

## **ADOPTION RESOLUTION**

Town of Boonsboro, Maryland

RESOLUTION 97-04

WHEREAS, Article 66B of the Annotated Code of Maryland empowers local municipalities to provide for the orderly growth and development of their respective jurisdictions; AND

WHEREAS, the Town of Boonsboro Mayor and Council, in conjunction with the Town of Boonsboro Planning Commission, have recently completed an update and revision of their Comprehensive Plan.

NOW THEREFORE, BE IT RESOLVED, by the Mayor and Council of the Town of Boonsboro, Maryland that the document known as "Comprehensive Development Plan for the Town of Boonsboro, Maryland" is hereby adopted and to be placed into effect the 23th day of June, 1997.

Charles. F. Kauffman, Jr., Mayor

ATTEST:

Barbara Rodenhiser, Town Clerk

This Comprehensive Development Plan for the Town of Boonsboro is designed to guide the physical development of the Town of Boonsboro pursuant to the provisions of Article 66B of the Annotated Code of Maryland. The Plan is recommended to the Mayor and Town Council for adoption by resolution of the Boonsboro Planning Commission on May 27, 1997 after a duly advertised public hearing conducted on May 20, 1997.

Robert L. Snyder, Chairman  
Boonsboro Planning Commission

ATTEST:

Richard W. Gross, Secretary

COMPREHENSIVE DEVELOPMENT PLAN FOR THE TOWN OF  
BOONSBORO, MARYLAND

BOONSBORO PLANNING COMMISSION

and the

BOONSBORO MAYOR AND COUNCIL

TOWN OF BOONSBORO

Charles F. Kauffman, Jr., Mayor  
Howard W. Long, Assistant Mayor  
Kevin M. Chambers  
Richard W. Gross  
Raymond D. Grove  
Richard E. Hawkins, Sr.  
Gene W. Smith

BOONSBORO MUNICIPAL PLANNING COMMISSION

Robert L. Snyder, Chairman  
David E. Ambrose, Vice Chairman  
Richard W. Gross, Council Representative  
Julie S. Green  
Jeffery B. Harrison  
Peggy E. Mark  
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Eldon A. Jones, Town Manager

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Technical Assistance Provided by the

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## PREFACE

The Boonsboro Comprehensive Plan was last updated in 1990-1991 and adopted by the Mayor and Council on August 5, 1991. The Maryland Office of Planning was requested to help the Planning Commission and Town Council update its 1975 Plan due to growth-related issues and problems facing the Town in the near future.

The 1996-97 Update of the Boonsboro Comprehensive Plan was mandated via the Maryland Economic Growth, Resource Protection and Planning Act of 1992 henceforth referred to as the 'Planning Act of 1992'. The Town of Boonsboro receives its authority and guidance for planning and zoning from the State of Maryland through enabling legislation know as Article 66B. Article 66B specifies areas that a comprehensive plan should address to provide for orderly and economical growth of a community. The Planning Act of 1992 added several new requirements for local government comprehensive plans. The new requirements of Article 66B are as follows:

### Section 3.05(a)(1)(iii)

The transportation plan element shall also provide for bicycle and pedestrian access and travelways. An estimate of the probable utilization of any proposed improvements shall be included.

### Section 3.05(a)(1)(vi)

1. Streamlined review of applications for development, including permit review and subdivision plat review within the areas designated for growth in the plan;
2. The use of flexible development regulations to promote innovative and cost-saving site design and protect the environment; and
3. Economic development in areas designated for growth in the plan through the use of innovative techniques.

### Section 3.05(a)(1)(viii)

A Sensitive Area element that contains goals, objectives, principles, policies, and standards designed to protect, from the adverse effects of development, sensitive areas, including the following:

1. Streams and their buffers;
2. 100-Year Floodplains;
3. Habitats of Threatened and endangered Species; and
4. Steep slopes

### Section 3.05(a)(2)

The sensitive areas element adopted under paragraph (1)(viii) of this subsection may also include other areas in need of special protection, as determined in the local plan.

### Section 3.06(b)

In addition to the requirements of subsection (a) of this section, the Commission shall implement the following "Visions" through the plan described in 3.05 of the Article:

1. Development is concentrated in suitable area;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resource areas are protected;
4. Stewardship of the Chesapeake Bay and the Land is a universal ethic;
5. Conservation of resources, including a reduction in resource consumption, is practiced;
6. To assure the achievement of paragraphs (1) through (5) of this subsection, economic growth is encouraged and regulatory mechanisms are streamlined; and
7. Funding mechanisms are addressed to achieve these visions.

#### Section 3.06(c)

1. Except as provided in paragraph (2) of this subsection, the authority to adopt regulations concerning the implementation of subsection (B) of the section in a plan shall be vested solely in the legislative Body of the jurisdiction that has adopted the plan.

2. This subsection does not limit the Office of Planning, the State Economic Growth, Resource Protection, and Planning Commission, or any subcommittee of the Commission, from exercising any authority granted under the State Finance and Procurement Article.

In addition to addressing the State mandates, the 1996-97 Update provides the Town with an opportunity to update background data (Part I) and to make revisions and additions to the goals, objectives, and recommendations to the Comprehensive Plan (Part II) outlined in the 1991 Plan. The update to Part I and II of the Plan, other than those required by the Planning Act of 1992, are the result of reflecting upon accomplishments by the public and private sector and the re-evaluation of the Town's goals resulting from changes in philosophy and environs that have occurred over the past five years. Changes in most of the goals of the Town's comprehensive plan will be subtle in many instances as the Visions are not a new concept. The inclusion of the Visions offers an opportunity to enhance the Plan in areas previously only touched upon in a broad sense.

## HISTORICAL INFLUENCE

### PAST AND PRESENT

Boonsboro is a town steeped in history and yet stalked by the future.

This historic old Western Maryland municipality began as a small settlement in the late 1700's and was incorporated 1831.

The completion of the National Pike (now U.S. 40 Alternate) to Boonsboro in 1810 at the terminus of Shepherdstown Pike (now Maryland Route 34) gave the Town the beginnings of a regional

accessibility that made it a major commercial center. Other major roads were subsequently built both to and near the Town and these became a network of major highways; I-70, U.S. 40, and Maryland routes 66, 67, and 68 that make Boonsboro accessible to a wide variety of local and regional population and employment centers.

This accessibility combines with rural charm. Situated at the foot of South Mountain, Boonsboro is surrounded mostly, even today, by a picturesque countryside that in many ways has changed little in appearance over the decades.

These attributes have always combined to make Boonsboro a very desirable place to live. It grew steadily if unspectacularly for many years. However, this growth has quickened in recent decades as the result of expansions in regional employment opportunity and road improvements such as the construction of I-70. The Town's population rose from 1,410 in 1970 to 2,445 in 1990 and there is accelerating interest in this formerly isolated rural community. The owners of hundreds of acres want to become part of Boonsboro.

Watching these trends and realizing the growth-related issues and problems that will result, the Town with the assistance of the Maryland Office of Planning updated its Comprehensive Plan in 1991. The Planning Commission and Town Council also became associated with the Washington County Town Planner Assistance Program in late 1991 to address the challenges of the 1990's and beyond. The Town Planner assists the Town in current planning ie. development review and is responsible for coordination of the Town's comprehensive planning effort. The Mayor and Council, Planning Commission and Utilities Commission are the major entities of the local government which formulates present and future plans to prepare for future growth as it strives to preserve its small town character and charm.

The background studies portray Boonsboro as it is, an historic rural town facing growth pressures which could triple its current population; a town struggling to upgrade its services in time to meet the demand posed by this coming population tide; an old downtown commercial core that faces potentially disastrous competition from the inevitable rise of new commercial nodes on the Town's outskirts.

Boonsboro's citizens are aware of these things but, at the moment, are more concerned with solving the more visible and immediate problems posed by a commuter traffic-clogged Main Street, adequate public facilities (namely water), and a lack of downtown parking. The Town, as reflected in the plan, strongly supports the construction of a major collector connecting MD67 and MD68 west of Town. The major collector is being designed to serve expected growth west of Town and

divert some commuter traffic off of Main Street. The Town has also made significant improvements in the areas of water and sewerage facilities and downtown parking.

Such actions address these visible problems. However, in themselves, they are woefully incomplete in confronting the full array of challenges presented by urbanizing pressures which even now are enveloping Boonsboro and pulling it rapidly from its rural past toward the 21st century. Therefore the Plan's scope must stretch far beyond simply proposing a few miles of highway and other common infrastructure improvements. It must also consider a broad spectrum of often confusing land use, social and economic issues and environmental preservation some of which can be only dimly seen on the horizon. Nevertheless we must begin addressing these issues or they will someday become problems.

The plan portion of this document addresses these issues on a broad front, as it must. Now is the time to craft a strategy for the proper use of the vast acreage which will someday be part of Boonsboro. Now is the time to plan the roads, sewerage, and water supplies needed to serve those who will live and work in Boonsboro. Now is the time to examine how the rich and expanding tourism potential of the region can be used to the Town's advantage. Now is the time to pull together and to develop a common downtown vision not only merely to preserve a historical "center piece" but to enhance the prosperity of a vital economic resource.

## **PART I**

# **BACKGROUND STUDIES**

## POPULATION

### PAST AND PRESENT GROWTH TRENDS

In the 40 years between 1930 and 1970 Boonsboro grew steadily. As the 1970's began, its population was fourth largest among towns in Washington County. From 1970-1990 however, Boonsboro became the fastest growing town in the County in terms of absolute numbers. During that period, its population grew by 1,035, an increase of 73.4%. By 1990, Boonsboro's population of 2,445 ranked only behind that of Hagerstown. Smithsburg was the only town that had a faster growth rate which was 82% for the previous two decades.

The County's designation of Boonsboro as a growth area in 1985 and subsequent growth pressures around the Town indicate that it will continue to experience significant future growth.

#### TOTAL POPULATION BY DECADE, 1930-1990

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
BOONSBORO	894	938	1,071	1,211	1,410	1,908	2,445
Clear Spring	539	500	558	488	499	477	415
Funkstown	700	798	879	968	1,051	1,103	1,136
Hagerstown	30,861	32,491	32,260	36,660	35,862	34,132	35,306
Hancock	974	940	963	2,004	1,832	1,887	1,926
Keedysville	393	404	417	433	431	476	464
Sharpsburg	818	834	866	861	833	721	659
Smithsburg	598	619	641	586	671	833	1,221
Williamsport	1,755	1,772	1,890	1,853	2,270	2,153	2,103

Source: U.S. Bureau of the Census

PERCENT OF POPULATION CHANGE BY DECADE, 1930-1990

	<u>1930-40</u>	<u>1940-50</u>	<u>1950-60</u>	<u>1960-70</u>	<u>1970-80</u>	<u>1980-90</u>
Maryland	11.6	28.6	32.3	26.5	7.5	13.4
Washington County	6.0	14.6	15.6	13.8	8.9	7.3
BOONSBORO	4.9	14.2	13.1	16.4	35.3	28.1
Clear Spring	-7.2	11.6	-12.6	2.3	-4.4	-13.0
Funkstown	14.0	10.2	10.1	8.6	4.9	3.0
Hagerstown	5.2	-0.7	13.6	-2.2	-5.1	3.4
Hancock	-0.7	2.4	108.1	-8.6	3.0	2.1
Keedysville	2.8	3.2	3.8	-0.5	10.4	-2.5
Sharpsburg	2.0	3.8	-0.6	-3.3	-13.4	-8.6
Smithsburg	3.5	3.6	-8.6	14.5	24.1	46.6
Williamsport	-0.2	6.6	-2.0	22.5	-5.2	-2.3

**AGE COMPOSITION**

Analysis of a town's age composition helps in forming plans and policies for providing such facilities and services as schools, recreation, transportation, and health care. It also helps the town anticipate future needs regarding housing and employment. The age structure of Boonsboro's population and the long-range trends in total population are thus important considerations.

In general, Boonsboro, in 1990, had a higher percentage of older persons than did most towns in Washington County. This trend began during 1970-1980 when the number of persons aged 65 and over increased as a percentage of the Town's population from 11.8 to 19.1 percent. This population trend continued during the 1980-1990 decade as the number of persons over 65 increased from 364 to 482. This age group constituted 19.7 percent of the 1990 population. A major reason for the large number of older persons in Boonsboro however is probably the presence of Reeders' Memorial Home for the elderly.

The 17 and under portion of the Town's 1990 population remained approximately the same as the previous decade. This age group constituted 23.0 percent of the 1990 population. This reversed a previous downward trend when the 17 and under age group decreased from 30.5 to 23.1 percent in the 1970-1980 decade.

**POPULATION BY AGE AND SEX, BOONSBORO - 1990**

<u>Age (Years)</u>	<u>Total</u>	<u>Males</u>	<u>Females</u>
Under 5 years		71	85
5		18	22
6		16	15
7 - 9		58	58
10-13		69	61
14		14	13
15		9	14
16		8	9
17		13	8
18		15	11
19		15	17
20		7	17
21		23	10
22-24		35	37
25-34		203	238
35-44		168	150
45-54		104	114
55-59		45	74
60-61		21	27
62-64		44	37
65-74		67	110
75 and over		80	225
TOTAL		1090	1,355

Source: U.S. Bureau of the Census

PERCENT OF POPULATION BY AGE, 1990

	<u>Under 5</u>	<u>5-17</u>	<u>18-24</u>	<u>25-44</u>	<u>45-64</u>	<u>65 &amp; Over</u>
Washington County	6.7	16.0	10.6	32.8	20.1	13.8

BOONSBORO	6.4	16.6	7.2	31.0	19.1	19.7
Clear Spring	3.6	14.5	14.2	30.6	18.1	19.0
Funkstown	8.2	13.4	10.9	34.9	19.7	12.9
Hancock 8.5	18.6	11.9	26.5	19.6	14.9	
Keedysville	6.3	20.3	7.5	33.8	17.0	15.1
Sharpsburg	5.6	15.9	10.0	31.6	20.2	16.7
Smithsburg	7.9	21.8	9.9	30.9	18.6	10.9
Williamsport	5.8	13.5	9.3	29.7	22.3	19.4

MEDIAN AGE OF POPULATION, 1990

Washington County	34.4
BOONSBORO	36.2
Funkstown	32.6
Hancock	33.2
Smithsburg	31.5
Williamsport	38.6

DEPENDENCY RATIO, 1990

	<u>"Dependent" Ages (Under 18, over 65)</u>	<u>"Productive Ages" 18-64</u>
Washington County	36.5	63.5
BOONSBORO	42.7	57.3
Clear Spring	37.1	62.9
Funkstown	34.5	65.5
Hancock	42.1	57.9
Keedysville	41.6	58.4
Sharpsburg	38.2	61.8
Smithsburg	40.5	59.5
Williamsport	38.6	61.4

Source: U.S. Bureau of the Census

However, an examination of the data also shows that the Town has a lower proportion of persons in the childbearing years than do most other towns in the County. A possible cause could be an out-migration of younger persons to look for job opportunities elsewhere.

Boonsboro also has a higher "dependency ratio" than do most other Washington County towns and the County as a whole. This ratio is computed by combining the percentages of persons in the relatively "dependent" ages of 1-17 and 65 and over. In Boonsboro, this high ratio primarily reflects the predominance of persons 17 and under.

Children and adolescents ordinarily are not a significant factor in a community's labor force. In an economic sense, they are more dependent for necessities than productive in their own right. Likewise, senior citizens generally can and do enjoy their earned right to retire from the compelling need to be economically productive. Boonsboro has a higher ratio of dependents (42.7) than most of the towns surveyed. Again, this figure is a result of the larger number of children rather than senior citizens. The high median age also indicates a significant amount of elderly.

These relationships are not absolute, but it is generally true that the young and the elderly depend upon the labor of the remaining population (ages 18-64) to provide the services and the income they need for their support. This need extends beyond economics to include physical facilities such as schools, health care, and public transportation.

Accordingly, it is appropriate to consider the balance between the relatively productive and the relatively dependent segments of the population to assure that the needs of the latter do not overwhelm the resources of the former.

## **HOUSING**

### **Housing Demand**

Knowing that housing demand varies with age, income, household size and composition, it should be possible to examine these characteristics of the population and estimate housing demand. Unfortunately, age is the only relevant factor for which data are available. Thus, this study shows only the approximate relative need for various housing types as correlated with the Town's present age structure. Generally however, many of Boonsboro's newer residents are young families and

workers who prefer the small-town environment but commute to Baltimore, Washington, D.C. and Frederick. Their taste in housing runs toward the detached single family homes constructed in Town within the past ten years.

However, multi-family units have been constructed in recent years. One of these is a clustered complex for the elderly consisting of 32 ground-level units on the old middle school site. Additional multi-family development is being considered on a parcel recently annexed into the Town.

AGE DISTRIBUTION AND HOUSING DEMAND, BOONSBORO - 1990

<u>Age</u>	<u>No. of Persons</u>	<u>Percent</u>	<u>Age Characteristics</u>	<u>Housing Demand Characteristics</u>
Under 5	156	6.4	Dependents of family starters	Apartments, mobile homes, townhouses, duplexes
5-17	405	16.6	Dependents of young adults and families	Single-family homes, apartments
18-24	177	7.2	Young adults and family starters	Apartments, mobile homes, small single-family homes
25-34	441	18.0	Family starters and middle families	Townhouses, duplexes, single-family homes
35-44	318	13.0	Middle families	Single-family homes
45-64	466	19.1	Empty nesters	Townhouses, apartments, single-family homes
Over 64	482	19.7	Senior citizens	Apartments, small single-family homes, duplexes

Source: U.S. Bureau of the Census and previous charts

Housing Characteristics

The quality of housing in Boonsboro is excellent overall, especially when compared with other towns in the County. In terms of measures such as mean number of rooms, overcrowding, vacancy rate and average value, the Town's housing stock rates better than average.

The following table shows that Boonsboro has the County's lowest proportion of overcrowded housing (houses averaging more than 1.01 persons per room). The data also indicate the highest percentage (73.8 percent) of home ownership in County. This high percentage shows a good degree of residential stability and longevity among townspeople. It is also consistent with the general high quality of maintenance that is readily observable and the low percentage of sub-standard conditions throughout the Town. In recent years the Town has experienced numerous complete renovation projects of older homes that had fallen into serious disrepair. The rehabilitation projects have supplemented new single family construction and have added to the overall quality of the housing stock.

Also shown are some characteristics of the renter occupied units in Boonsboro. Considering the probable quality of the majority of the units, the median rental (\$ 285\month) is affordable relative to the average size (4.7 rooms) of the housing units. The low vacancy rate and low number of rental units (231 or 26.4% of the housing units) indicate a shortage of rental units which will ultimately result in increasing rents.

CHARACTERISTICS OF OCCUPIED HOUSING UNITS, 1990

	<u>Total Occupied Units</u>	<u>Owner-Occupied Number Percent</u>	<u>Renter-Occupied Number Percent</u>	<u>"Crowded" (See Note) Number Percent</u>
Washington Co.	44,762	28,577 63.8	16,185 36.2	556 1.2
BOONSBORO	875	644 73.8	231 26.4	4 0.5
Hancock	781	415 53.1	366 46.9	9 2.0
Smithsburg	457	290 63.9	167 36.5	19 2.4
Williamsport	944	401 42.5	543 57.5	13 1.4

Source: U.S. Bureau of the Census

Note: More than one person per room

CHARACTERISTICS OF OWNER-OCCUPIED HOUSING UNITS, 1990

	<u>Persons Per Unit</u>	<u>Vacancy Rate</u>	<u>Means No. of Rooms</u>	<u>Value \$</u>
Washington County	2.62	1.3	6.4	\$83,000
BOONSBORO	2.66	0.3	6.5	\$88,800
Hancock	2.50	0.7	6.0	\$53,400
Smithsburg	2.76	1.7	6.7	\$80,200
Williamsport	2.61	1.0	6.4	\$72,200

Source: U.S. Bureau of the Census

CHARACTERISTICS OF RENTER-OCCUPIED HOUSING UNITS, 1990

	<u>Persons Per Unit</u>	<u>Vacancy Rate</u>	<u>Means No. of Rooms</u>	<u>Median Rent</u>
Washington County	2.38	5.4	4.6	\$297
BOONSBORO	2.30	3.3	4.7	\$285
Hancock	2.43	8.7	4.3	\$230
Smithsburg	2.53	3.5	4.4	\$238
Williamsport	1.94	2.7	4.3	\$315

Source: U.S. Bureau of the Census

The preceding tables also identify additional characteristics of the Town's housing stock. The Town's homes are slightly larger in terms of the number of rooms than in other towns or the County in general when examining owner and renter occupied housing units. Given the historic nature of Boonsboro, this represents the heritage of many large older residences and the tendency of new home construction to be somewhat "upscale" or larger in size. This larger mean size correlates with relatively high median value. Land and housing costs have escalated in the past years to double the 1980 median value, keeping pace with the national trend of rising prices. In addition, the extremely low vacancy rate indicates a vibrant housing stock which is being subjected to housing demand overriding the supply and thus resulting in upward price pressures.

## **EMPLOYMENT CHARACTERISTICS**

An examination of employment data from the 1990 Census indicates that Boonsboro's work force had a much larger percentage employment in the manufacturing and construction sectors (30.3) than the State (18.2). This proportion is consistent with that of Western Maryland where dependence on these types of jobs is greater than for the State as a whole. However, heavy layoffs at the Hagerstown-based Fairchild and Mack Truck companies in the early 1980's probably reduced this percentage as the affected workers changed jobs. The closure of the Boonsboro Londontown facility could cause further reduction in this employment sector.

