks

¹ Source: Maryland State Highway Administration, <http://www.sha.maryland.gov/pages/parkandridemaps.aspx?PageId=248&d=55>

received Bronze-level Bicycle Friendly Community status in 2014.

The City adopted a Bicycle Master Plan (BMP) in 2010. The BMP seeks to make Hagerstown bicycle friendly and promote bicycling by constructing a comprehensive network of bike lanes and routes. The BMP comprehensively evaluates the city and provides recommendations for an extensive bike network. This plan also emphasizes safety, education, and encouragement programs as key components of success.

An updated BMP was developed and adopted in 2016. The updated Plan, which was developed with assistance from Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) and its consultant, evaluates the city's existing bicycle environment and proposes a variety of recommendations over the next ten years to make Hagerstown more bicycle-friendly. These recommendations include physical improvements, such as bike lanes and paths, and policy initiatives like safety programs and bicycle events. The physical improvements recommended by the 2016 BMP are incorporated into *visionHagerstown 2035* and are generally shown on Map 5-2.

As of 2015, the city has designated 26 miles of bicycle routes (shown on Map 5-2). This includes 8.7 miles of on-street bicycle lanes, 6 miles of off-street multi-use paths, and 12 miles of "share the road" signage and pavement markings. The City has established the Hub City Bicycle Loop that provides a recreational bicycle route around the downtown and through adjacent neighborhoods. Additionally, Map 5-2 shows proposed future multi-use trails accessible to bicycling.

US Bicycle Route 11

Established by the American Association of State Highway and Transportation Officials (AASHTO) in 1978, the U.S. Bicycle Route System is a developing network of interstate long-distance cycling routes across the United States. The Bicycle Route System utilizes multiple types of infrastructure available from bicycling, including existing roads, off-road paths, and bicycle lanes. In 2014 the City worked with the Maryland Department of Transportation on designating US Bicycle Route 11 (not to be confused with US Route 11) through Hagerstown. The City recognizes the potential health, economic, and tourism benefits of having a U.S. Bicycle Route travel through the city. Map 5-2 shows the alignment of US Bicycle Route 11 through Hagerstown.

Pedestrian Access

Most city streets have sidewalks, although there are some areas where sidewalks are in poor condition or are missing altogether. Hagerstown generally requires new development and redevelopment to include sidewalks that connect to existing sidewalks, especially where continuous sidewalks facilitate access to parks and schools. Most portions of the Medium-Range Growth Area outside the city lack sidewalks. The City has placed a high priority on inter-jurisdictional construction and completion of sidewalk and pedestrian networks between the county and the city, specifically Dual Highway. Map 5-2 shows proposed future multi-use trails accessible to pedestrians. The City, State, and (HEPMPO) are assessing pedestrian safety issues

affecting Dual Highway (US Route 40) with the intended outcome of developing improvements to pedestrian safety along this corridor.

Future Transportation Needs

While Hagerstown's roads currently function well, projected increases in regional traffic volumes will have significant negative impacts on travel in and around Hagerstown. The Hagerstown/Eastern Panhandle Metropolitan Transportation Organization (HEPMPO) is the federally designated body responsible for preparing a Long Range Transportation Plan (LRTP) to assess transportation needs of the region that includes Washington County, Maryland and Berkeley and Jefferson Counties, West Virginia through the year 2040. *Direction 2040*, the long-range transportation plan update for the MPO, found that the Hagerstown/Eastern Panhandle region will experience a 32 percent increase in travel demand by 2040.² Unless steps are taken to add capacity to the regional road system by 2040, the entire Maryland portion of I-81 and I-70 from Frederick County to I-81 will both operate at Level of Service (LOS) E or F, characterized by extremely slow speeds and heavy congestion (LOS F indicates near-gridlock conditions).



