

KEEDYSVILLE COMPREHENSIVE PLAN INTRODUCTION

INTRODUCTION

Keedysville is a rural incorporated municipality located in the south central portion of Washington County in western Maryland. The Town is located approximately 30 miles from Chambersburg, Pennsylvania and Frederick, Maryland; and 60 miles from Washington and Baltimore. It is bisected by Maryland Route 34 which is a Minor Arterial roadway that connects the eastern and western part of southern Washington County and is the most direct route from Boonsboro to Sharpsburg, Maryland and the Antietam Battlefield.

The Town is located in Election District 19 and in Washington County's Planning Sector II. The surrounding land in the County is part of the Hagerstown Valley which consists mainly of fertile Class I and II soils that support agricultural activities still in crops. However, there are some areas that have been developed into small residential subdivisions. Keedysville is located in the Antietam Creek watershed and does have some steep slopes, floodplain, and non-tidal wetlands associated with the Little Antietam Creek that the Town must consider when reviewing and approving development proposals.

The Town of Keedysville shares a rich resource with Washington County and the State of Maryland due to its proximity to the Antietam National Battlefield. The Town's western boundary abuts one of the Antietam Battlefields' Overlay zones. A marker in the center of Town summarizes a battle that took place within the Town's boundaries; however, there is a larger piece of history reflected in several landmarks in Keedysville.

The Little Antietam Creek runs through this quaint town and adds to its history and its beginning as a rural village in 1730. This area was visited by fur traders in the early eighteenth century. Early settlers operated subsistence farms and as the eighteenth century progressed, grain farming became more sophisticated and the ample water power of the region was tapped for the operation of grist and flour mills. In 1768, Jacob Hess' mill site was located along the Little Antietam Creek and as each new transportation mode developed, the town grew.

The Town of Keedysville is in close proximity with the towns of Boonsboro and Sharpsburg, Maryland. Keedysville receives its emergency services from both towns as the division line for each of the fire and rescue companies bisects the Town. In addition, Boonsboro and Keedysville share a jurisdictional agreement on the supply and use of public water. The sharing and coordination of services and facilities is promoted in the State's Municipal Growth Element mandate.

The Antietam Battlefield's importance adds to the historic significance of the three towns. The County's Comprehensive Plan designates all three towns as part of a Civil War Heritage Area as is most of South County. Keedysville and Boonsboro have main areas of Town designated on the

National Register of Historic Places and several historic properties adjacent to Town. Sharpsburg has a number of historic properties, as well. Page IN-1A depicts the location of the Town within the region.

Although Keedysville is less than three miles from Boonsboro, Maryland and similar in a historic context, there is one major difference between the two communities. Boonsboro, the most populated of the three jurisdictions, has been designated as a Town Growth Area in Washington County's Comprehensive Plan. This designation effectively directs growth to Boonsboro. Currently, Boonsboro has more commercial establishments which are expected to increase as its population grows.

Conversely, Keedysville is interested in maintaining its Washington County Comprehensive Plan designations that are based on preservation of historic, agricultural, and environmentally sensitive resources. The primary residential housing type is single family and the town is interested in providing services to their citizens; however, they are vigilant about preserving the historic character of the town allowing approval of commercial services that have a low impact on their community. Since the two towns are so close to each other, managing growth that may spill over into the County land around Keedysville and the three mile buffer adjacent to its eastern boundary is of concern.

PLAN UPDATE PROCESS

In July 2008, the Keedysville Planning Commission started working on a revision of their 1997 Comprehensive Plan with their consultant as a result of a mandate by the State to include two new elements: the Municipal Growth Element and the Water Resources elements that were being required of all jurisdictions in the State of Maryland. Data collection continued into the end of the year and included a citizen survey. The Planning Commission provided data to help update the Plan at several of their workshop meetings during the later half of 2008 and in 2009.