The Town in 1990 compared favorably to the State in percentage of professional workers in fields such as education and health. A total of 22.8 percent of its work force was employed in professional areas as compared with 25.8 percent for the State as a whole. On the other hand, only 19.8 percent of Washington County's workers were employed in professional sectors. The relatively high percentage of health and education professionals in Boonsboro's work force can be at least partially explained by the availability of local jobs at the Boonsboro Educational Complex and the Reeder's Memorial Home.

Boonsboro's heavy emphasis on manufacturing and other blue collar jobs in the late 1970 - 1980's was reduced by 50% as the number of operators, fabricators, and laborers represented only 12.9% of the employment when examined by occupational categories. The remaining occupational categories as reported by the Bureau of the Census in 1990 remained relatively unchanged, plus or minus 2 %, with the exception of precision production, craft, and repair which increased from 10.9 to 19.5 percent.

EMPLOYMENT BY INDUSTRY

	<u>Boonsboro</u>		<u>Washington County</u>	<u>State</u>
	<u>Number</u>	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
Construction	167	14.8	10.6	7.9
Manufacturing	174	15.5	18.0	10.3
Durable Goods	91	8.1	10.4	5.8
Nondurable Goods	83	7.4	7.6	4.5
Transportation	22	2.0	4.5	4.3
Communication and Other				
Public Utilities	37	3.3	3.2	2.8
Trade	174	15.4	21.5	18.8
Wholesale	25	2.2	4.5	3.8
Retail	149	13.2	17.0	15.0
Finance, Insurance, Real				
Estate, Business and Repair				
Services	129	11.5	9.1	12.9
Finance, Insurance, and				
Real Estate	82	7.3	5.8	7.4
Business and Repair Services	47	4.2	3.3	5.5
Personal, Entertainment and				
Recreational Service	34	3.0	3.4	4.0
Professional and Related				
Services	257	22.8	19.8	25.8
Health Services	94	8.3	8.0	8.7
Educational Services	71	6.3	6.2	7.9
Other Professional and				
Related	92	8.2	5.6	9.2
Public Administration	121	10.8	7.5	11.7
Agriculture, Forestry,				
Fisheries, and Mining	10	0.9	2.4	1.7

Source: U.S. Bureau of the Census

EMPLOYMENT BY OCCUPATION

	Boonsboro Maryland		Washington	County
	<u>Number</u>	<u>Percent</u>	<u>Percent</u>	
Managerial and Professional Specialty	236	21.0	20.0	32.3
Executive, Administrative, Managerial	121	10.8	9.5	15.6
Professional Specialty	115	10.2	10.5	16.7
Technical, Sales, Administrative Support	339	30.1	29.6	33.6
Technical and Related Support	43	3.8	3.0	4.7
Sales	86	7.6	10.5	10.8
Administrative Support Including Clerical	210	18.7	16.1	18.1
Service	178	15.8	14.8	11.9
Private Household	6	0.5	.3	.5
Protective Service	32	2.8	3.2	2.2
Service, Except Protective and Household	140	12.5	11.3	9.2
Farming, Forestry, and Fishing	8	.7	2.4	1.4
Precision Production, Craft, and Repair	219	19.5	14.4	10.3
Operators, Fabricators, and Laborers	145	12.9	18.8	10.5
Machine Operators, Assemblers, Inspectors	75	6.7	7.7	3.7
Transportation and Material Moving	34	3.0	5.8	3.7
Handlers, Equipment Cleaners, Helpers, Laborers	36	3.2	5.3	3.1

Source: U.S. Bureau of the Census

## NATURAL ENVIRONMENT

### THE LAND AND ITS FEATURES

Natural features play a basic role in determining the most desirable and efficient patterns of land development. They can either provide optimum conditions for development or severely limit it, depending upon their capabilities to support particular kinds of uses. Such factors as basic geological characteristics, slope, depth of the soil to bedrock, and soil qualities must be investigated to determine which areas of the natural environment can be most economically and appropriately adapted to man's needs and which should remain basically in their natural condition.

The vulnerabilities of the natural environment also should play a part in the most desirable land development pattern. This is particularly true in the Boonsboro area which is served by groundwater that could be damaged by improper development practices.

#### Physiographic Location

In geologic terms, the Town of Boonsboro is located in the eastern-most edge of the Blue Ridge and Valley Province, a part of the Appalachian Highlands. The Blue Ridge Province (including South Mountain, Elk Ridge and their foothills) lies to the east. The division between these two provinces is somewhat arbitrarily set at the line separating the Tomstown and Antietam geologic formations; this line occurs immediately east of, and approximately parallel to, Boonsboro Mountain Road and St. Paul Street extended. Except for a very small area below Mousetown Road, all of the Town lies within the Hagerstown Valley while the hill overlooking the Town is part of the Blue Ridge Province.

## Geology

With the exception of the eastern part of Town, as noted above, Boonsboro is underlain by bedrock of the Tomstown Dolomite Formation. It is very hard rock composed of yellowish dolomite interbedded with massive white limestone strata some of which have been recrystallized to marble. The Formation also is cavernous in various places most notably at Crystal Grottoes, Maryland's only commercial caverns. The dolomite strata occur both as massive layers and as thin-bedded, often-shaly dolomitic layers. Obviously, excavation through such bedrock could be difficult or costly.

Immediately east of the Tomstown dolomite lies the Antietam quartzite Formation, an older and even harder rock than the dolomite. It is composed of coarse-grained quartzite and sandstone. Because it is relatively more weather-resistant, the quartzite formation has remained while the comparatively softer limestone and dolomite have eroded to lower elevation. The Antietam Formation thus outcrops as very steep, rock-strewn hills (such as the one immediately east of Boonsboro) that are ill-suited for farms or homesites.

## Topography

Much of the land in Boonsboro and the surrounding area is gently rolling. The Town itself rests about 550 feet above sea level; the hill lying behind the Town to the southeast rises to an elevation of about 760 feet.

Most land in Boonsboro is relatively level for development purposes. Many scattered locations around Boonsboro, however, have slopes 25% or over and are thus unsuitable for development at any scale other than extremely low intensity uses (e.g. residences on very large lots). These developmentally constrained areas are concentrated to the east along (and to some extent within) the Town boundary and along the northern tributary (No. 102) of Little Antietam Creek which runs roughly parallel to the eastern Town boundary.

Other major concentrations of steeply sloped land lie west of Town along the north branch of Little Antietam Creek, particularly adjacent to Maryland 34 in the vicinity of Monroe Road. The northern tributary (No. 103) of the north branch is bordered by some steep slope areas, north and northeast of the Town's sewage lagoons. The rest of the area around Town is relatively level.

### Soils

Although topography does not seriously limit development in Boonsboro and its environs, soil conditions have a potentially more significant effect. This analysis examines three: wetness and flooding, shallowness, and sewage disposal/groundwater.

#### Alluvial Soils

Because alluvial soils have often been deposited by past flooding, areas featuring such soils are likely candidates for flooding in the future. Such soils are generally located immediately adjacent or within existing 100 year floodplain boundaries of the two unnamed tributaries and are often wet and have a seasonably high water table. These factors all combine to restrict development.

Within the present Town boundaries the principal area with serious soil limitations occurs along the north branch of the Little Antietam. This soil (Lindside silt loam) covers much of the open land in Town along the north side of Route 34 in the vicinity of King Road. North of Maryland 34, it extends the entire distance northward (about 600 feet) to the next low ridge; south of Maryland Route 34, this soil occupies a band about 300 feet wide along the creek.

Approximately at Monroe Road, the floodplain along the north branch of the Little Antietam loses its high water table characteristic and the soil is re-classified as "Huntington silt loam." Although this soil is similar to the Lindside and was deposited originally by floods, it is probable that the area is not now subject to very frequent or prolonged flooding. Because the Huntington is also a deep and well-drained soil, it is thus rated excellent for most kinds of farming, but its suitability for development sites is still questionable because of potential flood problems.

The floodplain area of Huntington silt loam extends along the north branch's northern tributary, past (and including) the area of Boonsboro's sewage lagoons and into the Town at a few locations. Part of Shafer Memorial Park lies in an area of Huntington soil; much of the southeastern part of the Park

is in the Lindsides soil area. Another band of soil with both high water table and flooding characteristics extends along the upper reaches of tributary No. 102 running in a north-to-south direction east of town.

As more development occurs on land upstream which drains into these watercourses around Boonsboro, these flood-prone areas will likely become even more unsuitable as building sites because of an increased potential for flooding. These alluvial soils serve a vital natural function in absorbing storm water runoff.

### Shallow Soils

In general, the soils that are very shallow over bedrock do not present a problem within the Town limits. However, this characteristic exists west of Town along Monroe Road and the northern tributary of the Little Antietam Creek north branch. Soil here is both shallow and moderately eroded. It would present further erosion hazard if the soil is further disturbed. Actually most of the quadrant northwest of the present Town boundaries contains soils with irregular depth ranging from zero to seven feet to bedrock. This highly variable depth makes it difficult to determine those soils' exact suitability for development. However, when shallow bedrock is encountered, development could be very expensive.

The north end of town, in the area of recent annexed lands, contains shallow soils associated with moderate slopes along US 40A. Overall the northern part of the Town contains generally deep, relatively level, and well-drained soil and is suited for large-scale development.

### Soil Percolation and Related Factors

The Tomstown Formation is one of the most productive aquifers in the County. Yet the rock is generally beset by cracks and underground channels that make this groundwater extremely vulnerable to pollution from septic systems, agricultural wastes, and fertilizers. Septic systems are a particular threat because the cracks in the limestone allow effluent to percolate too rapidly and reach the underground water before it has been cleansed by the action of the bacteria in the soil.

These geologic conditions have potentially serious consequences in the case of Boonsboro because the water supplies in Town and at Keedysville are fed by the groundwater around Boonsboro. Additionally, the Town has established a well near Graystone Hills subdivision, and currently a residential developer and the Town are in the process of establishing a well at the Crestview subdivision. Pollution in the groundwater here would seriously affect Town efforts to meet its existing and future water needs by putting these wells at risk.

While the exact nature of the specific dolomite around Boonsboro is not known, the Maryland Geological Survey, in its Bulletin 24, states that the local Tomstown Dolomite "is probably highly fractured and probably contains many underground solution channels" in the territory near its contact with the Antietam Formation east of Town. The County Health Department has found well pollution in areas around Boonsboro suggesting that water resources are indeed vulnerable. County Health has strongly warned against the proliferation of wells and septic systems near Boonsboro, recommending instead that new development be served by public water and sewerage. The Town's and the Boonsboro Municipal Utilities Commission's policy requires all new construction to be served by public utilities. In addition, a major impetus for the Mayor and Council's willingness to adopt in conjunction with the County Commissioners a Town Growth Area designation was that future growth in the Boonsboro area be served by public utilities.

### Sensitive Areas

As discussed in the preface, the Planning Act of 1992 required the inclusion of "sensitive areas" into the Comprehensive Plan. The preceding sections of the Natural Environment included discussions on sensitive areas in and around Boonsboro. This section will specifically identify the sensitive areas and discuss their environmental importance relative to the future development and growth of Boonsboro. Goals, objectives and recommendations regarding sensitive areas will be incorporated into Part II - Comprehensive Plan.

### Streams and their buffers

The two major streams effecting the sound environmental development and growth of Boonsboro are tributaries Nos. 102 and 103 which constitute the north branch of the Little Antietam Creek. These streams are identified both on the FEMA Floodway Map (Community Panel No.240071-001)

and the USGS Quadrangle Map (Funkstown 7.5 Minute Series). Two additional streams which are not FEMA mapped floodplains traverse Shafer Memorial Park and flow into tributary No. 103. These streams are the result of surface drainage and underground storm drainage systems from previously developed areas of Boonsboro.

The streams are currently protected by the Boonsboro Floodplain Ordinance of 1992 and the regulatory authority of the Maryland Department of the Environment. The good health ie. water quality of a stream is obviously understood as it sustains life for human, animal and plant life. The importance of stream buffers, as part of a stream's ecosystem, is not often appreciated and can be abused. A stream buffer can contain various components of the stream's ecosystem such as floodplains, wetlands, steep slopes, erodible soils, forests and various vegetation.

Stream buffers can help to reduce sediment, nitrogen, phosphorous, and other runoff pollutants by acting as a filter thus minimizing damage to streams. A buffer's effectiveness depends on its width, the type of vegetation within the buffer and maintenance of the buffer. A buffer can prevent the loss of ground cover and reduce the potential for erosion next to the stream. Each opportunity to improve water quality in an individual stream contributes to water quality improvement in the entire watershed. The width of a stream buffer is a function of the components which make up the ecosystem of an individual stream.

### 100-year Floodplains

The location and current protection of streams having FEMA mapped and unmapped floodplains were detailed in the previous section. The historical reasons for floodplain protection have been to guard against injury to people and to prevent the destruction of property. In addition relatively undisturbed floodplains serve a variety of additional functions having important public purposes and benefits. Floodplains, the products of natural floods, moderate and store floodwaters, absorb wave energies, and reduce erosion and sedimentation. Wetlands found with floodplains of streams help maintain water quality, recharge groundwater, protect fisheries, and provide habitat and natural corridors for wildlife.

Safeguarding the many natural functions performed by floodplains benefits adjoining and downstream communities by minimizing the risks associated with the loss of life and property which may directly effect drinking water supplies and recreational opportunities.

### Threatened and Endangered Species Habitats

The issue of extinction and loss of species, whether plant or animal, is summarized in the phrase "extinction is forever". The ethical and cultural reasons for preserving species are increasingly accepted. Once a species is gone it cannot be brought back. Ecological principles remind us that each species fulfills a specific role in a larger complex system. The loss of one link in the chain affects the entire system.

In addition, the materials and chemicals produced by some plants and animals are a largely unresearched storehouse for products beneficial to people. Over half of all medicines in use today can be traced to natural organisms. Yet only about 5% of the world's plants have been investigated for medicinal use. Agriculture also depends on wild relatives of crop species for cross breeding to develop new varieties of crops better able to fend off pests and diseases.

In Maryland, over 200 species have been documented as being extinguished over the past 350 years. Although large predators such as wolves and panthers were intentionally extirpated, all human caused disappearances in Maryland were incidental due to habitat destruction. According to the Department of Natural Resources, at least one ecosystem, the prairie-like grassland of the Hagerstown Valley, has totally disappeared.

Examination of the data base of the Maryland Natural Heritage Program within the Maryland Department of Natural Resources indicates Boonsboro and the general surrounding areas do not contain threatened and endangered species habitats.

### Steep Slopes

As noted earlier in the Natural Environment section, the slopes exceeding 15% are found along part of the eastern boundary of the Town and are associated either with the ridge line running parallel with St. Paul Street and South Main Street (US 40A) or the upper reaches of tributary No. 102. Other areas of steeply sloped lands can be found in the west part or immediately adjacent to the Town and are in general associated with tributary No. 103 and that portion of 102 between US 40A & Monroe Road. Scattered areas of sloped land can be found on undeveloped land immediately adjacent to the northwest and to the north on a tract of land recently annexed.

There are various reasons for protecting steep slopes. Slopes provide an environment for movement of soil and pollutants when land disturbance occurs. While soils have varying degrees of erodibility, all soils are nonetheless subject to movement and increasingly so as the slope of the land increases.

Soil movement can be influenced by a variety of factors. Changes in slope can be by natural processes such as quake or soil saturation from extreme rain events. Another is human activity such as excessive loading or vibrations from construction activity, filling or dumping, or changes in vegetative covers. Slopes affected by the removal of vegetation can expose soils to repeated erosion and movement from rainfall.

This soil frequently ends up in streams and watercourses where it can smother vegetation and animal life and cause siltation and flooding. Identification and protection of steep slopes help the local property owners as well as down stream communities avoid these hazards. It is particularly beneficial to protect slopes within or next to stream buffer areas. Protection can also sometimes provide open space and help maintain the local biodiversity found on the slopes.

### Wellheads and Springs

The Town of Boonsboro currently operates two springs and one well. The Warrenfelt spring located adjacent to Shafer Park and Well No. 8 located off of Winner Lane serve as the primary water sources for the Town. The other spring operated by the Town is located in and owned by the Town of Keedysville. The spring serves the Town of Keedysville with off peak flows being pumped to the Boonsboro Water Reservoir. An additional well at the Crestview Subdivision is currently in the testing stage and will serve the Town of Boonsboro.

As noted earlier during the discussions on the physical attributes of geology and soils in the general area of Boonsboro, it was noted that man-made pollution could effect the quality of the water used by the customers of this public utility. The purpose of the protection and preservation of the ground water resource of the community is to insure a future supply of safe and healthful drinking water. This valuable resource is too often taken for granted and should be considered a "sensitive area" of great importance. However, the protection of this life sustaining resource may be the most difficult to achieve.



## LAND USE

A town plan must examine existing land use conditions and foreseeable changes both within the municipal boundaries and nearby. This is necessary to determine how much land will be needed in the future as well as the best use of that land.

Examining land use issues affecting nearby unincorporated tracts is particularly important in the case of Boonsboro. Both the Town and County expect significant future growth on land adjacent to the existing Town boundaries. This will place major demands on Boonsboro's water and sewerage facilities and may also change the basic character of what is essentially a rural town.

For these reasons this background analysis, after examining land use within the Town itself, delves extensively into issues affecting growth in areas nearby.

### Land Use Within Boonsboro

#### Summary

The Town's land use pattern has not changed appreciably since the adoption of its 1975 Comprehensive Plan. Boonsboro remains primarily residential in nature. The overwhelming percentage of its homes are single family detached dwellings. Commercial land uses occupy only a small percentage of the total developed land in Boonsboro. These commercial outlets are small in size, cater almost exclusively to the needs of the local population and attract few patrons from outside the environs of Boonsboro.

Most of these commercial concerns, along with the majority of Boonsboro's older multi-family housing, lie in the downtown core area along Main Street.

Intermingled with these uses in the downtown area are older single family homes. These older homes also predominate along the major thoroughfares that intersect Main Street. Newer suburban type homes appear as one moves further from the Town Center.

The major public use is the large County public school complex in the northeastern part of town.

The only major industrial activity in Boonsboro was the Londontown Manufacturing Company

lying immediately south of the school complex which closed in the early 1990's.

Since 1970, much of the Town's growth has been concentrated in suburban-type single-family detached residential developments on the periphery of the older, built-up area. According to the U.S. Bureau of the Census, the number of housing units increased by 382 from 1970 to 1990. The average number of new homes constructed per year was 19.1 during this twenty year period.

Since 1990, the growth pattern (type and location) has remained relatively the same with approximately 45 new single family units added to the housing stock as of June 1996. The Town also had a 32 unit subsidized rental apartment complex for the elderly constructed since the last census. The average number of housing units has decreased to 12 per year. The decrease was mainly due to a less than expected number of housing starts per year at the new sections of the Crestview subdivision.

Four annexations have occurred since 1975 and are briefly outlined as follows:

- 1) a 1.7 acre tract located at the intersection of North Main St. (US 40A) and Lappans Road (MD 68) was annexed in 1988. The site was developed and is the current home of the Clopper-Michael Post 10 American Legion;
- 2) a 5 acre tract located on Lappans Road immediately adjacent to the American Legion was annexed in 1990. The site is being developed by the Washington County Hospital Association and is currently occupied by 1 of 4 professional office buildings planned for the parcel;
- 3) a 66 acre tract located at the north end of Town on the east side of US 40A was annexed in 1990. The annexation was amended in 1992 to correct the metes and bounds description adopted in 1990. The site, owned by Boonsboro West Partnership, is currently undeveloped. The concept plan proposed a shopping center, professional offices and single family dwellings for the site; and
- 4) a 25 acre tract (3 parcels) located immediately adjacent to the east of the existing Reeders Memorial Home facility on South Main St. was annexed in 1994. A 2 acre portion of the site was developed and contains the construction of a new wing to the facility that houses 24 comprehensive nursing care beds for alzheimers patients.

The following discusses in more detail the land use pattern within Boonsboro. For convenience, the Town is divided into five study areas.

#### Town Center

The popular image of Boonsboro as a historic settlement is closely related to the visual appearance of the Town's core area, centering on the intersection of Main and Potomac-St. Paul Streets. The Town Center includes the general area between Park Lane and High Street and extends along Main Street from Trinity Lutheran Church approximately to Ford Avenue.

In this core area lie most of the buildings with potential historic significance. A few of these date from Boonsboro's earliest decades; most appear to have been built during the Town's prosperous years as a stage stop along the National Pike. In addition, most of the other buildings along this central portion of Main Street are at least compatible in scale and proportion with these older structures even though a few have facades or signs that may seem out of place. The result is a generally harmonious group of buildings along each side of Main Street. It is this cumulative effect of all the buildings in the district that creates the distinctive visual element in Boonsboro's historic image.

Besides being the distinctive visual center, the Town Center also contains the widest variety of land uses. Major public and institutional uses in the Town Center include the Town Hall, County Library branch, Boonsboro Museum, Volunteer Fire Company, the Post Office, and several churches.

Also here are most of Boonsboro's commercial establishments. Some are in their own buildings but most share a building with residences above or to the rear. Commercial enterprises include carry-out shops, hardware and furniture stores, video rentals, beauty salons, restaurants, realtors, antique stores, insurance offices and medical offices. These are intermingled with the purely residential properties along Main Street.