Traffic on Interstate 81, south of Exit 6 (US 40)

Maintaining capacity on the interstates is critical for the long-term adequacy of Hagerstown's transportation system. Heavy congestion on the interstates will make Hagerstown's thoroughfares and local roads attractive alternative routes for regional through traffic. Specifically, the *Direction 2040* Long-Range Transportation Plan (LPRP) found that, if capacity is not added to the interstate system, Dual Highway, Eastern Boulevard, Northern Avenue, and much of U.S. Route 11 will operate at LOS E. This would encourage traffic to bypass congested interstates by using downtown streets, which, as a result, would operate at LOS E or F. To avoid these problems, the LRTP recommends a number of transportation upgrades, as listed in Tables 5-1 and 5-2 and shown in Map 5-3. It should be noted that, as of 2014, the vast majority of these projects are unfunded. Since the State has plans to add capacity to I-81, the City contends that the widening of US 11 is not necessary and also would not be feasible given site constraints within the city.

² Travel demand is measured by daily vehicle-miles of travel (VMT). Between 2014 and 2040, the LRTP estimates that regional travel will increase from 6,673,000 VMT to 10,537,000 VMT.

Figure 5-1: Transportation Projects Underway (Committed)

Key (Map 5-3)	Facility	Improvement	Segment
A.	Professional Blvd	Construct new road	Antietam Creek bridge to Robinwood Drive (excludes bridge)
B.	Southern Blvd, Phase I	Construct new road	Frederick St. (US Alt 40) to Villa Ridge Dr.
C.	Interstate 81	Reconstruct & Widen	Potomac River Bridge between MD and WV to Exit 1 (MD Route 63/68)
D.	Shawley Drive	Realignment	Realign intersection to Maugans Ave and Oliver Dr
E.	Eastern Blvd ¹	Widen to four lanes	MD Route 64 to Security Rd

Source: HEPMPO 2040 Long-Range Transportation Plan;

¹ 2015-2024 Washington County Capital Improvement Plan (CIP)

Figure 5-2: Recommended Long Range Transportation Improvements (Identified in the 2040 Long-Range Transportation Plan)

Key (Map 5-3)	Facility	Improvement	Segment
1	Interstate 81	Widen to six lanes	Entire length of Washington County
2	Interstate 70	Widen to six lanes	Frederick County line to Interstate 68
3	Halfway Blvd	Construct new four-lane divided arterial segment (with turn lanes)	Current terminus to MD Route 63
4	US Route 11	Widen to four lanes	Hagerstown city line to Williamsport
5	US Route 11	Widen to four lanes	Burhans Blvd N to Terminal Drive
6	US Route 40	Widen to six lanes	Eastern Blvd to Interstate 70
7	US Route 40	Widen to four lanes and intersection improvements	MD Route 63 to MD Route 144
8	MD Route 65	Widen to four lanes	Poffenberger Road to MD Route 68
9	Southern Blvd, Phase II	Construct new road	Edgewood Drive to Frederick Street
10	MD Route 63	Widen to four lanes	Interstate 70 to US Route 40
11	Paul Smith Blvd	Construct new road	U.S. Route 40 to U.S. Alt 40
12	Robinwood Drive N	Construct new road	Realign from Hagerstown Community College to MD Route 64
13	MD Route 60	Widen to four lanes	Marsh Pike to Longmeadow Road
14	MD Route 64	Reconstruction	Eastern Blvd to Little Antietam Road
15	MD Route 65	Widen to five lanes	Interstate 70 to Poffenberger Road

**Figure 5-2: Recommended Long Range Transportation Improvements
(Identified in the 2040 Long-Range Transportation Plan)**

Key (Map 5-3)	Facility	Improvement	Segment
16	Eastern Blvd Ext.	Construct new road	Antietam Drive to MD Route 60
17	Longmeadow Road	Widen to five lanes	Halifax Drive to MD Route 60
18	Marsh Pike	Widen to five lanes & Signalization	MD Route 60 to Longmeadow Road
19	New Gate Blvd	Construct new road	Current terminus to US Route 40
20	MD Route 65	Widen to four lanes	Interstate 70 to Wilson Blvd
21	Maugans Ave	Widen to three lanes	Interstate 81 to Main Street
22	Maugans Ave	Construct new road	Main Street to Garden View Road
23	Poffenberger Road	Widen to three lanes	MD Route 65 to US Alt 40
24	Crayton Blvd	Construct new road	Current terminus to Showalter Road
25	Northwest Connector	Construct new road	Haven Road to Salem Ave
26	Showalter Road	Widen to four lanes	Interstate 81 to US Route 11
27	MD Route 60	Reconstruction	Cortland Drive to Marsh Pike
28	E. Oak Ridge Drive & South Pointe Drive	Signalization	Intersection of E. Oak Ridge Drive, South Pointe Drive, and Oakmont Drive
29	Haven Road	Reconstruction	US Route 11 to end
30	Edgewood Drive	Widen to four lanes	Haywood Cir to Howell Rd
31	US Alt 40	Reconstruction	Funkstown to MD Route 68
Locally-Identified Projects Not Included in 2040 LRTP			
32	Eastern Boulevard	Widen to four lanes	Security Road to Antietam Drive