This Plan reflects interviews, public surveys, work sessions by the elected officials and the Planning Commission; and, sets a positive course for Keedysville over the next twenty years. The Plan articulates a community vision and direction that are reflected in present goals, objectives, and implementation strategies that can help the town achieve the future and the quality of life that they desire.

The 2009 Keedysville Comprehensive Plan has been prepared with revisions and additions to the adopted 1997 Plan. It complies with key pieces of legislation of the State and takes into account major changes that have been made by the Town since 1997. It is based on Planning Commission and Mayor and Council work sessions; interviews with elected officials, community service providers, Town, County and State employees; individual and public hearings with the Planning Commission and the Mayor and Council, a citizen interview, and the opportunity for

citizens to participate in public hearings. The Plan has been prepared in conjunction with review of all appropriate Town Documents and with the adopted 2002 Washington County's Comprehensive Plan, Comprehensive Water and Sewerage Plan, and other documents as referenced in Appendix A.

PUBLIC INVOLVEMENT

At the beginning of the Comprehensive Plan Process, a survey was circulated to the community to assess issues that were most important to the citizens and provide an opportunity to state how they would like to see their town develop over the next twenty years. The entire survey is located in Appendix B with some of the most repetitive and significant comments listed below.

Citizen Interview and Survey Comments

- The following attributes are very important in Keedysville:
 - an attractive streetscape;
 - beautification of the town;
 - historic preservation;
 - adequate open space; and
 - bicycle and pedestrian paths.

- The commercial services that respondents preferred were:
 - a convenience store;
 - a deli and a coffee shop; and
 - service oriented commercial uses, such as: a bakery, ice cream shop, farmer's market, barber shop and salon.

- Improvements to facilities that were stated as extremely important are:
 - an adequate water supply;
 - improvement in roadways after water lines are fixed;
 - adequate Stormwater Management and sewerage treatment;
 - having a Disaster Plan;
 - good utilities; and
 - Floodplain management.

- Preferred objectives that respondents would like to see addressed in the Comprehensive Plan were:

- Historic Preservation:
 - beautification in town;
 - additional Zoning and Code Enforcement;
 - Green building; and
 - Improving the revenue base without raising taxes.
- Some respondents did not want to see the Town overdeveloped and the character and charm of our historic small town preserved.
 - There was interest in managing and directing growth to maximize revenues.
 - Strengthening the setbacks from the Antietam Creek was important.
 - Preserving the historic heritage of the town was considered important by citizens.
 - Expanding public parking in the downtown was referenced.
 - Enhancing streetscape improvements to redevelop the downtown area was noted by respondents.
 - The respondents stated that they felt there was a strong sense of community in Town and that the Town was well governed by the Mayor and Council who strive to please the citizens.

Other issues and concerns will appear throughout the Comprehensive Plan as part of the narrative of particular elements. Several comments were directed at growth management which is one of the main objectives of the Plan; some were directed at specific infrastructure improvements; and some comments were received relative to enforcement of codes and traffic violations. Many of these concerns will be addressed in goals, policies, and implementation strategies.

PURPOSE

This Comprehensive Plan is the official policy document that provides for private and public decisions to be made concerning development and future growth during the planning period. Although it focuses on the town's physical development; it also, addresses public policy for government spending, the provision of public services, and it is a guide to be consulted when evaluating proposed projects and drafting and implementing land use regulations and ordinances. It will assist Keedysville in managing growth in the built environment while preserving the natural environment.

Box IN-1

Article 66B of the Annotated Code of Maryland: the Planning and Zoning Enabling Act is the State's preeminent planning law. It provides for jurisdictional power for local land use and growth management decisions.

House Bill 1141

requires a Municipal Growth Element in all municipal comprehensive plans and a Water Resources Element in all local government comprehensive plans.

The Plan is a resource for the Town, County, and State when reviewing infrastructure plans, to determine funding of local projects to award grants, approve State permits, or accept annexations proposals. Therefore, several sections will include statistics from the State and County, as well as other municipalities in which the town shares infrastructure and facilities under inter-jurisdictional agreements.