Residential land uses in the Town Center are evenly distributed between single and multi family dwellings. The latter appear primarily in the northern and southern ends of the area. Practically all the residential and commercial buildings in the Town Center rest on small lots and follow in a linear pattern along Main Street.

#### Potomac Street Corridor

This portion of the Town includes the area west of Park Drive and the Town Center area, westward

to the Town boundary (approximately at Monroe Road).

Almost all of the developed land in this area is used for residential purposes, the exceptions being the Old School Fabrics outlet occupying the old school on Potomac Street and Trinity Church and cemetery. Originally, residential homes proceeded westward in a linear fashion along both sides of Potomac Street. Subsequently, suburban-type detached homes were constructed along Young Avenue and other streets running parallel, both north and south of Potomac.

Since the adoption of the first Plan in 1975, the only major development in this area has been the Crestview subdivision. Prior to 1990 the subdivision consisted of 27 single family units on Chestnut Avenue. Since 1990, a 76 unit subdivision (Section B) was approved with 35 homes constructed in the new section. An additional section of Crestview now being planned would add 86 single family units in this area south of Route 34. There are also areas of developable land on the north side of Potomac Street.

#### North Main Street Corridor

Beginning at Park Drive on the west side and Ford Avenue on the east side, this corridor extends along North Main Street to the northern Town limits. It also includes all development between Main Street and Maple Avenue.

Development along this corridor is almost exclusively single-family residential except for clusters of commercial use between Ford and Stouffer Avenues toward the southern end and on the east and west side of Main Street at its intersection with MD 68 (Lappans Road) in the north. The 1975 Comprehensive Plan discussed the possibility of a shopping center to be located on the east side of U.S. 40 Alternate near the intersection of MD 68. A shopping center has been proposed at that location now that the Town has annexed the Boonsboro West property. That property will also be developed with single-family houses.

This area contains some of the newer homes in the Town which are located in the Graystone Hills Subdivision. The corridor also contains some of the older which are found on the east side of Main in the vicinity of Stouffer.

Development here extends in linear fashion, northward along Main Street from the Town Center. Today, a visitor driving through Boonsboro can readily observe a variety of homes in this corridor spanning most of the Town's history. The oldest residences, situated close to the road on small, relatively narrow lots, are found along the east side of Main Street. Mixed amid the older homes and lining the west side of the street are relatively newer homes built during the late 1800's, and early 1900's. They represent an early form of "suburban" expansion, probably influenced by the interurban streetcar line from Hagerstown that passed along the west side of Main Street.

Newer development is found in the Knode Circle development off Main Street. Since 1975, the major new development has been the Graystone Hills subdivision, a single-family project along Della Lane, David Drive, Graystone Drive and Kerns Drive. New construction in the Graystone project continues, however, the number of undeveloped lots is down to only a few. The last phase (Section E - 22 lots) remaining within the corporate limits has been submitted for approval. The newer residential development differs from the older two and two and one-half story homes which were set on relatively narrow lots. This suburban development consists of predominately one-story ranch-style detached structures on one-third to one-half acre lots.

Significant developable land in this area lies south of Winner lane and west of Graystone Drive and David Drive. Another open parcel is west of Maple Avenue and north of Knode Circle.

#### Maple Avenue/Mountain Laurel Road Corridor

The geographic extent of this broad analysis district is delineated by Center Street in the west, Maple Avenue (MD 66) in the northwest, and the Town boundary line in the north and east. The area's southern limit includes all the land uses to and southeast of St. Paul Street as it proceeds northwestward to intersect with Boonsboro Mt. Road. There are three major types of land use contained within this area. These are residential, public and industrial.

Until the early 1970's, most residential development in the area was older single family homes. However, extensive multi-family construction has occurred since then.

The 32 unit Orchard Manor Apartment development, subsequently renamed County Village, was constructed along Orchard Drive in 1982. In 1985, the 28 unit Mountain View apartment complex was constructed adjacent to County Village. Recently, the 32 unit Schoolhouse Manor apartment was opened to provided subsidized housing for the elderly. A 44 unit apartment development was previously planned near the existing apartment complex on Orchard Drive; however, the project is

no longer being actively pursued.

Since 1975, this area has also seen major single-family residential construction in recent years. This includes the 90 unit Kinsey Heights development along the south side of Maple Avenue, the 20 unit Campus Grove development on Grove Lane, and additional construction along Orchard Lane. In 1986, a 22 unit single family (attached) development was constructed off of Valley View Road. This complex was developed immediately adjacent to a 12 unit townhouse development that faces St. Paul Street.

Public and semi-public uses constitute large amounts of land in this analysis area. These include a church on Lakin Avenue and the Boonsboro Educational Complex. The latter is located on the 135-acre Washington County Board of Education property, southeast of Maple Avenue. Here the Boonsboro Elementary, Middle and High School buildings are attractively situated in a campus-type environment.

The Town's major industrial employer was located in this area. The Londontown Manufacturing Company previously located on the north side of Orchard Drive produced men's and ladies' quality rainwear. There is also a day care center at Orchard Drive and St. Paul Streets.

Little prime developable land remains in this part of Town. While much of the land east of St. Paul Street is vacant, it is also extremely hilly thus presenting major obstacles to extensive development. The vacant parcel north of the Potomac Edison transmission line in the northeast portion of Town is owned by the County Board of Education and is reserved for possible expansion of schools in the Boonsboro Education Complex.

#### South Main Street Corridor

This corridor includes the areas east and west of South Main Street, south from the Town Center. This corridor is another example of the linear pattern of development along the Old National Pike with most of the structures dating from the 1800's or early 1900's. Except for the historic Boonsboro Cemetery, all of the development is situated immediately alongside Main Street.

The pattern of the development is basically residential with a few mixed residential/commercial properties, several commercial uses, two churches, a private nursing home (Reeders Memorial Home), and the Town's sewer pump-station. Several other retail commercial uses are situated along

this road immediately south of the Town boundary.

Reeders Memorial Home is the Town's major employer. Since 1975, the Home has expanded twice with the most recent being a 24 bed unit for the care of alzheimers patients. This expansion was associated with the most recent annexation which involved 25 acres being incorporated into the Town's boundary. The remaining 23 undeveloped acres, immediately adjacent to the east, will be faced with developmental constrains due to steep slopes.

There is vacant land west of South Main Street but it contains various physical limitations to development, such as, mapped floodplain, steep slopes and flood-prone soils.

#### Vacant Land Within Boonsboro

Almost all land in Boonsboro is developed. Aside from Crestview B (39 of 75 lots developed) and a few scattered lots around Town, only about 298 acres of open land remain.

Of this, roughly 132 acres are planned for residential, commercial or office development. Most of the residential development is planned for suburban-type residential development at a density of about 2.0 units per acre.

#### PLANNED DEVELOPMENTS IN BOONSBORO

<u>PROJECT NAME/LOCATION</u>	<u>DEVELOPMENT TYPE/ACREAGE</u>
Crestview, Sections C, MD 34	86 single-family units, 45 acres
Graystone Hills, Section E, Thompson Court	21 single-family units, 9 acres
Boonsboro West, U.S. 40A	187 single-family units, shopping center, & Offices, 66 acres
Crestview `B', Graystone Hills & Campus Grove	45 recorded\platted lots to be developed
Boonsboro Professional Center, MD 68	3 professional office buildings (approved Site Plan) to be developed

If this land is developed as proposed, about 166 acres of unplatted vacant land will remain, much of it constrained by slope and flood-prone soils or totally precluded from use as a development site by

other factors.

For example, the 21 acres lying north of the school complex will ultimately be used for school expansion. The 52 acres lying between South Main\High\St. Paul Streets and the eastern Town boundary are extremely hilly and unsuited for any type of major development.

Other land west of South Main Street across from Mousetown Road has slope and flood-prone areas that would limit development on part of its 11 acres. These two conditions also affect a significant part of the 74 acres of vacant land lying on Potomac Street (Route 34). There is one additional large vacant parcel, of about eight acres, lying immediately north of Knode Circle. All of this land is zoned Suburban Residential which allows single- family homes at a density of roughly two per acre.

The Town has approximately 20 acres of commercially zoned land and only one acre of industrial land. However, Boonsboro plans to annex a Town-owned 148-acre tract lying near Route 34. One alternative for the development of this tract is light industrial. The parcel currently has a County zoning classification of `PI'-Planned Industrial.

### **THE BOONSBORO GROWTH AREA**

The 1981 Comprehensive Plan for the County recommends the concentration of future growth near the municipalities which can provide the necessary services and facilities. Accordingly, that plan designated Boonsboro as a Town Growth Area (TGA) within which the Town and County should plan jointly for future development. The County Plan recommended that the two jurisdictions establish the boundaries of this growth area and reach agreement on the timing, financing, and service responsibilities for public water/sewerage systems serving it.

To implement the Plan's recommendation, the two jurisdictions conducted a joint study in 1985-86 to establish the boundaries of the Boonsboro Town Growth Area, estimate potential population growth there, ascertain this population's impact on local services, and recommend actions to address growth-related issues. The Growth Area Study boundaries were established taking into account responsibilities for provision of facilities and services, physical features, and information on those facilities which would support or limit development.

At present, except for the Town itself, this area is largely undeveloped and consists primarily of agricultural and forest land. Small pockets and strips of primarily residential development lie along

the major routes, Maryland Routes 34 and 66, and U.S. 40 Alternate.

#### Development Issues Affecting the Boonsboro Town Growth Area

In accordance with its comprehensive plan, the County wishes to keep growth from locating in the countryside around the Boonsboro growth area. However, the County has no effective zoning means of stopping such growth. Most of the land around the growth areas is zoned Agricultural, however this zone is not a restrictive one. It allows one-acre residential lots and is thus attractive to developers.

Scattered residential growth has occurred around the growth area in recent years. The County, in addition, has approved two fairly large residential projects near the growth area in the past year. One is for 21 lots near Route 40 Alternate, and another is for 36 lots near Route 67.

Boonsboro officials are concerned that continued development of this type will render the growth area concept meaningless and that the Town will ultimately be mandated by the State to extend water and sewerage infrastructure to serve these developments if their wells and septic systems fail.

The County hopes to discourage growth in rural sectors through creation of agricultural preservation easements around growth areas. In addition, the County needs to limit expansion of local road systems, require developers to construct over-sized water and sewer lines in growth\annexed areas and require other developers hook in to them. This oversizing would eliminate duplicative start-up infrastructure costs, reduce developer's expense, and thus encourage construction in growth areas.

#### Future Development in the Boonsboro Town Growth Area

The large amount of vacant land within this Growth Area, even at its current relatively low-density County zoning, would accommodate a substantial increase in population (see chart).

The Growth Area Study projects a rate of population growth in the Growth Area that will tax the existing sewerage treatment to capacity in 2000 and the water supply to capacity in 1995.

Recent studies indicate that the sewerage treatment facilities will require upgrades during the next twenty plus years to continue to meet discharge permit requirements set by the Maryland Department of the Environment (MDE). The maximum design hydraulic capacity of 460,000 GPD is projected to be utilized in the year 2020 according to a study conducted by Acer Engineers and

Consultants, Inc. Additional water supply capacity studies conducted by the Town and Whitman, Requardt and Associates indicate the system is currently near or at capacity. The capacity issue will be addressed when the Crestview well is placed on line. The Town is currently operating under a MDE directive to provide filtration at its Warrenfeltz Spring and Crestview well facilities.

#### Growth Potential Resulting From Possible Annexation

The Growth Area as zoned could theoretically accommodate a population increase of 6,739. The projected buildout population of Boonsboro and its TGA is 9,184, a 276% increase over the existing population (1990) of Boonsboro. However, it is difficult to determine how much of this growth will actually occur because for various reasons not all of the parcels in the area will be developed.

A more realistic picture of the future growth pressures to be expected on Boonsboro is obtained by examining growth potential on land most likely to be annexed and developed in Town.

Owners of major parcels of land totalling some 1,189 acres have indicated interest in annexation to obtain Town water and sewerage. The chart entitled Proposed Annexations shows the number of dwelling units and total additional population Boonsboro might expect if these properties are annexed and developed as proposed by their owners. For properties where no conceptual development plans are known, it is assumed that development will occur in single-family homes at an average density of 2.0 units per acre, the typical average shown in recently submitted development plans for properties already in Town.

<b>BOONSBORO TOWN GROWTH AREA</b>					
Residential Development Potential					
Zoning District Land In Washington County	Undeveloped Acreage (1)	Net Undeveloped Acreage (2)	No. of Allowable Dwelling Units	Persons Per Dwelling Units	Population Increase To Reach Saturation
Agricultural (A)	733	580	1263	2.57	3,246
Residential Rural (RR)	280	210	457	2.57	1,174
Residential Suburban (RS)	3	2	8	2.57	21
Business General (BG)	17	13	-----	---	-----
Planned Industrial (PI)	128	96	-----	---	-----
Conservation (C)	82	61	133	2.57	342
Historic Preservation (HP)	54	41	89	2.57	229
<b>SUB TOTAL</b>	<b>1,337</b>	<b>1,003</b>	<b>1,950</b>	<b>2.57</b>	<b>5,012</b>
<b><u>Land In Boonsboro</u></b>					
Suburban Residential (SR)	215	161	467	2.57	1,200
Town Residential (TR)	63 (3)	47	205	2.57	527
General Commerical (GC)	20	----	-----	---	----
<b>TOTAL</b>	<b>1,635</b>	<b>1,211</b>	<b>2,622</b>	<b>2.57</b>	<b>6,739</b>

(1) Acreage does not include land which is located within the 100 year floodplain as shown on Federal Flood Insurance maps or land which is located on slopes of greater than 25%.

(2) Acreage reflects 75% of the gross undeveloped acreage (column 1) to account for open space, storm water management, public roads and infrastructure.

(3) School property acreage, which is vacant, is zoned TR. It is not available for development and was subtracted from the undeveloped acreage total given in study.

(4) Number of dwelling units was determined from allowable densities identified in the Town and County Zoning Ordinances for land served by

public water and sewer

SOURCE: Boonsboro Town Growth Area Study, Acer Engineers' Study, Town development records

PROPOSED ANNEXATIONS

<u>Owner/Location</u>	<u>Acreage</u>	<u>Development</u>	<u>Potential Population<sup>2</sup></u>
King Road Associates, West of King Road to U.S. 40 Alternate	400	230 townhouses, 476 single-family, 340 apartments, 8-10 acres commercial	2,688
Kerns Tract, adjacent to Graystone Hills west of Town boundary	237	single-family, townhouses, apartments, 10-11 acres commercial	1,254
Woods Tract, Route 68	70	140 single-family <sup>1</sup>	360
Martin Tract, adjacent to Crestview, west of Town boundary	129	258 single-family <sup>1</sup>	663
Thomas Tract, Route 68	100	200 single-family <sup>1</sup>	514
Pongrantz Tract, St. Paul Street and Boonsboro Mountain Road	22	44 single-family <sup>1</sup>	113
Stiles Farm, east of U.S. 40 Alternate, south of Mousetown Road	91	182 single-family <sup>1</sup> 6-10 acres commercial	468
Business Park, east side of Monroe Road, north of Route 34	140	100 acres commercial	---
TOTALS	1,189	2,358 +/- units	6,060

<sup>1</sup>Assumes development at 2.0 units per acre.

<sup>2</sup>Assumes Town's 1990 average of 2.57 persons per dwelling unit.

Because this activity is being considered by owners showing a definite interest in annexation, these figures represent perhaps a more realistic picture of the amount of growth that Boonsboro could expect within its environs if all of these properties were annexed and developed. The 6,060 persons added to the Town under this scenario would represent a buildout population of 8,505, an increase of 247% over the existing population.

Population projections through the year 2020 are presented in the Community Facilities section of the background studies because of its importance to public infrastructure planning. It can be noted at this point that the projections indicate the buildout population under either scenario occurs well beyond the year 2020.

## **CONCLUSIONS**

The major issue affecting land use in and around Boonsboro is the fact that the area will be a future growth center and that this will lead to appreciable population growth that Boonsboro could serve.

Three trends lend credence to belief that Boonsboro faces and will continue to face growth pressure. First, the Town has grown rapidly in recent years from 1,410 residents in 1970 to 1,908 in 1980, to 2,445 in 1990, an increase of 73.4% during that 20-year period. Second, there are plans for significant development in Town and third, property owners have shown interest in annexation.

Public works planning must emphasize that adequate public facilities be available to serve new growth. The Town must gear its goals, objectives, and recommendations toward ensuring that such facilities are available. The Plan must also speak to the need and means of protecting sensitive groundwater resources on which the entire Boonsboro area depends and recommend where in the Town Growth Area development should be encouraged or limited.

Other issues presented by land uses within the current Town boundaries include the fact that much of the dwindling vacant land in Town is complicated by numerous development constraints such as slope and the danger of flooding. The plan should address the protection of these constrained areas from substantial future development.

The lack of commercial and industrial land in Town is another issue. The latter could be resolved to

some degree when Boonsboro annexes the Town Farm tract. Then, should Boonsboro plan more industrial land? Where should it be located and should the plan recommend steps to encourage further industrial development?

The dearth of vacant commercial land in the Town Center is a mixed blessing. The lack of commercial growth has lessened concern over traffic congestion and unsightly visual effects that such development can bring. Until the 'Boonsboro West' annexation, there was virtually no chance for further commercial development under the Town's current land use makeup. The commercial core along Main Street retains its prominence and does not face the prospect of competition from commercial nodes springing up at other locations in Town.

However, discussions with local staff and officials reveal that Town residents often go elsewhere to shop. This indicates that commercial development of the 'GC' zoning at the Boonsboro West tract might benefit Boonsboro in terms of bolstering the local economy and the Town's tax base.

The plan should examine whether additional commercial land is needed and under what conditions and where should it be located. Many issues involved with commercial and industrial development will be discussed in the Economy portion of the plan.

Finally, this plan should recommend ways in which the Town and County can work cooperatively to preserve the integrity of the Boonsboro Growth Area. The purpose is to concentrate development within Growth Area boundaries where it can be served adequately and economically with community facilities.

## **TRANSPORTATION**

Planning an optimal land use pattern and future transportation infrastructure goes hand in hand. This is true because transportation facilities often determine where growth will go and thus often shape the pattern of land use. However, it is also true that the location, type, and magnitude of transportation infrastructure can be determined by either existing or anticipated development.

The latter is particularly relevant to Boonsboro. Because substantial annexation and growth is anticipated, there will be additional pressure on the existing road network. This pressure may necessitate either widening or other means of increasing capacity on existing thoroughfares and the construction of new ones.

It is incumbent in preparing these background studies to analyze the capabilities of the existing system along with current problems such as safety and congestion and to be in a position to recommend appropriate improvements when land use plans in and around the Town are being prepared. This will ensure that present and future residents of the area are adequately served with transportation sensitive to their needs.

### **TRANSPORTATION IN AND AROUND BOONSBORO**

The present circulation in Boonsboro consists of a network of local streets and alleys that are interlaced with State thoroughfares. The State roads radiate in all directions from the Town, except directly east, providing convenient access to major employment centers in Maryland and adjoining states. They also provide access to I-70, a major interstate highway.

The regional accessibility provided by this road network makes the Town attractive to a commuting population and contributes to its desirability as a place to live.

Boonsboro has no local taxicab company or daily commuter bus service. Until recently, the Washington County Transportation Commission operated a fixed route service twice daily on Wednesday and Saturday with service covering a route including Hagerstown, Keedysville, Sharpsburg, and Boonsboro. The commuter service was discontinued in 1996 due to a lack of

ridership and budgetary reallocation by the County. The County maintains a Taxi-Voucher Program which provides a demand-response service to the elderly and disabled residents. Commuter service to the metro area is provided by the State during weekdays at peak morning and evening hours. The service operates from the MD 65 \ I-70 park & ride to the Shady Grove Metro Station.

The 'Journey to Work' statistics prepared by the Census indicated a majority of the work force commuted significant distances and used very little public transportation. The 1990 data show that 43% of Boonsboro's work force of 1124 had a travel time of 30 minutes or more. Public transportation was reported to be used by only 9 workers. However, the statistics did indicate an effort by the work force to reduce traffic congestion and energy consumption as 20% reportedly car pooled to work. In 1990, 32 individuals worked at home. The ability to work at home or tele-commute to work is anticipated to increase as technology becomes even more sophisticated.

#### State Road Network

##### U.S. 40 Alternate - Old National Pike

The route followed through Boonsboro by the National Pike came to be known as Main Street. When the first nationwide system of numbered highways was established in the 1920's, the historic old road became U.S. 40. Later, in the mid-1930's, congestion, safety hazards and steep grades along the road prompted the State to construct an entirely new highway across South Mountain (the present U.S. 40), and the route through Boonsboro was designated U.S. 40 Alternate.

Although most of the through traffic from Frederick County now uses I-70, U.S. 40 Alternate remains a relatively important arterial highway. It is the only direct link between Hagerstown, Boonsboro, and I-70 although it suffers from a.m. peak hour congestion in Middletown (Frederick County) and also has several sharp steep curves as it passes southeast of Boonsboro.

Because of this link to I-70, it is a major commuter road for Town and area residents to travel to the Baltimore-Washington metropolitan areas. It also, via MD 67, provides linkage to Harper's Ferry and points in northern Virginia.