Source: HEPMPO 2040 Long-Range Transportation Plan, Washington County 2015-2024 Capital Improvement Plan (CIP)

Among the projects shown in Tables 5-1 and 5-2, the MPO 2040 Long-Range Transportation Plan lists the following committed road projects around the city and in the MRGA.

Current Projects (underway or soon to be underway as of 2017):

- Southern Boulevard Phase I – from Frederick Street (US Alt 40) to Villa Ridge Dr.
- Eastern Boulevard widening from Jefferson Boulevard to Security Road
- Eastern Boulevard widening from Security Road to Antietam Drive near YMCA

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

- Construction of Northwest Connector from New Haven Road to Salem Avenue
- Extension of Professional Court to Meritus Medical Center and Hagerstown Community College

- Construction of Paul Smith Blvd

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

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

Those road improvement projects recommended in Figures 5-1 and 5-2 that are located within the city (#5, 6, 11, 20, 25, 29, and 30) will be coordinated by the City or in some cases, the County or State. Since the added capacity needs for those projects are mostly generated by new development, the City anticipates construction to occur in concert with private development projects with funding by the developer. Timeframes for those projects are dependent upon the timing of private development on the vacant tracts along those routes. The balance of the recommended projects in Figures 5-1 and 5-2 are located outside the city and as such the planning and oversight of those projects will be by Washington County and/or the State of Maryland. Additional detail on the timing and funding plans for these roads is outlined in the *Direction 2040* Long Range Transportation Plan.

Transportation Policies

- Policy 5-1.** The Plan recommends completion of the Long Range Transportation Plan projects and City-identified projects listed in Figures 5-1 and 5-2, and shown in Map 5-3.
- Policy 5-2.** The City of Hagerstown will work with Washington County, the Towns, the State of Maryland, and Hagerstown Eastern Panhandle Metropolitan Planning Organization (HEPMPO) to pursue the timely completion of selected projects that facilitate traffic movement around the city’s periphery. Specific projects are:
- Widening of I-81 and I-70.
 - Widening and extension of Eastern Boulevard from MD Route 60 to MD Route 64.
 - Construction of Southern Boulevard
 - Construction of the Northwest Connector
- Policy 5-3.** Transportation improvements will support the *visionHagerstown 2035’s* growth management and land use goals.
- Policy 5-4.** Desired alignments for new roads will be identified in advance of new development, and developer participation will be sought.
- Policy 5-5.** The City should review and evaluate the Curb and Sidewalks Policy periodically and update as necessary.
- Policy 5-6.** The City encourages alternatives to automobile travel, specifically:
- Expansion of the County Commuter system, including extending hours of operation
 - Inclusion of sidewalks and pedestrian paths as part of new development, and
 - The establishment of bicycle routes on existing and new city streets.
- Policy 5-7.** Continue to encourage ride-sharing by maintaining existing park-and-ride lots, and by developing new park-and-ride lots as necessary.