The Town may use this document for guidance when trying to achieve concurrence between growth and infrastructure; to balance growth between commercial and various types of residential development; and to protect natural resources and sensitive areas. It will help businesses make decisions on where they may locate within the town, and provide residents with information to plan where they want to live or how their community is affected by development. Most importantly, the Plan is aimed at preserving the town's distinct character and improving the quality of life for their residents while ensuring preservation of its historic structures and context.

The Plan is not a document to be shelved; it is one that should be used during revision of the Zoning, Subdivision, Water and Sewerage Ordinances and other plans that are needed. It should be consulted when making development decisions that may involve future rezoning of properties, annexation, or in development review. For that reason, there is an Implementation element to prioritize projects and designate the entity that is responsible to commence work on a specific task and manage the project to its completion.

LEGAL BASIS

Article 66B of the Annotated Code of Maryland provides the legal framework and content for comprehensive planning. The Planning Commission has the responsibility to draft a Comprehensive Plan and make recommendations relative to its adoption to the Mayor and Town Council after the plan has been reviewed by appropriate jurisdictions and publicly heard to receive citizen comments. After adoption of a Comprehensive Plan, the enabling legislation requires all jurisdictions to review and update the Plan at intervals of no more than six years.

The "Seven Visions" identified in the Maryland Economic Growth, Resources Protection, and Planning Act of 1992 must, also, be incorporated into the plan. However, as a result of year 2000 amendments there are eight visions to be incorporated rather than seven. They are listed below.

Vision Statement

"The Town of Keedysville is proud of its heritage, its peaceful rural environment, its family friendly residential character, and small town charm. Town officials are committed to managing the Town's growth from development pressures while permitting small scale commercial development for the daily needs of their residents; protecting their sensitive areas; and maintaining their historic architecture and rural legacy designations for the benefit of their citizens and to maintain their high quality of life."

Box IN-2

1. Development is concentrated in suitable areas.
2. Sensitive areas are protected.
3. In rural area, 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 items (1) through (5) of this section, economic growth is encouraged and regulatory mechanisms are streamlined.
7. Adequate public facilities and infrastructures under the control of the County or municipal corporations are available or planned in areas where growth is to occur.
8. Funding mechanisms are addressed to achieve these visions.

This Comprehensive Plan update addresses all of the above so that the Plan can guide Keedysville through their project planning period to 2030. Several of their efforts that meet these visions are exemplified below. Others will follow in the remainder of this Plan.

Since the 1997 Comprehensive Plan was approved, the Town has continued to concentrate development in suitable areas within the municipal boundaries and approve residential development that is compatible with the character of the Town. Washington County's Forest Conservation and Stormwater Management Ordinances have been adopted by the town by resolution and have been applied when development applications have been presented to the Keedysville Planning Commission for approval.

Keedysville has had strong development activity between 2000 and 2008. What is now Cannon Ridge, located off of Dogstreet and Yankee Drive was annexed from Washington County and has received the last three building permits for construction in June 2009. This subdivision had been approved for 86 single family dwelling units. The Stonecrest development had been approved for twenty-one single family dwellings and installed infrastructure; but, has not built any homes to date. In September 2003, a 30.04 acre parcel north of Maryland Route 34 was annexed into the Town and was zoned Residential, Suburban. In 2008 a preliminary subdivision plat with 61 lots proposing single family homes had been approved; however, due to the decline in housing nationally the development has not progressed and the developer requested a one year extension of his approved preliminary plat in January, 2009.