Consistent with the growth of Boonsboro and other population centers in the region, along with the prevailing commuting pattern, average daily traffic (ADT) has increased dramatically on U.S. 40 Alternate in recent years. This increase is evident in the following chart which shows estimated

average daily traffic counts at various points on and near Route 40 Alternate. The chart indicates the increasing traffic flows on the Town's perimeter as they converge on Main Street. State Highway Administration data indicate Main Street, between MD 66 and MD 34, had a 91% increase in traffic during the 1970 (6,425 ADT) to 1993 (12,325 ADT) time span.

<u>Highway</u>	<u>Counter Location</u>	<u>1970 ADT</u>	<u>1980 ADT</u>	<u>1985 ADT</u>	<u>1993 ADT*</u>
U.S. 40 Alternate	Between Maryland 68 and Maryland 66	5,450	5,950	7,875	8,625
U.S. 40 Alternate	East of Maryland 67	3,600	3,200	7,600	4,925
Maryland 34	West of Alternate 40	2,750	4,400	5,750	4,875
Maryland 66	Northeast of U.S. 40 Alternate	1,575	3,000	3,500	3,875
Maryland 67	Southwest of U.S. 40 Alternate	2,400	3,475	3,750	4,275
Maryland 68	West of U.S. 40 Alternate	1,000	1,500	1,300	1,925

SOURCE: "State of Maryland Traffic Volume Map"

\*Average Daily Traffic

In Town, there is concern over increasing congestion on Main Street at its intersection with St. Paul/Potomac Streets (MD Route 34). Here, traffic turning west on Route 34 backs up because of ever increasing traffic flows and parking on Main Street which makes that thoroughfare too narrow to allow passing of the turning automobiles.

Maryland Route 34 - Potomac Street \ Shepherdstown Pike

This State route begins at Main Street in the center of Town and proceeds southwest out of Boonsboro along Potomac Street. It passes around Keedysville, through Sharpsburg and across the Potomac River to Shepherdstown, West Virginia. In conjunction with West Virginia Route 45, MD

34 forms an important link between south-central Washington County and the employment centers in the Martinsburg, West Virginia area. Potomac Street is seriously congested for the traffic volumes it carries -- nearly 5,000 vehicles a day. Its width is only 24 feet between curbs, but its effective width is less because parking is permitted along the south curb. Two very narrow streets (Park Drive and Park Lane) intersect Potomac under conditions of limited sight-distance and turning radius. Further widening is not feasible or desirable especially because of the "historic" importance of the Potomac Street corridor.

Route 34 faces increasing use from existing and planned residential developments in the King Road/Chestnut Avenue area and from future development on vacant incorporated and unincorporated land between the north side of MD 34 and MD 68.

#### Maryland Route 66 - Maple Avenue \ Mapleville Road

This State route begins at Main St. and proceeds northeast to intersect U.S. 40 and I-70 before terminating in Smithsburg, MD. The State Highway Administration gives only a "fair" rating to this road in terms of general condition (paving, alignment, and intersections). While the right-of-way width is 30 feet, the actual paved surface is only 20 feet with shoulders established at only a few locations.

MD 66 is gradually receiving more traffic usage as residential development occurs along it. The State Highway Administration has identified the need to widen that portion of the road between Boonsboro and a point .6 miles south of I-70. However, no time has been set for this project.

#### Maryland Route 67 - Rohersville Road

This thoroughfare is important as a link to Harper's Ferry and other points in northern Virginia. It also provides linkage for commuter traffic from the southern part of the County to the metro area via U.S. 340 and the MARC train service from nearby Brunswick, MD. Average Daily Traffic, which rose from 2,400 to 4,275 from 1970-1993, would increase significantly in the vicinity of Boonsboro if vacant lands located in the western portion of the TGA are annexed and built out.

In 1990 the State Highway Administration completed a 68 space park and ride facility on Route 67 near its intersection with U.S. 40 Alternate. Random sampling indicated the facility is currently

operating at a 50 to 65% utilization level.

### Maryland Route 68 - Lappans Road

Beginning at U.S. 40 Alternate (at Boonsboro's northern boundary), Maryland 68 extends northwestward across Washington County to I-81 at Williamsport and to I-70 at Clear Spring. It roughly parallels I-70 and is expected to become increasingly important as a cross-county traffic artery.

### Pedestrian and Bicycle Ways

Pedestrian ways are predominately sidewalks found in the Town Center area and adjacent to some of the older local roads that run perpendicular to Main Street. A sidewalk system that provides complete circulation throughout the Town is lacking. Until recently residential subdivisions were permitted to be developed without the construction of sidewalks. The Campus Grove and Crestview subdivisions are being constructed with pedestrian ways as an integral part of the circulation patterns. Also the Town recently constructed a pedestrian walkway as part of an expansion to Shafer Park that enables pedestrian traffic to access the park from existing sidewalks on N. Main St. No separate or designated bicycle ways currently exist in the Town.

### Future Growth and Other Issues Affecting the State Road Network

While the existing road system is adequate in providing access to regional employment centers, it faces potential difficulties in the vicinity of Boonsboro, namely Main Street, if substantial growth occurs adjacent to the Town.

Because there are no cross-county roads bypassing Boonsboro and linking the major State thoroughfares, traffic originating in residential developments along the periphery of the Town boundary have to go through the Town to reach other major State roads. This growth pattern and resulting congestion will be compounded by increasing commuter traffic generated outside Boonsboro's TGA.

Since there are no plans for new State or County roads in the vicinity of Boonsboro, this condition will remain for the foreseeable future. The only road-related improvements planned by the County are the replacement of one narrow and inadequate bridge on Monroe Road near its intersections with

Maryland 34. The bridge is projected to be completed in calendar year 1997.

Because most of the potential annexation and development near Boonsboro will occur west of U.S. 40 Alternate, the lack of cross-county circulation there presents the potentially greatest problem.

In the early 1970's the State considered a western bypass linking Maryland Route 67 to U.S. 40 Alternate north of Maryland Route 68. This bypass which would have also served a 128 acre Town Farm parcel zoned Planned Industrial, north of Maryland Route 34, was never built. However, the need for the road was still apparent when the first update of the Comprehensive Plan was completed in 1991. The State Highway Administration and Town proposed a by-pass and inner collector alignments west of Boonsboro. A bypass road will route commuter traffic away from the congested downtown area and also provide access to development occurring to the west and south of Town.

Since 1992, the Town has re-evaluated this plan and subsequently consolidated the two roadway alignments into one planned major collector corridor. This issue will be discussed in greater detail in the land use and transportation parts of the plan portion of this document.

#### State Highway Administration's Highway Needs Inventory (HNI)

The State's HNI includes the following projects which would improve the transportation network that serves Boonsboro:

- 1) US 40A, Funkstown to MD 68, 2 lane reconstruction;
- 2) US 40A, East of MD 67 to Frederick County line, 2 lane reconstruction;
- 3) US 40A, MD 66 south of I-70, 2 lane reconstruction.

It should be noted that inclusion of projects in the HNI is not a commitment to construct, only a recognition of need by SHA.

#### Town Streets

The Town road network inclusive of maintained alleys totals 13.2 miles of which 2.8 miles are State roads and 10.4 are owned by the Town.

#### Saint Paul Street

This street constitutes the eastward extension of Potomac Street and is a direct link from the center

of Town to Mountain Laurel and Boonsboro Mountain Roads. Its first block (between Main and Center), however, is very narrow -- only 24 feet between curbs. It is barely adequate for two lanes of traffic with no parking permitted. Eastward from Center Street parking is allowed although the width (29 feet) is too narrow to accommodate both parking and two lanes for traffic.

#### Orchard Drive

This street is important because it is the first "cross-town" link for traffic entering from the north and also because it can carry the truck and employee traffic to Boonsboro 's only major industrial site (the former Londontown plant). Its first block (Main to Center) has a curb to curb 30' width; the remainder is an open section roadway with a 20' paved width that is generally adequate since the homes along Orchard Drive are new suburban type with off- street parking.

#### Stouffer Avenue and Thomas Drive

The entire Graystone Hills subdivision is accessible at only two points. Thomas Drive, the northernmost entry, is platted at adequate width within the new subdivision, but its first half block length (west of Main Street) is essentially a one-lane alley to North Main Street. It has an extremely hazardous intersection at North Main Street because of topography with the problem being compounded by its proximity to the Maple Road intersection. This alley cannot be widened because homes are situated only a few feet away on both sides.

The only other access to the subdivision is at its southern edge via Stouffer Avenue. This road will become even more heavily used as development continues in the Graystone Hills subdivision.

Stouffer Avenue's intersection with North Main Street could become congested in the future particularly if land adjacent to Graystone Hills is annexed and developed. Another access to this residential area needs to be found and additional access via Stouffer Avenue to future development should be very limited or denied.

#### Park Lane

North of Potomac Street the width is 24 feet but on-street parking is permitted. Some congestion

results since this is one of the principal entryways to Shafer Park. Opposite of Park Lane on Potomac Street is another old platted roadway known as Reeders Alley. Since it is scarcely more than an alley with a width of only 12 feet, the Town established one-way traffic (south to north) with the traffic exiting onto Potomac Street.

#### Center Street

Like Park Lane, Center Street parallels Main Street and is sometimes used by north-south traffic. The greatest volume of traffic on this street occurs where it is narrowest, between Lakin Avenue and St. Paul Street. The street cannot be widened because buildings sit at the edge of the right-of-way. In 1995, the Town made the first 200' between St. Paul Street and the entrance into the new municipal parking lot\ Town Hall one way to eliminate traffic conflicts at St. Paul Street due to very limited sight distance, narrowness, and increasing traffic volumes. North of Lakin, however, Center Street is generally satisfactory.

#### Other Town Streets

The remaining local streets in Boonsboro serve basically to give access to adjoining properties. Some of the older streets (e.g., High Street and the roads in Knode Circle) generally are very narrow although Lakin Avenue (41 feet) and Young Avenue are somewhat wider than they would need to be for their local access function.

## COMMUNITY FACILITIES

Boonsboro has experienced rapid growth in the past two decades. Development trends in and around the Town indicate that substantial growth will continue in the future.

Such population increase will place a heavy burden on public facilities and services in Boonsboro. Even now, these pressures are evident on the local elementary school, and particularly, on the Town's water supply. It is therefore important to examine these and other services and facilities in order to determine if they can adequately meet a demand that will grow as surely as the Town's population.

Upon a review of population projections, the discussion begins with water and sewerage infrastructures which represent the most significant Town-owned services and have a large bearing on future development.

### **POPULATION PROJECTIONS THROUGH 2020**

Because projections have their real significance as they relate to demand on public facilities, recent studies involving public utilities and subsequent population forecasts are important documents. The studies are presented and analyzed for the purpose of developing a current "educated guess" on future populations.

	1990	2000	2010	2020
Water and Wastewater Study	2406	2904	3402	3900 *
Whitman, Requardt & Assoc. 1988	2927	3470	4013	4556 **
	521	566	611	656 ***
Facility Study Wastewater Treatment Plant Acer Engineers 1994	NA NA	3088 NA	3731 NA	4374 * NA **

\*Boonsboro TGA    \*\* Boonsboro TGA + Keedysville    \*\*\* Keedysville

The Whitman, Requardt & Associates (WR & A) study was based on dwelling unit densities similar to the historic growth pattern experience for similar zoning designations throughout the County. The study's projections for 1990 were fairly accurate since nearly all development occurred within Boonsboro and Keedysville. Acer's study, which did not involve Keedysville, had the benefit of factoring in the actual 1990 population data. Acer's study assumed development densities within the TGA at levels associated with zoning classifications within Boonsboro and projected additional growth at 25 equivalent dwelling units per year. Since this is a major objective of the TGA ie. development on public water\sewer, the assumption has merit and is certainly a desirable outcome.

As a reference point of comparison of the two studies and to develop projections, a July 1996 estimated population was determined utilizing the following assumptions:

1) The Town of Boonsboro 1990 census population (2,445) + 45 new single family homes @ 2.57 persons\household + 32 new multi-family units (elderly housing) @ 1.5 persons\household equals an estimated July 1996 population of 2,609.

2) The Town of Keedysville 1990 census population (464) + 16 new single family homes @ 2.67 persons\household equals an estimated July 1996 population of 507.

The total 1990 census population for the Town of Boonsboro and Keedysville was 2,909. The estimated July 1996 population is 3,116 which represents an estimated increase of 207 persons.

Earlier it was stated that the housing starts per year are below historical trends (12 units\yr vs. 20 units\yr); therefore, it would appear that Acer's year 2000 population projection for Boonsboro is too high. WR & A's projection for the year 2000 for Boonsboro also appears to be over estimated. Assuming the estimated July 1996 population is fairly accurate, Boonsboro would need to average 32 units\yr for the next 3.5 years or approximately 39 units\yr for the Boonsboro and Keedysville combined region to approach projected population for the year 2000.

Since the interest by developers appears to be significant, the growth rate observed over the past 6.5 years is anticipated to increase and to approach if not to exceed historical trends. Therefore, as a result of reviewing consultants' projections and recent development activity, the following population projections represent a revised (downward) population for the year 2000 with subsequent projections for 2010 and 2020 representing a return to more historic trends.

	2000	2010	2020
Boonsboro TGA	2720	3234	3748

Boonsboro & Keedysville	3250	3893	4534
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## WATER

### Water Supply and Distribution

Boonsboro draws its water from the in-Town Warrenfeltz Spring and from the Keedysville Spring located in the Town of Keedysville. In addition, the Town owns and operates a well located adjacent to the Graystone Hills subdivision. Keedysville owns the land and building in which the Keedysville Spring pumping station is located while Boonsboro owns and operates the pumping equipment itself. Boonsboro is responsible for supplying water to Keedysville.

Water is chlorinated at the well and two spring sites. Excess water from Keedysville spring is pumped through an 8" transmission main along Maryland Route 34. Water is stored in the Town's 1.3 million gallon in ground concrete reservoir on Boonsboro Mountain Road to provide for emergency, fire and equalization storage. The reservoir provides the system's water pressure and the water is distributed via gravity through main lines ranging in size from 4" to 12". The water is re-chlorinated when it leaves the reservoir.

### Current Water Production

Recent analysis of water production by the system was conducted by the Town. The study period was FY 1996 (7/1/95 to 6/30/96). The total gallons pumped were 142,611,000 which equates to 390,715 gallons per day. The Keedysville spring produced 44.18% (63,011,000 gal) of all the water and was in operation 86% of the time during the one year period. The Warrenfeltz spring produced 32.67% (45,591,000 gal) of the water and was operated 98% of the time. The Town's well, referred to as Well No. 8, produced 32.67% (33,009,000 gal) of the water and was in operation 100% of the time.

### Current Water Distribution and Consumption

In addition to analyzing water production, the Town studied water distribution and consumption within the system. The study period (7/5/95 to 6/27/96) was essentially the same and varied slightly due to when the meters were read. For this study period, pump logs and Keedysville's master meter

reading were reviewed to determine distribution. The total system production was 141,460,000 gallons from all sources. The Town received 75.25 % (106,452,300 gal) from all sources while the Town of Keedysville received 24.75% (35,007,200 gal) from all sources.

Per capita consumption was determined by utilizing the estimated July 1996 population projections and total water distributed to each municipality. The Town's per capita consumption was determined to be 112 gallons per day (gpd) while the Town of Keedysville's consumption rate was 189 gpd. Keedysville's consumption rate is 69% higher than Boonsboro's rate. This higher consumption rate becomes even more unbalanced when considering the fact that Boonsboro has a vast majority of the commercial\institutional land uses. Some of these land uses are significant water users such as the regional school complex, laundromat, car\truck wash and Reeders Nursing Home. The three most obvious reasons for the difference in consumption rate are conservation in nature. They are: 1) Town water customers are metered while Keedysville's individual customers are not metered; 2) the Town passed a water conservation ordinance for new construction which limits tank size to toilets and requires flow restriction devices in shower stalls; and 3) the Utilities Commission conducts leak detection tests on a regular basis. It should be noted the consumption rates are inclusive of all unmetered usage such as system leakage, fire hydrant flushing\use, etc.

### Water Service Issues

While water supplies are now near full capacity, the major short-term constraint to the future expansion of Boonsboro is the lack of the ability to expanded its water supply. Therefore, the importance of placing the Crestview well on line to provide for adequate reserve capacity becomes readily apparent. The 1988 Whitman Requardt consultant publication entitled Water and Wastewater Study states that the two springs produced an average of 338,400 gallons per day in 1987 while the estimated peak daily demand was 415,000 gpd. The recent study completed by the Town, which is inclusive of Well No. 8, indicated the system produced 390,715 gpd with the peak daily demand being 531,470 gpd. This system now serves roughly 2,909 persons in the Boonsboro-Keedysville area. Water shortfalls during times of peak water demand are met by drawing water from the Town reservoir which, in turn, is replenished during non-peak periods.

Recent studies by Acer and WR & A based future demands for residential consumers at 60 to 64 gpcd. The Town's review of FY 96 metered residential consumption indicates this range to be accurate. The following water demand projections for 2000, 2010, and 2020 are based upon the assertion that Keedysville residents will be equipped with meters, the system leakage and unmetered

usage will be static over the years, and growth will be predominately residential at 60 gpcd:

	2000	2010	2020
Annual Water Demand	144,970,000	159,100,000	173,100,000
Avg. Daily Production	397,200	435,900	474,246

The current system capacity is capable of meeting the capacity requirements of year 2000. However, it should be noted that production reserve is only 48,000 +/- gpd. The placement of the Crestview well facility on line at 200,000 gpd will allow the Town to meet reserve capacity needs.

The assumption that system leakage/unmetered usage will be static for the future planning period was used to project future demand under current conditions. Even with Boonsboro's activity program to detect leakage, the system experienced an unaccounted usage during FY 96 of nearly 29%. Of even greater concern is unaccounted usage in Keedysville. The Town of Keedysville which is nearly all residential had an estimated demand of 189 gpcd. The theoretical residential demand of 60 gpcd would indicate the system is possibly losing 2+ gallons for every gallon used i.e. a 68% unaccounted usage. The placement of meters within the Keedysville system will assist in determining if the leakage is within the main distribution system or on the connection lines to private residences. The upgrading of either or both types of lines would greatly assist the entire system in meeting future demands.

The Town recently conducted a water storage analysis to determine the need for construction of a second storage facility. Acer Engineers conducted the study in April 1996. The consultants concluded "the existing volume of storage is adequate for the needs of the Town now and in the (near) future provided the Town is satisfied with the current level of emergency storage provided. It is the volume of emergency storage the Town desires and can afford that will drive the decision to provide additional storage".

Both the Town of Boonsboro and Keedysville have been sent Notices of Violation - Surface Water Treatment Rule from the Maryland Department of the Environment (MDE). The Notice requires the towns to take certain steps until water filtration facilities have been provided at or for the Keedysville and Warrenfelt springs and the future Crestview Well. The towns are currently working with MDE and Acer Engineering on the planning and engineering of these filtration facilities. Engineering studies and design have been developed to inter-connect the two systems to a much

greater degree than currently exists. Near total State funding on this project is essential due to the magnitude of the construction necessary to meet MDE's requirements to filter the water sources. The inter-connection of the two system will require the formation of a Regional Water Board with equal representation from both towns.

## **SEWERAGE**

The Boonsboro sewerage system's collection, conveyance, and treatment system serves the entire Town. Three pumping stations lift wastewater from low-lying areas into the gravity system that feeds the treatment facility.

The existing plant is an aerated lagoon with a design capacity of 460,000 gpd average daily flow with the exception of the chlorine contact tank and mechanical bar screen. These components will reach capacity when peak flows exceed 1.3 mgd and 1.0 mgd respectively.

The Utility Commission in preparation of the need to renew its NPDES\State Discharge Permit hired Acer Engineers to conduct a wastewater facilities study. The study conducted in July 1994 cited several steps the Town needed to take to upgrade its permit. The selected plan includes installing additional aeration in primary and secondary cells, adding a chemical feed system (alum) for phosphorus precipitation, installation of hydraulic baffles in both existing cells, upgrading the existing electrical system to accommodate an increased electrical demand, removing sludge in the primary cell, modifying the chlorination\dechlorination equipment to allow flow pacing, adding a new potable water supply for clean trouble free chemical process water, and removing extraneous inflow and infiltration (I & I) in the collection system.

The Town has been aggressively working at upgrading the wastewater treatment plant. By the end of calendar year 1996 the only major item needed to meet the new discharge permit requirements will be the addition of a chemical feed system. MDE has informed the Town that the new changes in effluent characteristics and monitoring requirements will go into effect when flow exceeds .29 mgd for any calendar year. The Town must be in compliance within the following 12 months.

### **Current Wastewater Flows**

Acer's study projected the .29 mgd limit to be exceeded in 1995. However, a review of the

wastewater treatment plant logs indicated the average daily flow to be .255 mgd for calendar year 1995. Based on the estimated July 1996 population of 2609, the daily per capita flow for calendar year 1995 was 98 gpd. The Town's I & I flows cited in recent studies and the far above average rainfall in calendar year 1996 may place the permit changes into effect. For the first seven months the treatment plant logs for calendar year 1996 indicate a .358 mgd flow rate. This equates to an increase in per capita daily flow rate of 39 gallons for a total of 137 gpcd.

#### Future Demands on Sewerage Infrastructure

As noted earlier the Utilities Commission had their wastewater facilities studied twice in recent years to examine short and long term needs. The previous discussion of the Town's actions to meet short term needs for the most part came from the Acer Engineers' study conducted in July 1994.