Transportation Implementation Actions

- Action 5-1.** Work with Washington County, the towns, the State of Maryland, and the HEPMPO to complete the transportation improvements identified in this Comprehensive Plan. In particular, review and comment on the annual City and County Improvement Programs (CIPs) and the State Consolidated Transportation Program as they relate to furthering objectives of this plan.
- Action 5-2.** Work with Washington County to review County Commuter bus service, to evaluate the adequacy of existing routes, adequacy of bicycling features at stations and on buses, transit information, and bus shelters in light of the Growth Management and Land Use element of *visionHagerstown 2035*.
- Action 5-3.** Work with the Maryland Transit Authority to evaluate the need for expanded commuter bus service and additional commuter bus stops in Hagerstown, making existing stops bicycle and pedestrian friendly and making new stops multi-modal (accessible to roads, sidewalks, and multi-use paths)
- Action 5-4.** Expand the city's pedestrian and bicycle infrastructure by considering the following improvements:
- Develop a new walking path/greenway along Antietam Creek (see Map 5-2 or 9-4).
 - Develop east-west bicycle-friendly routes through downtown using existing alley system
 - Develop a continuous multi-use path along Memorial Blvd and Marsh Run from City Park to Municipal Stadium
 - Work with Washington County and the State to develop a multi-use path from City Park along CSX right-of-way and former B&O right-of-way to connect Hagerstown to C&O Towpath in southern Washington County
 - Reserve right-of-way on new or expanded roads for bicycle lanes.
 - Should rail lines be retired from service by the railroads, explore re-use opportunities for pedestrian and bicycle paths.
 - Implement the City's Livable Streets Initiative as new streets are constructed or when existing streets are repaved/reconstructed
- Action 5-5.** Investigate the feasibility of alternate funding sources for transportation projects, such as development impact fees and assessment districts, as well as increased State and Federal aid.

- Action 5-6.** Continue to require new development and redevelopment to include interconnected street networks and sidewalks that connect to existing sidewalks, especially where continuous sidewalks facilitate access to parks and schools.
- Action 5-7.** Work with Washington County and State of Maryland to implement pedestrian safety recommendations for the Dual Highway and at challenging intersections in the study area.

visionHagerstown 2035

Comprehensive Plan

Map 5-1: Existing Road, Rail, and Air Network



- Corporate Boundary
- Medium Range Growth Area
- Other Municipality
- Transportation**
- Interstates
- Major Thoroughfares
- Local Street
- Railroads
- County Commuter Transfer Station
- Hagerstown Regional Airport