All of these residential sites, originally in the County, had been classified on the Washington County Comprehensive Plan as Preservation, however, there are several Rural Residential clusters surrounding the Town. Each annexation that has occurred is adjacent to the Town's boundaries and is compatible with the development within the municipal boundaries. The sensitive areas in Town were not disturbed and all of the areas are either served by public water and sewer or have approval to be served with public water and sewer. (County Map 55 shows this designation and is found in Appendix A.) Construction of these homes next to the rural

population center of Keedysville is in keeping with the visions in the Maryland Economic Growth, Resource Protection and Planning Act of 1992. Finally, during review of the development plans for these single family communities care had been given to protecting sensitive areas and in making Keedysville a sustainable community where the built environment does not conflict with the Town's natural environment: especially that of the Little Antietam Creek which flows through the center of Town. Vacant lots in the Town and other annexable areas adjacent to the Keedysville Municipal boundaries will be designated in the Municipal Growth element as part of the analysis of providing for population growth and housing.

HOW TO READ THE PLAN

The Comprehensive Plan consists of an Introduction chapter that provides general basic demographics and the process that was followed during this update. It describes the purpose of the Plan and highlights the results of the citizen survey; it provides the general vision statement that guided the preparation of this Comprehensive Plan. Chapters I through X provide each element that is required to provide information for this update. Except for the Municipal Growth Element, all of the Element Chapters will have goals, policies, and implementation strategies.

The Implementation Chapter will list all of the policies and implementation strategies and will organize them into four priority categories: three categories that are sequential and one that is ongoing for those projects that will continue during most of the twenty year planning period. In addition to the prioritization, there will be a designation column that will indicate who is responsible to initiate and complete a goal, policy or strategy. In some cases the agency, body, or staff person will partner with another entity to complete multi-faceted or inter-agency tasks.

Box IN-3

The Comprehensive Plan is organized into nine elements.

Chapter II: LAND USE

Chapter III: ENVIRONMENTAL

Chapter IV: MUNICIPAL GROWTH

Chapter V: COMMUNITY FACILITIES

Chapter VI: HOUSING

Chapter VII: ECONOMIC DEVELOPMENT

Chapter VIII: TRANSPORTATION

Chapter IX: WATER RESOURCES

Chapter X: IMPLEMENTATION

**Appendix A: RESOURCE MATERIAL,
DESIGN GUIDELINES. MAPS.**

**Appendix B: SURVEY, STATISTICS,
MISCELLANEOUS ITEMS.**

House Bill 1141 requires municipalities to include two new elements in their Comprehensive Plan: the Municipal Growth Element and the Water Resources Element.

The Municipal Growth Element requires a far more detailed and quantitative analysis of the municipalities anticipated growth than has been required in past Comprehensive Plans. It requires coordination between municipal and county representatives before the Comprehensive Plan can be accepted by the State. The County and Town Ordinances and materials that have been used as background information are listed in Appendix A. County staff has been consulted and reviewed a copy of this draft.

The Water Resources Element (WRE) is prepared to ensure that future municipal comprehensive plans take into account the opportunities and limitations presented by local and regional water resources. The WRE planning process will assist local governments in protecting public health, safety, and welfare; in meeting State Smart Growth policies; and in protecting Maryland's land and water resources. House Bill 1141 encourages inter-jurisdictional cooperation in providing safe and adequate potable water and wastewater disposal for its citizens. This element also examines Stormwater Management. The Maryland Department of the Environment has assisted with this portion of the Plan.

NATURAL FEATURES AND SENSITIVE AREAS

Washington County is entirely in the Potomac River Basin which empties into the Chesapeake Bay. The Little Antietam Creek flows 2200 feet to the south west where it meets the Antietam Creek that flows into the Potomac River which eventually makes its way to the Bay. Most of the main source of recharge of the County's streams and ground water result from about 39 inches of precipitation in the region. Keedysville's potable water is acquired from a spring which is treated and distributed to its citizens. The Water Resources Element chapter will provide more details of this process.

The Washington County Physiographic Provinces map on Page IN-7A shows the geologic provinces of the region with Keedysville in the broad Hagerstown Valley which is part of the Great Limestone Valley system of the Eastern United States. The Hagerstown Valley is characterized by alluvial terraces and flood plains located along the streams and river systems much like that of the floodplain from the Little Antietam Creek.