The long term planning of facility needs, resulting from growth, centers around when not if the wastewater plant will be required to be physically expanded. The WR & A study projects a Boonsboro TGA population of 3402 in the year 2010. Based on a per capita flow rate of 134 gpd, the Town treatment plant will receive an average wastewater flow rate of .455 mgd and will be taxed to near capacity in that year according to the WR & A study. The study assumed a service area growth of about 50 persons per year. This corresponds roughly to the annual growth of the Town from 1970-1990. The Acer study projected the facility would not exceed the .46 mgd rating until 2020. Although Acer's study projected growth to occur at a faster rate, the amount of the flow rate contributed to the I & I component was not as significant as that assigned by WR & A (33 vs. 62 gpcd respectively). Both consultants used a theoretical 72 gpcd generated from the Town's population.

A review and analysis of the wastewater treatment plant logs and population projections presented earlier indicates that either scenario could be correct. The Town has recently experienced both per capita flow rates similar to those cited in the consultants' studies. The 1995 calendar year flow rate of 98 gpcd and the projected population of 2020 equates to .367 mgd which would indicate some reserve capacity. However, under conditions experienced in 1996 ie. 137 gpcd flow rate, the .46 mgd rating could be reached as early as 2010 if the population projection for that year is realized.

The obvious conclusion is the Town could realize an additional 10 years by reducing its I & I from that projected by WR & A to that estimated by Acer Engineers. It should be especially noted that Acer determined the Town's I & I was excessive and recommended that the Town take steps to reduce the I & I. During the study period (1/93-1/94) Acer estimated that 87,000 gallons of the

274,000 gpd average plant flow was from infiltration. Should the I & I flows remain unchanged the Town could expect to expand the treatment plant between 2010 and 2020.

Other expansions to the Town's sewerage system may also be needed before then. As outlying areas develop west and southwest of the Town, additional pumping stations and force mains will be needed to lift wastewater into the gravity system. Relief sewer lines may be needed in the western reaches of the Town in order to accommodate the increased load.

## **SOLID WASTE DISPOSAL**

Solid waste is collected weekly by a private firm under contract to Boonsboro. The Town as of July 1, 1996 began the collection of yard waste when the County's sanitary landfill policy restricted its placement in their facility. Town employees mulch brush and tree limbs which are then stored and made available free of charge to residences of the Town. Grass clippings are also collected and spread upon different portions of the Town Farm and allowed to decompose. The Town also provides bulk pick-up of items such as couches, televisions, stoves, etc. which are collected by Town employees and taken to the landfill. This service can easily be abused and may create a debt burden on the solid waste budget especially with increasing landfill prices.

The recently passed Maryland Recycling Act required counties to reduce their solid waste stream by 15 to 20%. As a result, the County in conjunction with the Town placed a large recycling bin at Shafer Park. From 1991 through July 1996, 572 tons of paper, glass, plastic and aluminum cans have been recycled from that facility. In addition, the Town has placed a recycling station for oil and anti-freeze at Shafer Park. Boonsboro is also evaluating a curb side recycling program.

## **PARKS AND RECREATION**

### **Shafer Memorial Park**

The 11.5 acre Shafer Memorial Park is located along Park Lane and Park Drive on the western side of the Town. The Park is owned by the Town with maintenance provided by Town employees. Boonsboro Town Council's appointed Park Commission develops policies and programs activities at the Park.

The Park has a ballfield, four picnic shelters with tables, a bandstand, restrooms, a paved and lit

basketball court, horseshoe pits, playground equipment and open space. Another small, privately-owned building in the Park is used by the local Boy Scouts organization.

Recently the Town added an additional picnic pavilion and gazebo making a total of six shelters. These new facilities were part of the development of a previously unimproved four acre parcel at the northern end of the park. The improvements included an important pedestrian walkway from Main St. which accesses the new facilities then traverses over an upgraded bridge which crosses to the remainder of the park. The new facilities were also made handicap accessible by designated parking spaces adjacent to the pavilion and permanent custom tables. In August 1996 the facilities were named and dedicated in honor of Robert J. Shifler for his long civic commitment to the Town and its citizens.

Also, since the 1991 Comprehensive Plan, the Town has upgraded playground equipment, constructed a beach volleyball court, paved the main parking facilities and renovated the "Charles House" into a community center. The community center renovations included handicap facilities and restoration of the main large open room. The center is used as a general recreation facility as well as for public meetings conducted by the Mayor and Council and its appointed Commissions. The center also houses the offices assigned to the Town's resident deputy program. In June 1993 the community center was renamed and dedicated in memory and honor of Eugene C. Smith for his long civic commitment to the Town and its citizens.

An additional six acres of land known as the Sinnisen Tract has been bequeathed for future inclusion to the Park. When developed, Shafer Park would have a total of 17.7 acres. The Mayor and Council is also interested in acquiring other lands adjacent to its western boundary. The Town acknowledges and appreciates funding provided by Program Open Space for the expansion and improvements to Shafer Park.

#### Kinsey Heights Park and Town Little League Park

Kinsey Heights Park, which lies adjacent to the Kinsey Heights residential development along Maryland Route 66 in the northeastern section of the Town, will be developed as a passive park.

The Little League Park, which lies along Monroe Road, is part of the Town Farm property. The Park which consists of two ball diamonds and dugouts, a T-Ball field, a graveled parking area and a

multi-purpose building that has concessions, an announcing booth, and storage is used by the South Mountain Little League program.

### Other Recreation Facilities

The Boonsboro Educational Complex offers a variety of facilities: a lighted stadium with a football field and bleachers, a baseball field, paved basketball and tennis courts, an archery range, and a track. The elementary, middle and high school also have gymnasiums which are used by local recreational programs.

Within a convenient drive of Boonsboro are a variety of recreational attractions. These include three State Parks; Gathland, Greenbrier and Washington Monument State Parks, the Appalachian Trail, and the South Mountain and Antietam Civil War Battlefields. Lying near the Town on Maryland Route 34 is the Crystal Grottoes, Maryland's only commercial underground caverns.

### Issues Pertaining to Parks and Recreation

The Town could face a shortage of parks, particularly as new development occurs on its outskirts.

Few of the Town's neighborhoods are within convenient walking distance of Shafer Park, the only park facility which is available for general public use. Kinsey Park rests beneath the Potomac Edison Power Line and is unsuitable for any but passive recreation, and the Little League Park is a specialized facility suitable only for youth baseball. The Educational complex has some active recreational facilities but these are available only when the schools are not using them. These facilities are generally not within walking distance of most of the Town's neighborhoods.

The lack of suitable vacant land in the built-up area of the Town makes the addition of new parks a difficult proposition, and, because the Town's subdivision regulations do not require developers to reserve land for parks or other open space, it is very possible that such facilities will not be made available in new developments built in the future.

There is continuing interest in installing a public swimming pool in the Town either at Shafer Park or another appropriate site. The Town has applied unsuccessfully in the past for Program Open Space funds for this purpose.

## SCHOOLS

The three schools serving the Town are Boonsboro elementary, middle, and high schools. These are co-located on the 98-acre Boonsboro Educational Complex campus fronting Maryland Route 66 in the northeastern part of Town.

The enrollments of the middle school, built in 1977, and the high school, which was renovated in 1975, are well under the two schools' rated capacities. The County Board of Education anticipates no overcrowding at these facilities within the foreseeable future.

Boonsboro Elementary School was recently expanded in 1991 to address overcrowding. The 1991 expansion provided capacity for enrollment growth. However, much of the reserve capacity was dissipated when the State's capacity rating formula was changed from a 30:1 to 25:1 student\teacher ratio. Therefore, because of the substantial population growth that may soon occur in and around Boonsboro, crowding could again become a problem perhaps by the year 2000. Should this happen, the County may adjust school district boundaries to siphon off the extra students from the Boonsboro Elementary School rather than expand that facility further. However, this may prove to be difficult since two adjacent elementary school districts (Sharpsburg and Greenbriar) are currently over capacity. Ultimately, the County Board of Education will probably expand the school serving the area of greatest growth. Boonsboro is associated with a designated growth area where as neither Sharpsburg nor Greenbriar school districts are located within growth areas.

The following table illustrates the enrollment and capacity rating of each school from its inclusion into the Town's Adequate Public Facility Ordinance to July 1, 1996.

Elementary School		
	Enrollment	School Capacity @ 105%
12/1/90	521	404
12/1/91	526	693
7/1/96	564	592

Middle School		
12/1/90	626	988
7/1/96	723	988
High School		
12/1/90	703	1143
7/1/96	785	1143

## **MUNICIPAL FACILITIES AND SERVICES**

### Town Buildings

In March 1995 the new Town Hall was opened to serve the citizens of Boonsboro. The new facility located at 21 N. Main St. was a major renovation and addition to a large residential structure previously operated as a doctor's office. The addition to the rear structurally connects the new Town Hall and the adjacent library. This addition provides a rear handicap access to both public buildings. The development of this site also included a 33 space municipal parking lot. The municipal lot provides parking for the Town Hall, library and town center business via a pedestrian sidewalk constructed adjacent to Town Hall. The Town Hall contains offices for the Town Manager, Administrative Assistant, Town Clerk, Town Planner and Zoning Administrator. Virtually all municipal business is conducted at the Town Hall.

The Town garage, in which Boonsboro's public works personnel and maintenance vehicles are based, is located at Orchard and North Main Streets. Boonsboro owns one dump truck, two pick-up trucks, and one backhoe. While the Town provides snow removal service, garbage collection is contracted out to a private firm.

### Police, Fire, and Rescue Services

The Mayor of Boonsboro is acting Chief of Police. Two County Deputies, working on a contract

with the Town under the Resident Deputy Program, provides police coverage primarily at night. The County Sheriff's Department covers the deputies when they need assistance or are off duty. The Town provides a new cruiser for the deputies every four years. The Town is pursuing an additional third deputy via the anti-crime bill recently enacted by the Federal government.

This level of police protection is somewhat below average in the United States. Overall, the ratio of police to civilian population is one per two thousand. The Town should augment its current police coverage if significant additional growth occurs.

The First Hose company of Boonsboro is a volunteer service that covers Boonsboro, Appletown, Rohrersville, Gapland, Keedysville, Benevola, Breathedsville, Mapleville, Mount Lena, and surrounding areas. It owns three pumpers, one ladder truck and one tanker. This equipment is considered more than adequate to serve the area's needs. The Company receives funds from the Town Council and Washington County and also obtains funds from fund raising activities. While the Company's staffing level is adequate and its headquarters facility on St. Paul Street is satisfactory, the Company is pursuing a satellite facility on MD 67 to decrease response time to service areas in the southern part of the County.

Boonsboro Ambulance and Rescue Service, Inc., is a volunteer service separate from the fire company. This rescue service, supported by over twenty members, has three ambulances and one rescue vehicle. The service is headquartered immediately north of Town on U.S. 40 Alternate in quarters that are considered adequate for the foreseeable future.

### Curbs, Gutters, and Storm Drainage

Many of the Town's streets have curbs and gutters but many do not, particularly in some of the older residential areas where lawns are at street level. These areas should have a high priority for curb and gutter improvements when the Town undertakes them. The Town is currently planning for the construction of depressed curbs and handicap ramps at intersections along Main St. In conjunction with this project a sidewalk restoration program is being planned.

The major drainage systems constructed over the years have been associated with MD 40A (Main St.) and MD 66 (Maple Ave.). Additional capacity was built into the systems to address possible future needs in the southwest portion of the Town. The Town is currently addressing storm drainage issues between Ford and Lakin Avenues and Orchard Drive. It should be noted that two major

drainage outlets flow through Shafer Park to a tributary of the Little Antietam Creek. Future park expansion should evaluate water impoundment for recreational use and water quality considerations.

## **COMMUNITY FACILITIES AND GROWTH MANAGEMENT ISSUES**

Boonsboro and Washington County have adopted ordinances to manage growth and its impact.

### **Town Growth Management Ordinance**

This ordinance, adopted by the Mayor and Council in December 1991, requires that roads, schools, sewerage, and water supply and distribution be adequate before subdivisions are approved. The Town's growth management ordinance compliments the County's adequate public facilities ordinance in all areas except schools. The County's ordinance exempts single family (detached) and duplex housing developments from meeting requirements if the proposed subdivision is located within a designated growth area. The Town's ordinance does not grant such an exemption. This issue needs to be addressed by the two jurisdictions because development would be permitted within the TGA but not the Town. Under these conditions developers would obviously avoid annexation and the Town would lose the tax base and the ability have input into the development of these parcels.

## **ECONOMY**

### **EXISTING CONDITIONS**

Boonsboro is primarily a "bedroom community". While detailed census data on commuting patterns are not available, a brief survey shows that the local employment base is small and many Town residents commute elsewhere to work.

The largest local private employer is the Reeders Memorial Home for the elderly which employs 200. The closure of Londontown Manufacturing which employed approximately 350 was a significant loss to the local employment base and economy.

A few companies in Town employ 15-20 persons each. Others work in the small shops and stores in the downtown area. However, few of these establishments employ more than 2-3 persons.

Major public employers are the Post Office which employs roughly 15 and the Educational Complex which employs roughly 165. The Town has 8 full time and 4 part time employees.

The 1990 census data show that a substantial percentage of Boonsboro workers were employed elsewhere. In 1990, 183 of Boonsboro's 1124 workers aged 16 and over worked in Boonsboro, 446 worked in Washington County, 418 worked outside of Washington County and 77 worked outside of the State. Between 1980 and 1990 the work force increased from 840 to 1124, a 34% increase. The percentage of residents obtaining employment outside the County increased by 70%. The census data indicate a significant decrease in the ability of the regional economy to supply employment opportunities for the citizens of Boonsboro. Also, Town officials have long indicated that many of the persons moving into Boonsboro in recent years commute to jobs in Metropolitan Washington versus moving to Boonsboro to work in Washington County. It is extremely likely that this dependence on outside employment will continue to increase and Boonsboro will continue to evolve into a larger bedroom community.

### **FUTURE CONSIDERATIONS AFFECTING BOONSBORO'S ECONOMY**

Several major factors will determine the future prosperity of the Town. These are: (1) the regional economy; (2) annexation and new development; (3) the well-being of the central business district; (4) reuse of the Londontown Manufacturing facility; and (5) possibly the ability to capitalize on

tourism.

### Regional Economy

The regional economy is significant because of the Town's "bedroom community" status and the significant number of blue collar persons in its work force.

The manufacturing and construction sectors, in which 30.3% of the Town's work force was employed in 1990, are vulnerable not only to layoffs during short-run economic downturns but also to long term attrition due to a continuing decline of the manufacturing sector both local and Statewide. As an example of this ongoing decline, the 1988 "Commercial Recreation Feasibility Study, Southern Washington County", prepared by RPR Economic Consultants, estimated for the County that in the year 2000 manufacturing jobs would decline from 26.4 percent of Washington County's 1988 total employment base to 14.5%. By then construction would gain only a .2 percent share of the County job share, 5.9 slightly up from the 5.7 figure in 1984. Recent data released by the Washington County Economic Development Commission indicate RPR study projections to be fairly accurate. The Commission statistics indicated that the manufacturing sector of Washington County had decreased to 13% in 1994 from 22% in 1984. The Commission report, based on studies conducted by the Center for Regional Progress at Frostburg State University, stated that during the same 10-year period, per capita annual income grew 53% in the county from \$11,563 to \$17,701. This increase was the smallest in the Tri-State area and below the national average increase of 63 %. Comparably, Washington County's per capita income grew by more than 100 percent from 1974 to 1984 when the number of manufacturing jobs outnumbered service jobs.

This long-term decline, however, may be at least somewhat negated in the Boonsboro area if the proposed industrial park on the Town Farm property is successfully developed. A concept plan for a light industrial and manufacturing complex was designed to accommodate approximately 20+ firms and could create 350-400 jobs.

Given projected declines in blue-collar employment in the area, it is evident that the future job prospects and prosperity of a large number of the Town's work force depends on the ability of Washington County to increase the regional economy including, if feasible, the new industrial complex.

## Annexation and Development

Major property owners have indicated a strong interest in having their lands annexed by and developed in the Town. Both residential and commercial growth are planned on the annexed properties. This includes a shopping center on the 66-acre Boonsboro West tract, bordering U.S. 40 Alternate at the north end of the Town. Other proposals for commercial development have been advanced by owners of the Kerns Farm and King Road Associates properties south of Boonsboro.

The residential development will benefit the Town economically by creating a substantial tax base. Also, the need for additional goods and services should create additional jobs in stores and offices. The major negative effects of commercial development in these areas are the potential competition of proposed new commercial nodes with the existing business district and the increase in traffic congestion in the downtown area. The Town plans for a major collector paralleling Main St. to serve development west of Town and to address congestion concerns.

## The Downtown Business District

As the economic center of Boonsboro, the continued well-being of the downtown district is vital. This will be discussed at length in the next section.

## Tourism

The potential importance of tourism to Boonsboro and surrounding areas merits discussion. The previously cited RPR consultant study projected a steady increase in tourist visits to the area around Boonsboro between 1988 and the year 2000. As examples, it projects the following visitation growth at some nearby tourist attractions.

<u>Annual Visitation</u>	<u>1985</u>	<u>2000</u>	<u>Per Cent Increase</u>
Antietam Battlefield	585,000	850,000	45
Harper's Ferry	854,800	1,150,000	30
C&O/State Parks*	<u>932,600</u>	<u>1,100,000</u>	<u>18</u>
	2,372,400	3,100,000	31

\*Includes Chesapeake and Ohio Canal National Historical Park near Williamsport (Washington County), Gathland/South Mountain, Washington Monument, and Greenbriar State Park.

This roughly one-third increase in tourist visits at these selected sites shows that an expanding

market exists which the Town may wish to share. The Washington County Convention & Visitors Bureau recently released 1995 visitation data for local State parks. The following data indicate the volume of visitors to local parks to be significant: Washington Monument - 31,731; Gathlland\South Mountain - 28,833; and Greenbriar State Park - 169,684. In addition, the Bureau reported that the C & O National Park system had 1,636,168 visitors in 1995. This sector will provide economic benefits in terms of jobs, income to local establishments, and spin-off commercial (i.e. overnight accommodations) development. Therefore, the Plan should specify actions Boonsboro can take to capitalize on these economic benefits of tourism.

## **CONCLUSIONS**

While the Town has little influence over regional economic factors, it has potentially great control over others. The Plan should develop recommendations by which Boonsboro can take an active role in controlling future development within its boundaries, taking advantage of the area's tourism potential, and assuring the stability and prosperity of its central business district.

## **DOWNTOWN BUSINESS DISTRICT**

### **GENERAL DESCRIPTION**

The downtown business district is centered at the intersection of Main Street and St. Paul/Potomac Streets. This intersection is known locally as the Town Square. The business district extends one block south toward Young Avenue and north to Stouffer Avenue.

As in other small towns, the Boonsboro central business district contains an array of mixed uses. While it is the Town's commercial core, it is not a unified entity. Its commercial establishments are scattered roughly five blocks along Main Street among single and multi-family residences.

In terms of acreage and floor area, residential uses actually occupy a larger portion of this strip than do commercial uses.

The number and makeup of the establishments along the Main Street commercial area remain much the same as those which existed when the original 1975 Town plan was adopted. These establishments are primarily small specialty stores (most notably, antique establishments), personal service businesses and eat-in or carry-out restaurants. The grocery store and drug store that once occupied the downtown area have long since gone. While there is a drug store and small food store on North Main Street just outside of Town there is no indication that either type of business is interested in locating within the downtown area.

Most people are content to shop for groceries, clothes, and other large items in nearby Hagerstown or Frederick, while buying convenience and specialty items locally.

The overall appearance of the downtown area is only fair. Overhead electric wires, a wide variety of signs, and a lack of trees and street furniture detract from its appearance. In addition, vending machines and other items are occasionally set on the sidewalk. The store fronts themselves are reasonably well maintained.

There are some vacant storefronts in Town although these are generally quickly occupied. Two large Main Street structures that are vacant or under utilized are the one time Odd Fellows Home and the Boone Hotel. The former, which had been used as a bowling alley and then a restaurant, has now been operating as an antique store for the past several years. The Hotel, which in the past

housed commercial uses and apartments, is now vacant except for a ground-level store front shop. The owner wishes to obtain a grant to renovate this historic structure which is the dominant building on the Square.

## **PROBLEMS IN THE DOWNTOWN AREA**

### Parking

The business district had previously lacked convenient parking until the municipal lot was established behind the new Town Hall. People shopping downtown must park either on the streets or in one of the scattered lots behind the stores on Main Street. These lots are arranged in haphazard fashion and are not identified by signs. Street parking is often difficult because, in many cases, store employees still park at curbside. Persons driving through the Town undoubtedly often pass through without stopping because there are very few unoccupied parking spaces on Main St. and no signs that indicate parking lots. The municipal lot is under utilized with less than one-third of the spaces being occupied on the average. There appears a need to develop a public education program in conjunction with the downtown business owners and operators.