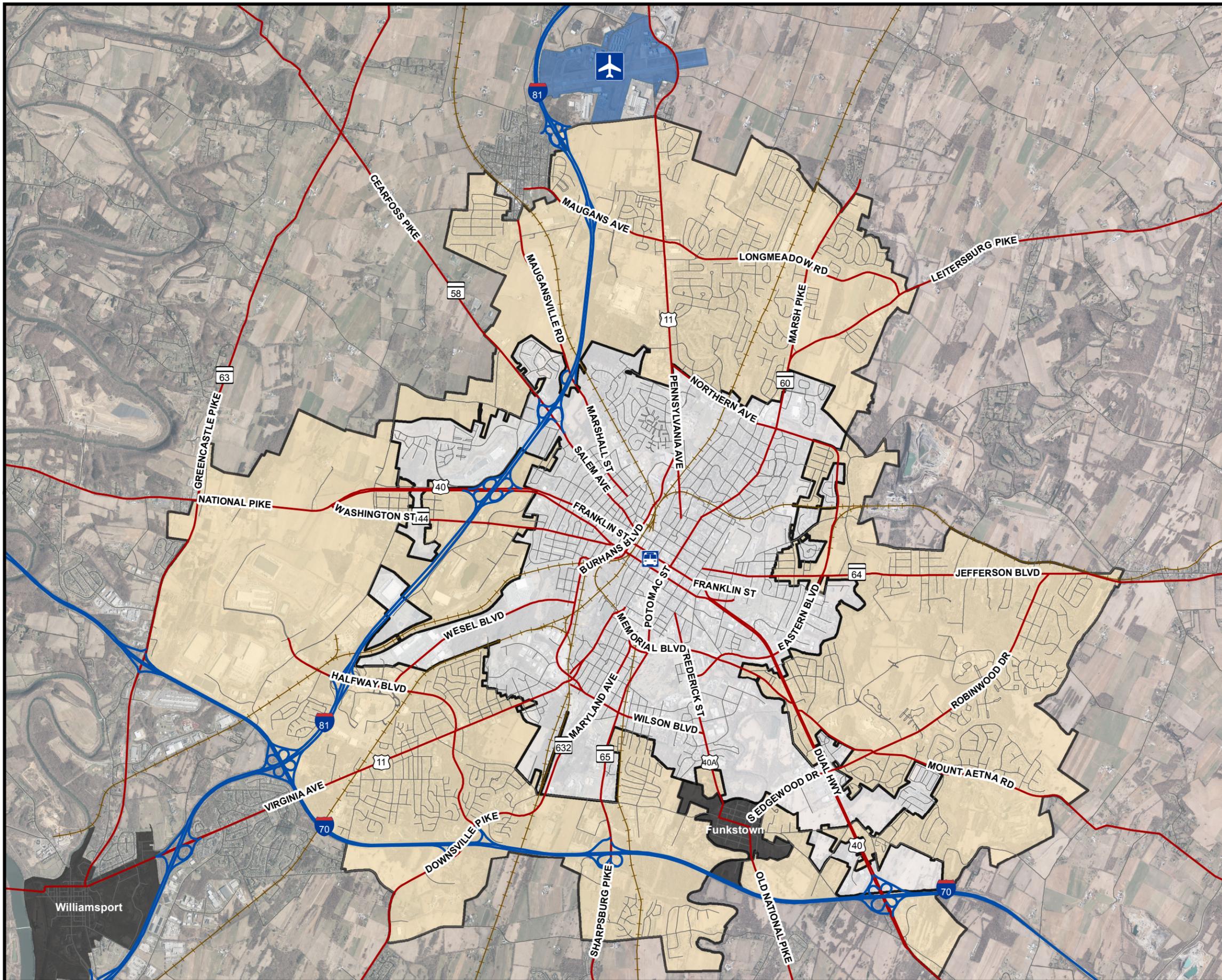
Downtown Thoroughfares



Map Projection: NAD83 State Plan Maryland FIPS (feet)

Data Sources:
 City of Hagerstown, 2015; State of MD Imagery, 2014
 Washington County, 2007

Prepared By:
 Hagerstown Planning & Code Admin Dept, 06/08/17, (rev. 10/27/17)

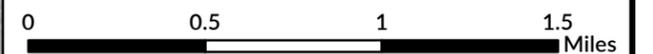
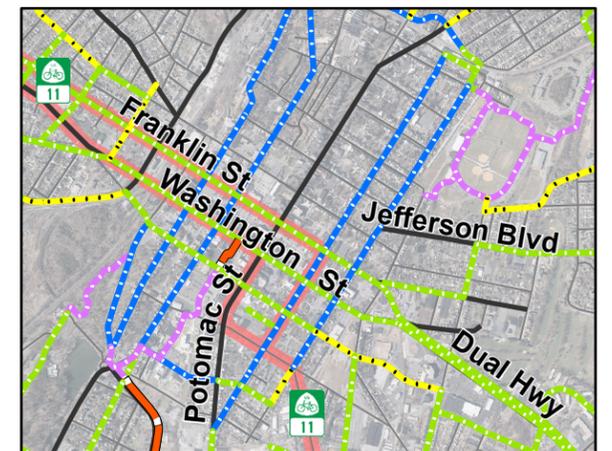