Topography is a result of the underlying geologic structure and weathering conditions. Hard, resistant bedrock withstands wind and water erosion and results in areas of high levels and steep slopes. Softer rocks erode to form valleys and gently sloping land which is more characteristic in Keedysville where the slopes range from 0 to 25 percent slope in Town. Soils in Town are those of the Hagerstown-Duffield-Urban land complex and Hagerstown Silty Clay Loam series.

Combs Silt Loam, which is generally found in landscapes of river valleys, is along the Little Antietam.

POPULATION

Population information is important in planning and forecasting community facilities and housing needs required by the community during the twenty year planning period. This section will look at census data for population size and characteristics; whereas future population growth projections and development proposals will be viewed in the Municipal Growth Element. Other demographics pertinent to housing and economic development may be found in the Economic and Housing Elements of the Plan.

Population Characteristics

As shown in Table IN-1, on page IN-9, Keedysville has shown a modest growth between 1930 and 2000 with the highest growth in the 1980s. The data in Table IN-1 is taken from actual census data. Percentage of change by decade is shown. All decades have a percent of change that is relatively modest; however, there has been an increase of seven percent between 1990 and 2000. This is the beginning of an increase of steady growth during the decade of the 2000s which will appear later.

During drafting of the Plan, available State and County data was reviewed in conjunction with census data to project population and housing for future years in the Municipal Growth and Water Resources elements. This Comprehensive Plan will rely on 2000 Census data and/or Maryland State Planning data to predict trends when there is not better information available at the local level recognizing that we are about to acquire new information in the 2010 census. It is recommended that demographics be updated after receipt of 2010 census data when numbers can be verified and projections can become more accurate. Since the national economy has affected housing, population, and employment demographics, it is expected that the 2010 data will solidify or require amendment of the tables in the Plan after receipt of census data or within the timeframe of the next six year update to the Plan.

Population: 1930-2000 and Percent of Change¹
Table IN-1

Year	Population	Percent of Change by Decade
1930	393	-
1940	404	3 %
1950	417	3 %
1960	433	4 %
1970	431	0 %
1980	476	10 %
1990	464	-3 %
2000	507	8 %

¹ Census data for years 1930 through 2,000: US Census Bureau.
 Summarized By ARRO Consulting, Inc.

This chapter will provide general demographic information; however, some more specific demographics relative to an element are found in the Economic and Housing Elements, the Municipal Growth Element, and the Water Resources Element. In that way, specific text will address a particular element and the data reflected tables will be available in same section.

Historical Population and Average Growth Rate per Decade
Keedysville, Washington County and Maryland
1970-2000

Table IN – 2

<i>Year</i>	<i>Keedysville</i>	<i>% of Growth</i>	<i>Washington County</i>	<i>% of Growth</i>	<i>Maryland</i>	<i>% Of Growth</i>
1970	431	-	103,829	-	3,923,897	-
1980	476	10 %	113,086	9 %	4,216,933	7 %
1990	464	-03 %	121,393	7 %	4,780,753	13 %
2000	507	8 %	131,923	9 %	5,296,486	11 %

Reference: US Census Data; preparation by ARRO.

Table IN-2 compares the historical growth of Keedysville to Washington County and the State to better understand permanent population growth percentages.

Table IN-3 shows an almost explosive growth between April 2000 and July 1, 2007 at 68.7 percent. The July 1, 2000 number was a corrected number from the 2000 census. This dramatic change in population for Keedysville is as a result of several annexations of land for the construction of single family residential dwellings some which are still in the preconstruction

stage. It is expected that this growth will slow down significantly due to the recent failure in the housing market and the general economy.