### Traffic Congestion

Main Street is heavily congested during morning and evening peak hour commuter traffic. This traffic makes it difficult for pedestrians to cross Main Street and hinders those trying to parallel park there. Traffic congestion also discourages people from coming downtown. Left turn movements from Main Street on to Potomac Street create traffic backup on the former during times of peak congestion because curbside parking makes it impossible to pass the turning cars on the right. However, removing curbside parking near Potomac Street to create a left turn lane would result in loss of 10-12 parking spaces and aggravate the on street parking shortage. The Town did remove 4 spaces to assist north bound traffic on Main St. It appears to have addressed the problem for the short term. Recently, a consultant firm which prepared a traffic impact analysis for the developer of Crestview subdivision recommended the removal of all parking spaces within 100' of the intersection.

### Lack of Room for Business Expansion

Unless existing buildings are demolished or expanded rearward, there is little or no space for new commercial construction in the downtown area. The only other viable option for significant expansion is redevelopment of existing buildings for commercial use. The major candidate for such retro-fitting is the Boone Hotel. The Town Garage on North Main Street could be a possible candidate should the facility ever be relocated. Both of these structures have sufficient area to accommodate a significant number of shops or perhaps one large store.

A recent example of such retro-fitting is the renovation of the Red Men's Hall building on St. Paul Street. The building was completely renovated by the Boonsboro Medical Center Limited Partnership for their medical practice. Additional offices for lease were also part of the renovations. Prior to the Zoning Ordinance amendment in October 1995, efforts at re-use were often thwarted because of the requirements for commercial operations to provide on site parking or off-street parking within 400 feet. Such requirements were determined to limit renovation of buildings where the sites are too small to accommodate the required parking.

### **POSITIVE FEATURES OF DOWNTOWN**

Downtown Boonsboro attracts numerous people who use Shafer Park, the library, post office, and Town Hall. Its shops and stores are within convenient walking distance of many surrounding neighborhoods. During weekends, it attracts tourists who shop at the antique stores.

### **PREVAILING ATTITUDE CONCERNING THE DOWNTOWN AREA**

The predominant feeling in Town is, with the exception of problems related to traffic congestion and lack of parking, the downtown area is in reasonably good condition. While there is some sentiment to beautify downtown and to increase efforts to attract tourists, there is no pervasive drive in the local business community to do these things.

Although many retail store owners wish to attract additional customers to improve sales, there are others who own carry-out and other service shops who feel that patronage is adequate and see little reason to encourage more.

On several occasions, downtown businessmen's associations have been started, but these organizations have never remained together for long. There is no such organization at present, and there have been no cooperative attempts by local businessmen to attract shoppers through joint sales or other promotions.

The lack of collective action by downtown businessmen can probably be attributed to the absence of a consensus on what issues, other than parking and congestion, are really pressing and on what the downtown area must do to remain prosperous.

This attitude could change if downtown Boonsboro faces serious competition from nearby commercial developments. As discussed previously, commercial growth, including at least one shopping center, is planned on the periphery of the existing built-up area. Therefore, the new Comprehensive Plan, anticipating this circumstance, must recommend actions to be taken to protect the downtown's prosperity even though strong, widespread sentiment for taking such actions may not currently exist.

## PART II

### COMPREHENSIVE PLAN

## **LAND USE & FUTURE GROWTH**

### **GOAL**

- To ensure the physical growth of the Town is consistent with the "Seven Visions" of the Economic Growth, Resource Protection and Planning Act of 1992. The Seven Visions are:
  1. Development is concentrated in suitable areas;
  2. Sensitive areas are protected;
  3. In rural areas, growth is directed to existing population centers and resource areas are protected;
  4. Stewardship of the Chesapeake Bay and the land is a universal ethic;
  5. Conservation of resources, including a reduction in resource consumption, is practiced;
  6. To assure that development is concentrated in suitable areas and that sensitive areas are protected, economic growth is encouraged and regulatory mechanisms are streamlined; and
  7. Funding Mechanisms are designed or revised to achieve the visions.

### **OBJECTIVES**

- To encourage the physical growth of the Town consistent with both its current makeup and its future needs.
  
- To ensure that adequate resources are available to maintain the existing portion of Town while services are being extended to new areas.
  
- To seek compatibility among all present and future land uses.
  
- To obtain the best possible use of undeveloped and redeveloped land.
  
- To ensure that future development is held to a minimum in environmentally sensitive areas

### **LAND USE COMPOSITION**

The Town of Boonsboro will experience two major types of growth and change in future years. The

first will be infill and redevelopment in the older built-up area. The second, and a much larger component of land use change, will be new development in outlying vacant land within the municipal boundaries and the annexation and development of large parcels now located adjacent to the Town.

The following discusses the effects of each on the future growth and land use arrangement of Boonsboro.

### Infill and Redevelopment

Because there is little land that can be developed in the older built-up area of Town, infill and redevelopment present the only significant potential for growth. Consequently, the pattern of land uses here will remain relatively the same as in the past. Scattered development of vacant residential lots, such as those remaining in the Campus Grove single-family development on Grove Lane, will continue. Additionally, for the betterment of the downtown commercial core, the Boone Hotel and several other large vacant or under utilized buildings should be retro-fitted for commercial use. The Red Man's Hall on St. Paul Street was a major candidate for such conversion in the 1991 Plan. In 1994 this structure received a total renovation and is currently operating as the Boonsboro Medical Center. This structure along with the old Town Hall and the First Hose Fire Company were rezoned to Town Center as part of the comprehensive rewrite of the Zoning Ordinance in October 1995.

### New Development

Most all vacant parcels within Boonsboro will develop residentially. The major exceptions are lands zoned commercial as part of the 1990 annexation of 'Boonsboro West'.

New development as discussed in detail in Part I under the 'Land Use - Vacant Land Within Boonsboro' section outlined planned development within the corporate limits. Of the 298 acres of open land roughly 132 acres have development proposals at various levels in the review process. Much of the remaining acreage faces environmental constraints such as severe slopes and flood-prone soils.

Substantial residential, commercial, and industrial growth will occur along the western and southern

reaches of the Boonsboro Town Growth Area if the land is developed as preliminary plans indicate. This development necessitates the planning and construction of a major collector road from MD 68 to MD 67 to provide badly needed access to those areas. In addition to providing access, the proposed major collector will link these developments and thus route this locally generated traffic around the downtown area. A minor collector is also being proposed between US 40A and MD 66 to service traffic generated by the development of Boonsboro West. This roadway could significantly reduce traffic levels at the US 40A and MD 66 intersection which has less than desirable turning movements due to the angle of intersection.

The Generalized Land Use Maps and text that follow address the makeup of future development and its relationship to these two planned roadways.

### GENERALIZED LAND USE MAP

The generalized land use maps depict the future land use pattern for the existing Town and also for the unincorporated lands lying within the Boonsboro Town Growth Area as established by the Town and Washington County.

The following describes each land use category found on the map. The names of these uses are similar to those of the Town's zoning districts or densities permitted within the established zoning districts. It should be noted that the boundaries for future land use of vacant properties within the Town follow existing zoning boundaries. In regard to the generalized land use map for the Boonsboro TGA, the boundaries are to be considered as a general guideline for future land use. Also the boundaries between land uses are illustrated to indicate flexibility of transition from one land use to another. The land use of individual parcels or tracts within a larger parcel will become finalized, ie. establishment of zoning classifications during the annexation process as the Mayor and Council and Planning Commission evaluate the annexation petition and associated development proposals.

### RESIDENTIAL CATEGORY

#### High Density

This is a high density residential designation applicable to areas developed primarily with single-family (detached, semi-detached, and attached), two family duplexes, and apartment construction at a density up to eight units per acre. In general this residential category was concentrated immediately adjacent to excellent transportation linkages (existing or planned), in close proximity to commerce, and in areas with the least environmental concerns.

### Medium Density

Medium residential development is defined as low to moderate residential construction at a density of 1.5 to 2.5 units per acre. These homes will continue to be solely the single-family suburban dwellings which have been popular in recent years. Most additional residential construction in Town, specifically the new sections of Graystone Hills and Crestview developments, will be in this category.

This residential category occupies a significant portion of the lands in the Boonsboro TGA as it tends to represent the character and type of housing most desired by the Town. Medium density housing will tend to be located adjacent or near to good transportation linkages. Also, medium density housing will tend to be separated from minor arterial highways by high density residential or commercial development to lessen the impact of traffic within these neighborhoods. This buffering of medium density residential development is recommended along the planned major collector when found to be desirable. The amount of significant environmentally sensitive areas should be kept to a minimum within tracts to be developed at this density.

### Low Density

This is light density residential development in single-family detached homes at a maximum density of 1 unit per 2/3 acre. This is most appropriate in the eastern sector of the Town Growth Area where steep slopes restrict development and along the periphery of the TGA as a transition between the Town and adjacent agricultural lands. In addition to medium density residential developments, this classification should be viewed as appropriate land use in areas adjacent to floodplains where soil conditions also restrict development and at 'gateways' to the Town that establish the first impression of the Town's character.

### COMMERCIAL CATEGORY

This classification would include uses from either the 'General Commercial (GC)' or 'Neighborhood Commercial (NC)' zoning districts. The more intense commercial activity should be located near intersections of major roadways to take advantage of good transportation linkage. These commercial activities draw from a wide trade area encompassing both the Town and the surrounding region and are heavily automobile oriented. The location of intense commercial land use would also be an appropriate transition from industrial or employment centers to residential neighborhoods. The utilization of buffering via land use transition would also be appropriate at highway intersections to reduce the impact of heavy vehicular traffic on residential land use.

The commercial land uses of a less intense nature would tend to include uses in the 'NC' zoning districts. This includes small convenience outlets catering to the needs of the immediate surrounding areas. These will be located where needed but primarily along major roads on the periphery of residential neighborhoods.

### EMPLOYMENT CENTER CATEGORY

This includes light industrial, research, and other activities that can provide local jobs while remaining a "good neighbor" by virtue of on-site landscaping and screening and limited off-site impacts. The location of this category will rely heavily on the construction of the major collector which is to traverse the Town Farm on Monroe Road. Excellent transportation linkage is a necessity for the ultimate economic development success of this parcel as the current access to this area is totally substandard.

### INSTITUTIONAL/PUBLIC CATEGORY

This consists of lands on which major public facilities are located or planned. Such public facilities include additional park land for active recreation and expansion of the sewerage treatment facilities near the existing lagoons. Both are to be part of the overall development plan of the Town Farm. Institutional uses on the generalized land use map include future expansion of the Reeders Nursing Home facilities and private uses such as the utilization of vacant lands owned by the Boonsboro

Cemetery Association.

### TOWN CENTER CATEGORY

Although not illustrated on the generalized land use map, this category comprises roughly a two-three block area along Main Street and the north side of St. Paul Street from Main Street to and including the old Town Hall (see Zoning Map). This is Boonsboro's commercial center. It is a mixed commercial-residential area. The original Town plan recommended that the downtown be the primary activity center but that it not be upgraded to a major commercial area. The 1991 Plan countered this recommendation in belief that a strong identifiable downtown commercial district is essential to the Town's future economic prosperity. This Plan continues to support that economic philosophy. Therefore, the preferred use here is commercial with redevelopment and expansion to be commercially oriented. Town Center also includes high density residential uses ranging up to apartment development at a density of ten units per acre.

It is important, however, that despite the commercial emphasis of this area, surrounding residential uses in adjacent `TR' zoning districts are not infringed upon.

### OPEN SPACE CATEGORY

This category is not represented on the generalized land use map by a singular classification as it tends to represent various environmentally sensitive areas. The map illustrates areas of 100 year flood plain and adjacent stream buffers and steep slopes. Because of extreme environmental constraints in these areas, they are best left in their natural state and incorporated in with Forest Conservation Ordinance's reserve areas for the long range protection of these ecosystem.

### **THE FUTURE GROWTH OF BOONSBORO**

It is extremely difficult to project the population of a small town such as Boonsboro where one large development could render such a projection inoperative. However, for Town officials to plan for future needs, it is important to relate at least some thoughts concerning what the future population of Boonsboro will be.

Neither the County nor any other jurisdiction has prepared population projections for Boonsboro.

Maryland Office of Planning projections, however, show that Washington County itself will grow at approximately the same rate as the 1980-1990 decade. Its total population of 130,500 by the year 2000 will rise about 9,107 above the 1990 Census figure of 121,393. The average projected annual increase during the 1990-2000 period is 911 or about .75 percent per year.

Boonsboro's growth rate has been less than that of recent decades with the population rising 35.3% during the 1970's and another 28.1% from 1980-1990. The early 1980's recession hurt Western Maryland severely and resulted in outflow of population in many areas. Boonsboro's expansion also was probably affected even though the Town grew by roughly 200 people in the first half of the decade. However, the Town's population picked up dramatically, rising 335 from 1986-90 as opposed to an increase of only 202 in the five years from 1980-85.

Boonsboro's projected growth rate for the 1990-2000 decade is 11.2%. The 2000 population is projected to be 2720 which represents a 46% reduction in the growth rate when compared to the annual average of 51 persons\year that occurred from 1970-1990. In recent years uncertainty over water supplies has acted as a brake on new construction and population growth. As noted in the detailed discussion on population projections in Part I Community Facilities Section, the population growth between January 1990 and July 1996 was estimated at 25.2 persons\year compared to 53.7 persons\year in the 1980's. Because the previously discussed long-term trends indicate growth in Boonsboro, the Town's population growth rate will return to more historic trends during the 2000-2010 decade.

Cooperative action between the Town, County, and developers on the planned major collector road would facilitate growth, releasing pent-up demand by landowners for development which has existed in that area for several years. Major residential developments in these areas are of the type that could push population growth rate back to previous historic trends of 50+ persons\year as new homes are constructed and occupied.

Population growth at a rate of 50 persons per year would result in roughly 20 new dwellings annually. This would consume less than 15 acres per year, an amount easily accommodated in the Boonsboro Town Growth Area which has over 1,600 acres available for development.

The impacts of growth on the Town's water and sewerage infrastructure could be significant. Part I - Community Facilities contains a detailed analysis of water production and consumption and

wastewater effluent treatment.

The water supply is operating at or near full capacity. The background studies indicated the importance of bringing the Crestview well on line. The Crestview facility has the design capacity to address current reserve needs. This facility is also part of the water system that the Town of Boonsboro and Keedysville need to include in its filtration facility. Both communities are under a Notices of Violation - Surface Water Treatment Rule issued by the Maryland

Department of the Environment. The Towns are currently working with MDE and Acer Engineering on the planning and engineering of these filtration facilities. Preliminary scheduling of the project calls for its completion in 1998.

The sewerage treatment facility operated below its existing discharge permit of .29 MGD in calendar year 1995. As noted in the background studies, the 1996 flow rate may require the Town to operate under a more restrictive (treatment) discharge permit but with a higher effluent discharge rate (.46 MGD). The Utilities Commission is near completion of programmed improvements needed to operate at this higher flow rate. Since the sewerage facility's rated hydraulic capacity is .46 MGD, the major influence of growth will be the need to physically expand the plant. The Commission's ability to address the I & I flows could extend the need to expand the plant past 2020.

The effect of population growth on local schools was discussed earlier. In summary, the local high and middle school would have adequate capacity in the future but the elementary school may again become overcrowded if population increases as projected.

### **RECOMMENDATIONS FOR FUTURE GROWTH**

Because there is a large amount of undeveloped land, some 298 acres in Boonsboro plus roughly 1,200 additional acres being considered by their owners for annexation, the Town will ultimately face major decisions on when, where, and under what conditions some potentially extensive growth will be allowed. Consequently, the plan must provide adequate guidance to Boonsboro's officials in

their future development actions. This is necessary to avoid the fiscal, environmental, and societal costs which would result from failure to adhere to proper planning principles.

The following recommendations, first of a general nature, then specific to particular land uses, provide this guidance.

### **OVERALL LAND-USE RECOMMENDATIONS**

**The Town of Boonsboro must work closely with County and State agencies as well as private developers in implementing the land use plan.**

Each of these participants in the development process makes decisions which directly affect growth in the Boonsboro area. This is particularly important in terms of the County because its development decisions will determine the ultimate configuration of the growth area that Boonsboro must serve. The County also is responsible for much of the road system around Boonsboro as well as the schools which will serve future generations of students.

The County in particular will have a major role in reserving the rights-of-way for the Major Collector because the rights-of-way for the road lie almost entirely in the County.

At the State level, the State Highway Administration's decisions regarding improvements made to State roads could effect Boonsboro. Other State agencies, such as the Department of the Environment, which sets water quality and sewage treatment standards, also will make decisions significant to the Town as will the Department of Natural Resources which will approve developments affecting nontidal wetlands.

For these reasons the Town must be aware of and continually insure that it has input into the decisions and actions of Washington County and State agencies that so heavily affect the future development of Boonsboro.

**The Town and County must work to insure the integrity of the Boonsboro Town Growth Area.**

The Growth Area represents an important planning tool in that it signifies Town-County

concurrence on what areas the Town will serve with water and sewerage infrastructure. Because the Town must know the exact parameters of its future service commitments in order to make necessary budget and other decisions, it is essential that the Growth Area boundaries remain relatively stable with changes occurring only after due consultation between the Town and County. To minimize the need to make changes in these service area boundaries, the County should limit development around them to as great a degree as possible by using its power to restrict infrastructure expansions.

From time to time, however, the Growth Area may need to be expanded. When this possibility arises, the Town and County planning commissions should meet to discuss this issue and should periodically meet to discuss other issues of interest to their respective jurisdictions.

**Developments should be in compact clusters consistent with environmental constraints.**

This type of development requires less road and other infrastructure to serve it and is thus cost effective if that development is in or near Town. The cluster concept would be appropriate for the development of a tract which has significant environmentally sensitive areas. A cluster development would allow land immediately adjacent to these sensitive areas to be set aside as open space creating additional buffering. Overall density of the cluster development is not to exceed that allowed by the zoning classification for the parcel.

**RESIDENTIAL LAND USE**

**GOAL**

**-To produce a desirable residential environment for all residents of the Town of Boonsboro.**

**OBJECTIVES**

**-To insure that future residential growth within the built-up portion of Town is compatible in terms of density and scale with existing residential neighborhoods.**

**-To prevent scattered residential development.**

**-To protect residential neighborhoods from encroachment by commercial and industrial activities as well as other incompatible uses.**

**-To protect residential neighborhoods from through traffic.**

**-To insure that residential development does not negatively impact the environment.**

Boonsboro's future residential growth will be primarily at the suburban densities typical of its residential construction of recent years. Some townhouse and apartment development, however, will also occur. The vacant land around Boonsboro can accommodate a variety of housing types and densities provided that new subdivisions are properly situated vis-a-vis roads and water/sewerage infrastructure.

The following are recommendations to guide the Town in the siting and serving of new residential developments and also the preservation of its existing residential neighborhoods.

## **RECOMMENDATIONS**

**Future residential development should be of sufficient density to justify community water and sewerage service and should not depend on individual wells and septic systems.**

The extensive use of wells and septic systems is inappropriate in the Boonsboro area because soil and geologic conditions make groundwater extremely vulnerable to pollution from these systems, thus, residential development must be of sufficient density to make community water and sewerage service economical.

**High density residential developments should be located at points with adequate road access.**

Because of their significant traffic generation, apartment and townhouse projects should be sited on or near collector or arterial roads. This allows traffic to easily enter and leave such developments

without using small residential neighborhood streets and creating congestion and safety hazards there.

**Individual homes should be served by local streets only.**

Such local streets are designed only to convey traffic from abutting lots to larger thoroughfares. Larger through streets carrying outside traffic should be routed around residential neighborhoods to avoid disrupting them.

**Residential areas should have adequate buffering and setbacks from incompatible uses to protect residents from noise, visual pollution and other negative effects.**

Because a mixture of development is expected near Boonsboro in future years, it is essential to plan for proper separation of these uses and, in particular, to protect residential neighborhoods from the negative impacts of commercial and industrial development and the traffic generated on major roads. Within residential areas themselves, lower density neighborhoods must also be protected from the negative features of high density areas.

Therefore, buffering and setbacks must be used to accomplish these recommendations. Buffering in and around residential areas could be vegetated strips with trees or bushes planted to provide screening. Parks and passive open spaces could provide buffering, particularly between large projects. Within multi-density residential projects, developers should make maximum use of natural features such as slopes and drainage swales to provide this separation and buffering.

**Town ordinances should be examined to determine if they provide the necessary protection in terms of setbacks and buffering.**

**Residential development should be compatible with surrounding neighborhoods.**

This is particularly important in the event of infill within the existing portion of Town. Such infill should, in almost all cases, be of the single-family type that predominates in Boonsboro now.

Affordable Housing

Maryland in recent years has seen a considerable increase in elderly and single-person households.

This has resulted in increasing instances where these persons, many of whom have relatively low incomes, are priced out of the housing market.

Boonsboro is no exception. There are numerous households headed by elderly persons and also a large number of low and moderate income households, many of which have limited incomes. Therefore, the Plan must address this issue as it has addressed other issues relating to the Town's growth.

Discussions with the Town Planning Commission during the preparation of the 1991 Plan indicated that an emerging issue in Boonsboro is the fact that many persons heading these types of households are unable to afford homes in a housing market with rapidly escalating prices. Since that time a 32 unit elderly housing complex has been completed and a previously existing 32 unit apartment complex off Orchard Drive now offer subsidized rental units.

### **RECOMMENDATIONS**

**The Town should make information available to its residents on County and State programs available to help families obtain affordable housing.**

**Boonsboro should make information available to the public on existing low cost housing units.**

### **COMMERCIAL LAND USE**

Our plan must guide two very different kinds of commercial development that will occur in the future. One is redevelopment activity in the downtown and the other is new commercial construction in outlying areas. The following directs these two types of commercial expansion.