Map 5-2:
Bicycle Infrastructure
Existing and Planned



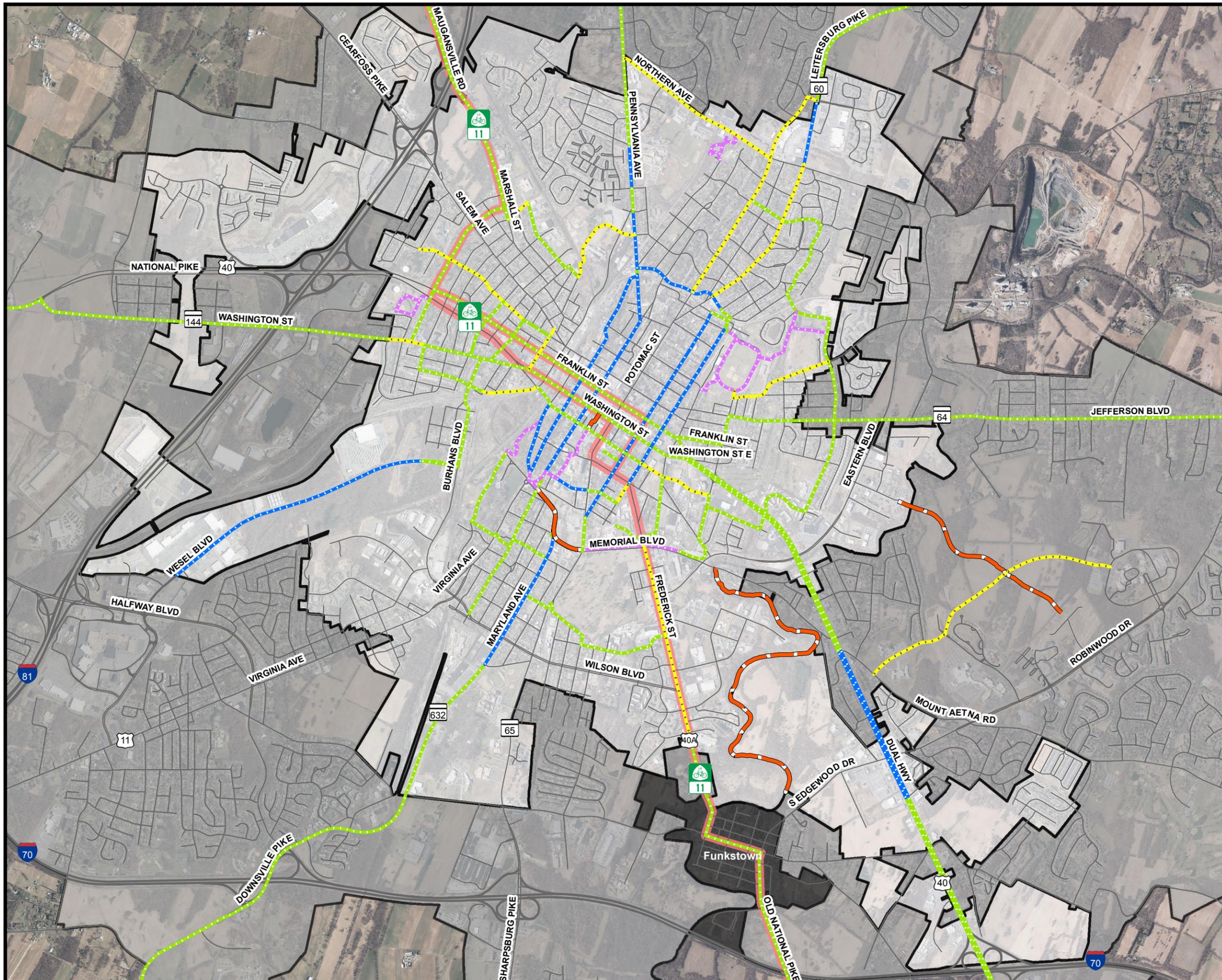
- Street
- Corporate Boundary
- Medium Range Growth Area
- Route Type**
- Existing Shared-Use Path
- Existing On-Street Bike Lane
- Bicycle-Friendly Route
- Proposed Shared-Use Path
- Proposed Bike Lane
- US Bicycle Route 11 Alignment

Downtown Thoroughfares



Map Projection: NAD83 State Plan Maryland FIPS (feet)
Data Sources:
City of Hagerstown, 2017; State of MD Imagery, 2014
Washington County, 2016

Prepared By: Hagerstown Planning & Code Admin Dept, 01/27/17



visionHagerstown 2035

Comprehensive Plan

Map 5-4: Recommended Re-Alignment of Urban Transit Route Service



- Major Road
 - Street
 - Corporate Boundary
 - Medium-Range Growth Area (MRGA)
 - Long-Range Growth Area (LRGA)
 - Priority Funding Area (PFA)
 - PFA Comment Area
 - Transfer Points
- Recommended Urban Transit Routes**
- Route 1
 - Route 5
 - Route 2
 - Route 6
 - Route 3
 - Route 7
 - Route 4
 - Hopewell Express

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, 2017; State of MD Imagery, 2014
Washington County, 2017

Prepared By:
C. Wren, Hagerstown Planning & Code Admin Dept, 11/6/17