### **GOAL**

**-To encourage a sufficient but not excessive number of well designed and well located commercial centers through proper provision of new commercial activities and maintenance and revitalization of existing commercial uses.**

## **OBJECTIVES**

- To emphasize safety, convenience, and attractiveness in all commercial development.**
- To maintain and enhance the downtown business district.**
- To encourage clustering of commercial activities at optimal locations.**
- To amend Zoning Ordinance and Map as necessary to insure quality commercial activity that is compatible with surrounding land use and not detrimental to environmentally sensitive areas.**

### Downtown Commercial Development

Most of our plan's recommendations concerning the downtown business district appear in a separate section. However, several recommendations concerning land use aspects of commercial activities are appropriate here.

## **RECOMMENDATIONS**

**Major traffic generators should not be allowed in the downtown business district.**

Large supermarkets, fast food outlets, and other activities of this type should not be placed in the downtown area because of the resulting automobile congestion. These are more appropriately located on the municipal outskirts away from residential neighborhoods.

**Commercial expansion in the downtown area should not impact surrounding residential areas.**

Retro-fitting of buildings for business use, as well as new commercial construction where possible, are necessary actions in promoting the prosperity of the downtown commercial core. However, screening, buffers, limitations on hours of operation, and other appropriate measures are necessary to insure that this commercial activity does not negatively affect nearby residential uses located in the

adjacent 'TR' zoning districts.

### Highway Commercial Areas

At present Boonsboro has little of what could be termed "highway commercial" activity that depends on through traffic for business. With exception of a few small stores and filling stations located along U.S. 40 Alternate on the northern and southern ends of Town, no such development now exists.

However, at least one highway shopping center is planned along U.S. 40 Alternate north of Town and it is possible that similar development will occur elsewhere. Accordingly, the following is provided to ensure that such developments are properly sited with proper access and other essentials.

## **RECOMMENDATIONS**

**Shopping centers should be located on regularly shaped properties of sufficient size to allow an efficient layout of buildings, roads, parking, amenities, and room for expansion.**

**Highway commercial development should be located on and readily accessible to major highways. However, access points should be planned in a manner that does not interfere with the traffic-carrying capabilities of those thoroughfares.**

**Highway commercial development should be located where it does not disturb nearby residential areas.**

Among other things, this means that these outlets should be placed on collector or arterial routes to guarantee proper road access and insure that traffic patronizing those establishments does not need to reach them via residential streets.

**Cross-traffic turning into shopping areas should be minimized at major intersections to reduce congestion.**

**New commercial development should compliment the downtown commercial area.**

Types of stores in such new highway commercial centers should be limited to enterprises such as department stores and supermarkets that handle large volumes of people and traffic.

### Neighborhood Commercial Development

"Neighborhood commercial" activities include such outlets as 24-hour convenience establishments and drugstores. Some downtown stores now perform this role. In the built-up area of Boonsboro, many can walk to the downtown area where these are located.

New neighborhood commercial centers, however, will be needed in developing areas south and west of Boonsboro to serve local residents.

## **RECOMMENDATIONS**

**Uses should be restricted to neighborhood-serving establishments such as convenience stores, beauty and barber shops, laundromats, drugstores, etc., but should not include traffic-generating activities such as service stations, fast food shops, or drive-in banks which are not of a solely neighborhood-serving character.**

**Neighborhood commercial centers should be located as closely as possible to surrounding residential neighborhoods -- within walking distance to as great a degree as possible.**

**Sufficient on-site parking should be provided so that traffic does not spill over onto surrounding residential streets.**

**Neighborhood commercial centers should be located at the periphery of residential developments and near the intersection of major roads; however, points of access to neighborhood commercial centers should be kept far enough from street corners to prevent**

**undue traffic backups and congestion at intersections.**

## **INDUSTRIAL LAND USE**

The proposed industrial park to be located on a portion of the Town Farm property represents a major potential economic boon. However, care must be taken to ensure that this complex is adequately served by roads and community facilities and that it is compatible with surrounding development and natural features.

## **GOAL**

**-To provide for industrial activity while maintaining environmental quality.**

## **OBJECTIVES**

**-To provide sites suitable for industry in terms of size, location, physical characteristics of the land, and accessibility to transportation.**

**-To provide adequate community facilities, particularly water and sewerage, to industrial concerns.**

## **RECOMMENDATIONS**

**The industrial park must have adequate road access.**

This is essential so that truck and other industrial traffic from this complex can easily reach the regional road network. The site, however, is presently poorly served by roads. Resolution of this problem will be discussed in the Transportation section of this plan.

**Industrial development must not disrupt the surrounding environment.**

A great deal of the Town Farm site has development constraints, flooding and rocky outcrops that

must be avoided when construction occurs. In addition, the Park must be designed to avoid visually disturbing new neighborhoods to the east of Monroe Road. Accordingly, adequate setbacks, buffering, and landscaping should separate the park from residential developments.

## **OPEN SPACE LAND USE**

### **GOAL**

**-To preserve and protect sensitive environmental features in and around Boonsboro.**

### **OBJECTIVES**

**-To keep development from encroaching on areas unsuitable for it.**

**-To reduce or eliminate development's negative impacts on nearby sensitive environmental features.**

As mentioned earlier, the future expansion of the Town into some major environmentally sensitive areas merits discussion of guidelines for preserving these areas.

## **RECOMMENDATIONS**

**The Town should amend the subdivision and zoning ordinances to protect environmentally sensitive areas.**

The current Boonsboro Floodplain Management Ordinance which prohibits new construction within the 100 year floodplain provides adequate protection of this environmentally sensitive area. The ordinance should be periodically reviewed to insure it continues to meet its intended purpose. It should also be noted that the Town's Forest Conservation Ordinance and Federal wetland regulations are part of any development review procedure. These land use regulations often provide additional protection for floodplain areas.

The protection of streams and their buffers require amendments to the subdivision and zoning ordinances. The amendments are to be based upon a flexible buffer width as a function of stream value, water use classification and slope. Stream buffer widths may be greater if the floodplains, wetlands or steep slopes extend beyond the buffer line. Stream water use classifications as determined by MDE will be utilized in the establishment of the buffer width. Any amendment should also address allowable uses within buffer areas such as recreation, pathways, agricultural, etc. and when 'Best Management Practices' (BMP) plans are to be required.

The protection of steep slopes, defined as those having a slope greater than 25% or greater than 15% where the erodibility coefficient (K Value) is above 0.35, should require only minor revisions to the Town ordinances. Strict compliance to the Forest Conservation Ordinance, sediment and erosion control measures, and new stream buffer regulations cited above should address environmental concerns near or adjacent to watercourses. Development of parcels of land not adjacent to water courses will require additional regulatory guidelines. Individual residential construction sites should not include steep slopes. In those lots the building envelope should be modified to exclude steep slopes. Clearing and grading within a lot containing steep slopes should only be permitted under BMP and approved by the Soil Conservation District. Development regulation should not be so restrictive that it would preclude mass grading of a tract if economically feasible or not in conflict with sensitive areas adjacent or within the tract. Development of sites with larger structures should basically follow the same guidelines outlined above. Again, regulatory criteria should have enough flexibility to permit development of a parcel provided engineering design and BMP can insure slope protection.

The protection of the wellhead area is to avoid risks of damage to sources of public drinking water by prohibiting within close proximity of public water well or springs certain land uses, facilities and activities which involve a reasonable likelihood of discharge of pollutants into or upon surface or ground water. The Town has received mapping from the Maryland Department of Water Resources and model ordinances for the implementation and management of this sensitive area. The development of a listing of principle and special exceptions uses needs to be finalized along with mapping at a scale with the accuracy needed for an overlay zone to be used in conjunction with the Town's Zoning Map.

**The Town should require developers to integrate sensitive environmental features into their**

**plans in a way that these features are protected and established as common open areas when applicable.**

## **MINERAL MINING**

Article 66B, Annotated Code of Maryland, requires that comprehensive plans include a mineral resources element if sufficient current geological information is available. This element must identify land to be kept undeveloped until minerals are extracted and incorporate measures to prevent preemption of mineral extraction by other uses.

The Boonsboro area rests over limestone deposits which are extracted by a Martin-Marietta mine located a mile northeast of Town. However, no other mines exist within 20 miles of the Town. In the past, United States Steel owned large parcels in the Boonsboro-Keedysville area, ostensibly for possible use for mining operations. However, it has been selling these parcels and no longer owns land in the immediate vicinity of the Town. The Maryland Geological Survey speculates that U.S. Steel is selling the properties because the limestone resources there are not of adequate grade for use in steel making.

The Geological Survey is not aware of any data which would indicate that the immediate Boonsboro area has mineable mineral resources.

## **TRANSPORTATION**

### **GOAL**

**-To provide for the safe and efficient movement of people and goods.**

### **OBJECTIVES**

**-To provide a street and highway pattern which permits the effective integration of Town, County, and State roads into a coordinated system at the least possible cost to local residents.**

**-To insure that the traffic-carrying capacity of the State arterials serving Boonsboro is preserved when future development occurs.**

**-To improve neighborhood streets where and when necessary to ensure the easy flow of residential traffic and the safety of local residents.**

**-To provide or to improve pedestrian ways and bicycle routes as an integral component of road and street networks and as a separate system of paths and walkways when feasible.**

### **FUNCTIONAL CLASSIFICATION SYSTEM**

Planning for street improvements and future street construction depends on a proper classification system for thoroughfares. Such a system accomplishes several major purposes:

1. Identifying those major thoroughfares which carry the heaviest traffic will help the Town allocate its financial resources for the repair/upkeep of roads which bear the heaviest traffic burden. Also, future residential streets can be designed to funnel traffic onto those major arteries once they are identified and classified.
2. This system permits minimum standards for right-of-way width, number of lanes, paving width and parking to be consistent with the function of each street. Also, these

standards are the basis for road specifications and requirements as established in the subdivision regulations and play an essential part in planning efforts to ensure that an adequate street system is provided to residents in newly-developing areas. This is particularly important given the extensive new development expected in Boonsboro.

Major road classifications and standards applicable to the Town and TGA are based upon the Washington County Highway Plan and the Boonsboro Comprehensive Plan recommendations are as follows:

### Arterials

Arterial highways carry large volumes of regional and interstate traffic and link heavily populated urban nodes. In the Boonsboro area, I-70 is a major arterial carrying interstate and statewide traffic. Maryland Routes 34, 66, 67 and 68, along with U.S. 40 Alternate, now serve as minor arterials beyond the Town limits. Their function will remain that of carrying intra-regional traffic between population centers.

### Collectors

Major collector streets are designed to carry relatively high traffic volumes to the arterials. Such collectors often provide access to major uses such as industrial, commercial and residential within a town or county.

Minor collectors carry traffic within communities, distributing it from local streets to major collectors and arterials. Minor collectors in Boonsboro are Orchard Drive\St. Paul Street\Boonsboro Mountain Road, Stouffer Avenue and King Road.

### Local Streets

These thoroughfares lie entirely within the Town and consist of local residential streets which connect the abutting development to the collector and arterial thoroughfares.

## IMPROVEMENTS TO LOCAL TRANSPORTATION

Boonsboro is in the somewhat ironic position of having good road access to regional population and employment centers many miles away but often poor road access near and within its own boundaries. As discussed earlier, the State road system gives excellent access in most directions from the Town. There are, however, virtually no cross-country roads linking these thoroughfares in the vicinity of Boonsboro. Consequently, traffic going from one end of Town to another must pass through the already congested center, generally using Main Street. Additionally, heavy commuter traffic also uses Main Street during morning and evening rush hours.

This congestion along Main Street, which has been identified as one of Boonsboro's most pressing problems, will worsen as new developments occur on lands to the north, west, and south. With no roads available to divert traffic around the already congested downtown area, traffic from these new developments will also use Main Street and precipitate more congestion and safety hazards to pedestrians and motorists.

Lack of road access in the Boonsboro vicinity will also impact the proposed industrial park at the Town Farm property on Monroe Road. At present, such a complex would have no access to I-70 except through Town where an influx of industrial truck or employee vehicular traffic would aggravate already significant congestion along Main Street. Without acceptable access to the nearby arterial road system and I-70, chances of marketing this industrial site and the subsequent success of firms that locate there, will be greatly diminished.

The following table presents road construction and utilization standards.

<b>STREET DESIGN STANDARDS BY FUNCTIONAL, CLASSIFICATION BOONSBORO, MARYLAND</b>					
	LOCAL	MINOR COLLECTOR	MAJOR COLLECTOR	MINOR ARTERIAL	PRINCIPAL ARTERIAL
Jurisdiction	Town	Town or County	Town or County	State or County	State
Right-Of-Way (feet)	50	60	80	100	150-300 feet
Number of Lanes	2	2	2-4	2-4	4
Paving (feet)	36	38-42	40-46	44-50	Minimum 48, plus shoulders and median
Parking	Both sides	Discouraged, prohibition desirable	Discouraged, prohibition desirable	Discouraged, prohibition desirable	Not permitted
Access	Unrestricted	Minimum 100' distance between property access points. Minimum 250' between public street access points.	Minimum 300' distance between all new access points.	Minimum 500' distance between all new access points.	No direct property access. Grade separated interchanges only.

SOURCES: Washington County Highway Plan and the Town of Boonsboro.

To address this problem of access and congestion, the original Plan in 1975 and the 1991 Comprehensive Plan recommended the building of the Boonsboro Bypass and also a north-south inner collector road to serve development west and south of Town. The State Highway Administration even analyzed environmental and engineering considerations and proposed centerlines rights-of-way at the request of the Town.

## **DISCUSSION**

Since the following text identifies a significant change in the Town's approach to transportation planning within the TGA, a discussion of factors influencing the change is warranted.

In the years that followed the adoption of the 1991 Plan several factors required the Planning Commission and the Town to re-evaluate the proposed bypass and inner collector. As the Town attempted to implement the Transportation Plan, it became evident that funds to construct a bypass now or in the foreseeable future are not available. In reviewing the alignment for compliance to the Planning Act of 1992 it was noted that 40% +/- of the bypass's alignment (southern segment) as illustrated on the 1991 Boonsboro Generalized Land Use Map was located outside the adopted growth area. Since the construction of roadways are well noted to spur development, the southern segment of the proposed alignment was considered inconsistent with the "visions" of the Planning Act. Consideration to expand the TGA to incorporate the existing alignment was deemed inappropriate for several reasons: 1) a large amount of land would need to be added to the TGA which is already considered 'extensive'; 2) a significant portion would include large acreages that are in Agricultural Preservation Districts; and 3) an area of land between MD 67 and US 40A could possibly encourage development of sensitive areas (steep slopes). As a result the proposed bypass's alignment needed to be drawn in closer toward the Town to serve only those lands within the growth area along with the re-routing of other commuter traffic.

During the same time period several factors caused the proposed alignment of the inner collector to be re-evaluated. The County's replacement of the King Road Bridge at its previous alignment versus at the angle called for by the proposed alignment occurred in 1992-93. The proposed alignment would have required the acquisition of residences and a larger structure to cross the floodplain and wetlands. This in itself did not eliminate it as a possibility; however, like another possible corridor in the immediate vicinity it crosses lands on the north side of MD 34 that may be given future considerations for an addition to Shafer Park. In addition, a review of the proposed alignment also

indicated other sensitive area and existing land use conflicts such as the Boonsboro Professional Center. The net affect of these factors was that the inner collector's alignment needed to be moved away from the Town especially where it crossed Md 34.

The overall plan that surfaced was the merging of the two alignments and redefining of the function of a single north - south roadway. A major collector road classification was selected to serve traffic being generated by the development of land west and south of the current corporate limits. The major collector will have two 12' lanes and 8' shoulders within a 80' R\W and access will be limited to 300' intervals. The function of the major collector will be to carry residential and commercial traffic to the minor arterials located at the north and south ends of the Town thereby reducing the impact this traffic would have on Main Street (US 40A). An obvious additional benefit will be that some commuter traffic will utilize this roadway system to avoid slower and more congested traffic on Main Street.

In the final analysis, the Town's position is that the proposed major collector is an implementable option to the previously proposed by-pass and inner collector. Recently this position was supported by BMI of Vienna, Virginia, transportation consultant to the Hagerstown\Eastern Panhandle (HEP) MPO, which stated in their evaluation that the Boonsboro Bypass project appeared to be ineffective. This essentially removed the bypass from projects the County's Transportation Plan would have endorsed and along with it any possibility of State or County funding. Ironically, the bypass project was originally submitted by the Boonsboro Planning Commission during the initial public input meetings conducted by BMI.

## **RECOMMENDATIONS**

### **Construct a Major Collector.**

This road would begin at Maryland Route 68, northwest of the Town boundary, and continue

southward in a roughly circular pattern crossing MD 34 and terminate at MD 67. The major collector will provide transportation linkage for traffic generated west and south of the Town to minor arterials (MD 68 and MD 67). The minor arterials will permit traffic to proceed to US 40A at the north and south ends of Town.

In addition the major collector will divert a portion of the commuter traffic that utilizes MD 68, 34 and 67 and originates outside of the TGA to designation points north and south of Boonsboro. The planned roadway will also serve the proposed industrial park on Monroe Road.

Because part of the major collector's rights-of-way is congruent with that of Monroe Road on which the Town Farm property abuts, the plan recommends that this portion of the roadway be given high priority. This will give the Town Farm adequate industrial road access to MD 68, 34 and 67 and also replace a portion of Monroe Road that is completely inadequate as an industrial thoroughfare.

**Construct a minor collector road to accommodate local traffic generated by the Boonsboro West development.**

While the major collector will relieve traffic pressure generated by a majority of the development within the TGA, a new collector road is needed to provide for proper circulation of local traffic originating in the Boonsboro West development at the north end of Town. The minor collector would commence on US 40A near the MD 68 intersection and proceed eastward to MD 66. In addition, this alignment will facilitate the ability for commuter traffic which desires to proceed north bound on MD 66 to avoid the intersection of US 40A and MD 66.

**Washington County and Boonsboro should reserve rights-of-way for the Major and Minor Collectors as soon as possible.**

Because of the importance of these roads and the danger that future development would preempt their rights-of-way, the County and Town should work jointly to reserve their rights-of-way. Consequently, developers in the affected areas should be required to dedicate the necessary land.

To this end, Boonsboro must continue working with the County to have projects added to the County's Highway Plan to identify the rights-of-way for these roadways. The Town and County should also undertake a joint effort to establish the centerline of the alignments to protect and or to acquire rights-of-ways in accordance with the applicable provisions of Article 66B, Annotated Code of Maryland. These routes are of immediate priority because of the interest developers within the Town and TGA have shown in recent years. To insure that these roads provide maximum quality access to these proposed developments without disrupting the placement and arrangement of buildings on these sites, it is essential that these roads be mapped as soon as possible.

**The Town should require developers to finance the Major and Minor Collectors to as great a degree as possible.**

Because large developments west, south and north of Town will benefit from the access to major thoroughfares provided by the these collectors, Boonsboro should require developers to pay for that portion of the road traversing their property.

The Town should pursue economic development grants from the Appalachian Regional Commission and the Economic Development Administration to construct the portion of the major collector from the Monroe Road Bridge to the eastern property line of the Town Farm as well as other public infrastructures (water & sewer) to insure the viability of the proposed light industrial sites.

**The Town road system should provide better access to the Graystone Hills residential development.**

Presently Stouffer Avenue is the only real thoroughfare leading into this development from Main Street. Thomas Drive, a small one-way alley, is the only other egress but is totally inadequate.

Because Graystone Hills will expand and additional residential development could occur immediately west if that land is annexed, traffic pressure on Stouffer Road/Della Lane would increase to an unacceptable level. Upon the completion of Section E of Graystone Hills, 115+/- residences will be limited for all practical purposes to a single point of ingress and egress.

Consequently, another access road is needed for the development of the 200+ acres west of

Graystone Hills. The local roads serving this tract should be tied into the major collector road when it is built. This will allow traffic to clear this future residential area and to reach the major highway network far more conveniently and safely than at present. The current Graystone Hills and the development of this tract should be tied together via several well planned and maintained pedestrian and bicycle pathways.

**The Town should schedule street repairs and expansions as part of an overall capital improvements program.**

Boonsboro should establish a multi-year capital improvements program wherein repairs and new projects are planned over a four or five year period. This provides the vehicle for examining Town capital needs in advance and insures that fiscal resources are available when needs arise.

This is particularly important now because future growth will significantly increase Town road construction and maintenance responsibilities. The attendant need to maintain an expanding sewerage/water, curb, gutter, and other infrastructure stock accentuates the need to begin a program of fiscal planning to finance these increased demands on the Town budget.

**The Town should control access to major thoroughfares.**

As development increases, pressures will increase for more access points onto the local and State road network including the major collector when it is built. However, extensive curb cuts here will create extra congestion and safety hazards and decrease the road's abilities to handle heavy traffic as designed to do. Therefore, it is essential to minimize access particularly private driveways so State arterials can maintain their relatively high traffic-carrying capabilities.

The Town, guided by the standards included earlier in this Plan segment, should use its subdivision regulations and site review/approval authority to ensure that entrance ways to State highways including the proposed major collector are both well-conceived and minimal in number.

**The Town should pursue a State Highway Administration rehabilitation and beautification project for Main Street\US 40 A.**

This project is important particularly because of the deterioration of the State roadway from heavy truck and commuter traffic. The project should be a comprehensive program that includes curbs and gutters, handicap ramps and sidewalks that would promote vehicular and pedestrian safety along

Main Street. A comprehensive rehabilitation project will also enhance the downtown area and help the continued revitalization of this existing commercial core.

**The Town should encourage and publicize services providing transportation for elderly, disadvantaged people and the commuting public.**

Accordingly, the Town should make information on public transportation services provided by State and County agencies available to its residents via its quarterly newsletter. Questionnaires should be periodically distributed regarding the need for reinstating the commuter bus service recently discontinued by the County. The data should be retained by the Town and forwarded to the County's Transportation Commission should interest in the service seem to warrant a review of the matter. The Town should also solicit the State's Mass Transit Administration for the development of transit recommendation when demand for these services start to increase.

**The Town should pursue a circulation system that encourages pedestrian and bicycle routes that connect homes, schools, commercial establishments, social and recreational facilities and employment centers.**

The Town lacks the ability to provide continuous uninterrupted pathways due to Main St.\US 40A's traffic which basically divides the Town in half. However, there appear to be options that need to be explored that could enhance pathways within the developed portion of the community. The Town needs to inventory the walkways and bicycle routes and to identify gaps that could be closed to provide better connections between the various components of the community.

The current status of bicycles as a means of transportation would appear to be non-existing as very little traffic can be observed during weekday work or school hours. The bicycle seems to be used solely for recreation or a method of exercising. It was noted during the inventory of transportation uses and needs that the school complex located within the Town does not provide bicycle racks for use by its students. Other obvious locations that need to be addressed are Shafer Park for those individuals that ride to the park for recreation and a downtown location such as the municipal parking lot at Town Hall for individuals who wish to conduct business, shop or visit the library. Even with improvements to the system it would appear the bicycle as a mode of transportation will remain rather obscure until the mind set of the general public undergoes a significant change.

Development of land especially within the TGA will offer a better opportunity to establish pathways to connect the different components of the community. The subdivision ordinance currently requires the construction of sidewalks for increased safety of pedestrian traffic. New or future ordinance requirements for the establishment of open space associated with sensitive area preservation or cluster development will provide the ability to construct pathways (pedestrian and bicycle) separate from street systems for recreation or non-vehicular transportation. The proposed major collector with its 8' shoulders and prohibited parking will provide a north - south pedestrian and bicycle route through the TGA. The development of various tracts which are positioned between the east side of the collector and the developed portion of the Town will provide additional opportunities to establish pathways to intra-connect the community.

## COMMUNITY FACILITIES

### GOAL:

**-To provide a system of community facilities which will assure an adequate and efficient level of public services to all residents of Boonsboro.**

### OBJECTIVES:

**-To stage adequately community facilities and services to meet the needs of Boonsboro's growing population.**

**-To avoid duplication of effort and conflicts between agencies and levels of government in the planning and provision of public facilities and services.**

**-To assure that public facilities are expanded in a manner commensurate with local financial capabilities in accordance with the Comprehensive Plan and other relevant State plans and policies.**

**-To assure that the limitations imposed by environmentally sensitive areas are considered when planning extensions of community facilities.**

**-To assure that sites are acquired or reserved for community facilities before private development begins or are set aside by private developers.**

**-To assure the provision of equal services and facilities to all areas of Town.**

County planning directives and policies and the adopted Boonsboro TGA Study identified Boonsboro as the major growth center in the South Washington County area. Because of the pressure this growth will place on the Town's water, sewerage and other services, it is important that this plan provide adequate guidance to local decision-making in the provision of services. This is particularly important for those services such as water and sewerage which the Town is directly responsible for providing.

Education and other significant services are provided by the County and State and not by the Town. While Boonsboro does not administer these services, its residents are greatly affected by them. Accordingly, the Town must still take an active role by being aware of how these services are being or will be provided and relaying its needs and concerns to the appropriate decision makers.

Our plan thus recommends courses of action in the provision of a wide variety of services: first, those provided by the Town and second, those administered by other levels of government.

### **ADEQUATE COMMUNITY FACILITIES ORDINANCES**

Recognizing the inevitability and magnitude of future growth, both the County and Town have adopted ordinances and policies to address this growth and manage it to the best degree possible. The Mayor and Council adopted a facilities ordinance in December 1991 as recommended in the Town's 1991 Comprehensive Plan.

#### **RECOMMENDATIONS**

**Boonsboro should work cooperatively with Washington County to review and update as necessary existing facilities ordinances to insure they continue to meet their intended purpose.**

In this way the two jurisdictions can work cooperatively to insure that facilities are not overtaxed and that public infrastructure is effectively used to promote and guide the rational development of the Boonsboro Town Growth Area. Since it is a principal objective of the Boonsboro TGA that all parcels are to be developed with public water and sewer, the primary concerns are roads and school.

### **WATER AND SEWERAGE**

#### **RECOMMENDATIONS**

**As per State Law, the Town should continue to monitor wastewater flow at its treatment plant to determine when the facility is reaching capacity.**

As discussed in Part I, the flow rate has increased significantly from calendar year 1995 to 1996. The increase has been contributed to the record breaking rainfall and the Town's I & I problems. It is unclear at this time if MDE will place into affect the new permit restrictions or grant an extension

due to the near statewide occurrence of record breaking rainfall.

**Any area receiving Town water and sewerage service in the future should be annexed.**

Maintaining this policy allows the Town to control future growth on land adjacent to its current boundaries and also generates the Town property tax revenue needed to compensate Boonsboro for expenses incurred in servicing these properties.

**Extension of water and sewerage should encourage the rational development of the Boonsboro Town Growth Area and promote its integrity.**

In general, such infrastructure extensions should encourage compact developments. Long extensions to serve developments away from the existing developed portion of Boonsboro should be avoided as should extension of water and sewerage outside the adopted Boonsboro Town Growth area.

**The Town should continue to review and to update as necessary its policies on the responsibilities for costs of servicing newly-developing areas.**

As a rule, costs of providing water/sewerage infrastructure within newly serviced areas should be borne by developers. The costs of extending service to a site, on the other hand, will be subject to the a public works agreement negotiated with the Utilities Commission and Mayor and Council. Recent tapping and connection fee schedule changes now allow developers to recover tapping fees equal to the dollar amount of off-site improvements determined by the Town to be a system wide improvement beneficial to all customers.

The development of these policies allow both the Town and future developers to know when and under what conditions each is to bear infrastructure costs and can plan accordingly.

**As per State Law, the sewerage and water systems should be monitored to determine where capacity exists for future hookups and when capacity building improvements are needed.**

The Utilities Commission should continue to receive quarterly updates on water and sewerage

system capacities from its staff. This information assists the Commission in determining system adequacy and when to program improvements. As indicated in Part I, Boonsboro and the Town of Keedysville will be combining their water systems and creating a regional water authority to address MDE's requirement to filter public water sources. Since the Regional Water Board will be responsible for decisions concerning water rates and adequacy, all information regarding public water system production and usage will need to be submitted to the Board when it becomes effective.

**The Town needs to continue to fund and conduct water leakage and I & I testing.**

Background studies outlined in Part I indicated the importance of these testing programs on water and sewer system capacities and the effect they can have on short and long term capital expenditures.

**The Utilities Commission should formally adopt a six year Capital Improvements Program.**

In addition to projects related to public water production and the sewerage treatment facility discussed in Part I, the Commission should finalize plans for the following projects and include them in their Capital Improvement Program (CIP): 1) upgrade existing water line on Potomac St. (MD 34) to a 12" main between Monument Dr. and Main St.; 2) upgrade existing water line on Maple Ave. (MD 66) to a 8" main between Main St. and entrance to Kinsey Heights subdivision; 3) upgrade existing water line on S. Main St. (US 40A) between entrance to Reeders Nursing Home and the southern corporate limits; and 4) slip line 2700' of interceptor line located just prior to the sewerage lagoon. The CIP should indicate projected year(s) for the construction of the project and sources of anticipated funding such as the Commission's escrow funds, State or Federal grants\loans, and\or Mayor and Council General Fund grants\loans. The Commission's CIP should be incorporated into a Mayor and Council's CIP to formulate an overall capital expenditure program for the Town.

**RECREATION AND PARKS**

**RECOMMENDATIONS**

**New residential developments should be served adequately with local parks or other open**

**space amenities.**

To insure that developers are providing these, the Town should amend its subdivision regulations to require reservation of land that is adequate for open space or park land or appropriate payments in lieu of such reservation.

**The Town should conduct a comprehensive study of the future recreational needs of the Town.**

In addition to a recreational needs review, the study should also include a preliminary engineering feasibility of any proposed project and a financial analysis of the Town's ability to build and to maintain the project.

**Recreational facilities at the Boonsboro Educational Complex should be utilized to the fullest.**

To give citizens more access to recreational opportunities, the Town should encourage local school officials to ensure that ball diamonds, gymnasiums, and associated facilities at the Complex are used to their fullest extent for community recreational activities during non-school hours.

**Boonsboro should continue its expansion and development of Shafer Park.**

The Park, which is the Town's major recreation asset, should continue to be expanded and developed with new recreational equipment and facilities determined by the comprehensive needs study. An expanded Shafer Park will draw people and patronage to the downtown, provide more recreational opportunities for residents who have no park land in their own neighborhoods, and act as a unifying feature in the community.

Although primary emphasis should be placed upon expansion of Shafer Park, the development of a portion of the Town Farm would appear to be part of the long term solution for recreational space and needs of the community.

**SCHOOLS**

## **RECOMMENDATIONS**

### **The Town should participate in the school planning process.**

School plans for expansion and new facilities will greatly affect educational opportunities for persons living in and around Boonsboro. Conversely, the Town's development decisions will impact local schools by increasing the number of students there. For these reasons the Town should apprise itself of all school planning efforts. It should also ensure that its staff, elected officials, and private citizens keep education officials advised on Boonsboro's needs and development plans and use every opportunity to take an active part in all school planning efforts affecting Boonsboro. In particular, the Town should stress the importance of having all Town children attend the schools in the Educational Complex to promote and to enhance the sense of community.

### **The Town should make the Boonsboro Educational Complex a community focal point.**

While the Complex is not within convenient walking distance of the Town's population, every attempt should be made to tie it more closely to the residents of Boonsboro. The Complex is the only place that can offer a wide variety of educational, cultural, social, and recreational activities which can be scheduled to meet local needs. Town officials as well as local organizations should work closely with school officials to insure that the three schools' facilities are available for community programs to as great a degree as possible consistent with these schools' educational responsibilities.

### **The Town and the County need to reconcile their difference regarding APFO (school adequacy) exemptions granted to certain types of developments within the TGA but not within the corporate limits.**

As indicated in Part I, the difference in policy could promote growth with the TGA without any interest in annexation. Should this scenario continue, the Town could lose the tax base to serve this growth and the ability to have input into the development of these parcels.

## **MUNICIPAL SERVICES AND FACILITIES**

### **OVERALL RECOMMENDATION**

**The Mayor and Council should develop a six year CIP that incorporates all aspects of capital expenditures to assist the Town in the implementation of the Plan's recommendations.**

## ECONOMY

### GOAL:

- To create a healthy, balanced economy which provides necessary goods and services for Boonsboro's population, adequate local job opportunities for its residents, and sufficient tax base to finance the municipal services and improvements needed in a growing municipality.**

### OBJECTIVES:

- To provide proper sites for commercial and industrial development.**
- To take advantage of current trends to improve the economic condition of Boonsboro.**
- To support activity which improves the skills and talents of the local work force.**
- To preserve and to upgrade the downtown business district as a viable economic resource.**
- To expand Boonsboro's tax base.**
- To attract compatible industry and commercial activity to Boonsboro.**

As discussed in Part I, the Town's economy hinges heavily on trends and issues beyond its control. However, the Town can do various projects to promote its most valuable assets. Additionally, the Town has a unique opportunity to plan in advance adequate sites for future industrial and commercial centers that are expected to develop on vacant lands within the Town or TGA.

The following are goals and objectives plus actions which Boonsboro can take to seize the initiative in providing for a sound economic future.

## RECOMMENDATIONS

**Boonsboro should capitalize on the tourism potential of southern Washington County.**

The Town lies amidst some of the County's major tourist attractions which will draw millions of tourists in coming years. Tourists would mean more dollars for the Town's restaurants and shops, particularly those in the downtown area. Boonsboro, therefore, should pursue an aggressive course of attracting tourism.

One method of doing this is to publicize the Town's attributes through pamphlets and other literature along with special promotions and festivals commemorating particular events. It should also consider establishing a tourist center providing information on various attractions in the area. Such a center should be plainly marked and located on Main Street where it can be easily seen by travelers and commuters. The center could be incorporated with other governmental activities at the new Town Hall or be a separate entity.

The Washington County Convention & Visitors Bureau provides both funding and technical assistance in such publicity efforts and its expertise should be used by the Town in its tourism promotion endeavors.

The Town should also work with the owners of the Crystal Grottoes Caves in a campaign to link the two in the public's eye for the benefit of both. As the State's only commercial caves, Crystal Grottoes is a unique local resource that is unknown to most Marylanders. The Town should consider signs and other forms of advertising, in concert with the County, State, and the owners of the Grottoes, to acquaint people with this tourist attraction and to the fact that Boonsboro is really the "gateway to the Grottoes".

The Town should also strive to benefit from the increasing need for overnight tourist accommodations in the area by trying to attract motels, restaurants, and other businesses that serve this trade.

The Town should continue its relationship with the County Economic Development Commission in identifying and attracting new businesses, as it is doing with its industrial park.

**Boonsboro should encourage and provide opportunities for existing industrial and commercial operations to expand.**

The Town should solicit the viewpoints of local employers concerning types and degrees of assistance needed for them to preserve their vitality and, if possible, to expand their operations.

**The Town should, in particular, determine what improvements are needed in public facilities and services in order to meet the requirements of local industrial concerns and other employers.**

Every attempt should be made to meet employers' requests for expansion of water/sewerage infrastructure and treatment capacity, roads and electric power. However, the Town must insure that undue adverse environmental or fiscal impacts do not result. These improvements will enable local businesses to remain viable and will also encourage the expansion needed to generate additional employment opportunities for Boonsboro's growing work force.

**The capabilities of the work force should be improved wherever possible.**

The Town should encourage educational institutions to improve programs to upgrade the skills of the sub-professional labor force which comprises a majority of Boonsboro workers. Local and secondary schools and institutions of higher learning should promote professional and semi-professional careers for managers, medical assistants, technicians, and other skilled personnel as needed by local employers.

### **THE DOWNTOWN BUSINESS DISTRICT**

The downtown business district is at the center of Boonsboro's historic and economic life and is one of the keys to its future prosperity. Hence, the Plan provides guidance to address the problems and prospects of the downtown area.

As stated previously, there is no common vision among the private sector on the direction the downtown should go. Competition from future commercial development on the outskirts could change this thinking. Therefore, the Plan will, in the interest of the future appearance and prosperity

of the Town, provide recommendations even though these may not be soon implemented. First are short-run suggestions to maintain and to improve the downtown area without radically changing it either in appearance or organizationally. Second are a more ambitious set of recommendations to guide local decision-makers should sentiment arise to organize and to map out a broad improvement program for the downtown area.

## **RECOMMENDATIONS**

**The vitality of the downtown district should receive concerted attention.**

**Parking must be utilized more efficiently.**

The Town and downtown merchants need to promote actively the usage of the new municipal parking lot behind the Town Hall. In addition, the Town allows shop owners and employees to use the lot on a permit basis to the maximum extent possible to free up on street parking.

**The possibility of a left-turning lane from Main Street on to Potomac Street should be examined.**

Elimination of traffic back-ups at this intersection during rush hours would relieve some of the peak-hour congestion that afflicts the downtown area. A recent traffic impact study performed by the Traffic Group, Inc. for the developer of the Crestview subdivision and reviewed by the SHA indicated a reduction in parking near this intersection would benefit traffic movement. A change to the signal was not warranted at this time according to the study as a reduction in traffic movement was projected if the signal's sequence was altered. This situation will obviously change over time as the traffic volume increases and interim steps lose their effectiveness. However, this only emphasizes even more the need to improve the utilization of the municipal lot and to commence planning for a second downtown municipal lot.

**The Town should encourage economic development by advising property owners of County and State programs that can assist them in marketing empty or under utilized commercial space.**

Several buildings in Boonsboro are now under utilized and stores are occasionally vacant. In the interest of downtown prosperity, Town staff should apprise property owners of the Washington County Economic Development Commission's programs that market properties and attract tenants for vacant or under utilized commercial buildings. The Town should also advise interested property owners of State assistance programs that include funding to refurbish commercial structures to make them more attractive for sale or rent.

**Boonsboro should continue to use its zoning and other ordinances to facilitate efforts to improve the downtown.**

As a result of 1991 Comprehensive Plan recommendations, the Town expanded the Town Center (TC) zoning district and removed on-site parking requirements for commercial uses. These changes expanded the limited commercial base and made expansions of existing businesses a workable alternative. Although the Mayor & Council adopted a comprehensive rewrite of the Zoning Ordinance in 1995, the Town should remain vigilant for additional opportunities to affect needed change.

The second, more ambitious portion of these recommendations seeks not only to maintain the downtown area but to improve it both aesthetically and in organizational terms. Using a broad range of local public and private as well as State resources, this program will result in a more attractive and competitive downtown Boonsboro.

## **RECOMMENDATIONS**

**To demonstrate its commitment to improving the downtown and to encourage others to invest their own resources, the Town must take the first steps.**

The Town's leadership should publicize and convene the initial meetings and continually show its willingness to aid revitalization efforts. Recently, to demonstrate its financial commitment, the Mayor and Council established a new Town Hall and municipal parking lot on Main Street. The Town is currently pursuing a SHA project to revitalize Main Street's roadway and curbs due to deterioration caused by heavy truck and commuter traffic. If the upgrading of sidewalks is not part

of the SHA project, the Town should take the necessary steps to accomplish this portion of the revitalization project.

**A                      Downtown**

**Revitalization Committee should be formed.**

This organization would act as the umbrella under which a wide range of planning and other actions would be taken to upgrade the downtown. Accordingly, the committee should represent the broad range of interests with a stake in the business district. These interests include merchants, civic leaders, local government officials, and interested citizens. The core of this committee, as well as a source of members, would be the Boonsboro Economic Development Commission, the only local citizens' group that is currently addressing economic issues in the Town.

**The assistance of the Maryland Department of Housing and Community Development and other outside organizations should be obtained.**

The Department's Office of Neighborhood Revitalization provides technical assistance in terms of identifying strategies as well as funding for municipalities wishing to develop programs for downtown improvement. A State staff representative works along with towns as they develop and implement such programs. Boonsboro should use this resource at every stage in any revitalization program it develops.

Additionally, the Town should seek free or reduced-cost architectural and landscape design help from local schools and professionals when developing plans for the downtown.

**A program should be initiated to improve the appearance of the downtown and to make it a more desirable place to shop.**

Using all available resources, a step by step improvement program should be prepared. This would involve numerous projects including the removal of overhead electric wires, storefront renovations, landscaping and planting, and provision of benches and other street furniture. This program could also result in standardized signage for downtown stores and shops, providing a unifying visual theme most likely of an historic nature, in the central business district.

To encourage private initiative, the Town should examine the possibility of providing property tax incentives to store owners who improve their buildings to make them more attractive.

**The Town should determine what types of businesses would benefit from a downtown location and try to attract those "target" enterprises.**

It appears that small service and specialty shops, of the type that now dominate the current downtown scene, are most appropriate for locating there in the future. The attractiveness of such small shops to shoppers would be enhanced if they were conveniently grouped closely together (as antique dealers now are) in a large building or in several adjacent smaller ones. Such an arrangement would be a magnet for shoppers who wish to purchase several items of the same general type at different stores and need to do so quickly.

The Town should use the County Economic Development Commission's help in identifying such enterprises and then contact them through its own Economic Development Commission or downtown revitalization committee, if the latter is formed.

**Merchants should work cooperatively through joint sales and other promotions to bring people downtown.**

To enhance the effectiveness of such efforts, they should be scheduled to coincide with major festivals or other events in which people are already inclined to come downtown.

**RESOLUTION NO. 2006-04  
AMENDMENT TO THE BOONSBORO COMPRESIVE PLAN**

**PART II ECONOMY**

**UNDER OBJECTIVES (page 111) ADD THE FOLLOWING**

- **To support State and County programs promoting advancement in the preservation of the Civil War Heritage Area.**

**UNDER RECOMMENDATIONS (page 112) INSERT THE FOLLOWING  
BETWEEN THE 1<sup>ST</sup> AND 2<sup>ND</sup> PARAGRAPHS**

**Join Washington, Frederick and Carroll Counties and their numerous municipalities in the Heart of the Civil War Heritage Area Program. The Management Plan produced by the Steering Committee shall become the guiding document for the implementation of the program's goals. The Management Plan presents strategies for enhancing these resources, improving linkages, advancing economic development strategies and providing for stewardship.**

**The accompanying Maps illustrate the Washington County Civil War Heritage Area and Boonsboro's Targeted Investment Zone (TIZ). The corporate boundaries of the Town of Boonsboro represents that portion of Program's area which allows the Town to pursue grant funds for non-capital projects that advance the aims of the Heritage Area. The Targeted Investment Zone map illustrates that portion of the Town for which capital grants for acquisition, development, rehabilitation, restoration and re-development can be made by the Town, non-profit organizations, individuals and businesses.**