**Population Estimates in Keedysville and Neighboring Jurisdictions
April 1, 2000-2007**

Table IN-3

Jurisdiction	July 1 2007	July 1 2006	July 1 2005	July 1 2004	July 1 2003	July 1 2002	July 1 2001	July 1 2000	April 1 2000	Change2007- 2000	Percent Change 2007- 2000
Keedysville	840	812	826	688	591	568	544	507	468	342	68.7 %
Boonsboro	3,379	3,326	3,053	3,060	2,919	2,881	2,880	2,885	2,888	491	17.0 %
Sharpsburg	662	663	671	672	673	679	684	689	691	-29	-4.2 %

Maryland Department of Planning, Planning data Services. Source: U.S. Census Bureau, Population Division.
Release date: July 10, 2008.3

It should be noted that Keedysville shares a water source in conjunction with Boonsboro; and, distributes their sewerage to the Antietam Water Reclamation Plant operated by Washington County. Available taps between the two communities may be a limiting factor for each community. An analysis of the distribution of taps will be presented in the Water Resources and Municipal Growth elements.

It is noteworthy that Keedysville is in close proximity of Boonsboro which is designated as a Town Growth Area and is growing steadily; Keedysville is designated as a municipality which has Rural Residential and Preservation designations on the County land around it and is growing steadily during this decade; however, the difference in growth patterns is that retail and commercial establishment that are being constructed in Boonsboro are considered destination commercial activities that have more of an impact due to the number of people that commercial activity will draw from outside their community. Keedysville's plan relative to commercial services is likely to be in the form of neighborhood services that will provide for the daily needs of their residents. Although population is growing, housing numbers are unavailable for the Town except from the 2000 census.

Resident Population Characteristics

It is common for a Comprehensive Plan to analyze the various characteristics of a community's population, such as age, sex and education. Such information can serve to provide support for many actions related to future planning of services such as parking, public facilities, and the number of homes that are needed to house population.

Population by Age, Sex, and Household size.¹
Table IN-4

Population	Keedysville	Percent
2000	507	-
Population by Sex	-	-
Male	247	49 %
Female	260	51 %
Population by Age	507	100 %
Under 5	39	8 %
5-19	119	24 %
20-54	263	53 %
55-64	37	07 %
65+	49	08 %
Keedysville Total	507	100 %
Median Age		
Average Household Size	2.80	-
¹ Except where otherwise noted, table based on original numbers of the 2000 Census. Average Household Size based census data from Keedysville. Summary by ARRO:		

As shown in Table IN-4, the population is fairly evenly divided between males and females. The population of school age children: generally ages 5-19, was 24 percent of the population in 2000.

This table does not have a break down in older population older than 65 years plus; however, with many people retiring earlier than 65, it is likely that there are a larger percentage of retirees than 8 percent living in Keedysville. The 55-64 age groups make up 7 percent of the population that may very well include retired persons. Upon publication of the 2010 census this table will need to be updated at the six year review period.

According to Socioeconomic Characteristics for Maryland's Municipalities and Jurisdictions, 2000, revised in 2003 by the Department of State Planning, the household size is 2.43 in Washington County. However, the Town believes that the 2.8 percent actual 2000 census data is more accurate than projections due to the large number of single family dwellings in the Town. An average household size of 2.80 will be used in the Water Resources and Municipal Growth Element analysis. This estimate should be recalculated when the 2010 census data is available since the available actual data is nine years old.

Educational levels in Keedysville are fairly comparable to Washington County as shown Table IN-5. Education for some citizens is a life long process which makes it important to have appropriate institutions to disseminate information. Library resources, provision of children and adult dance, music, or art, cultural, crafts or other educational opportunities that are available locally can create a better community and add to the business services that are located in Keedysville.

Educational Attainment
Table IN-5

Educational Attainment (highest level)	Keedysville Students	Keedysville Percent	Washington County Students	Washington County Percent
Population 25 years and over	285	100	90,371	100
Less than high school graduate	33	11.6	20,070	22.0
High School Graduate (or equivalency)	85	29.8	35,122	39.0
Some College	70	24.6	16,889	18.0
Associate Degree	38	13.3	5,066	6.0
Bachelor Degree	31	10.9	7,992	9.0
Graduate or Professional Degree	28	9.8	5,232	6.0
Percent high school graduate or higher	-	88.4	-	79.0
Percent bachelor's degree or higher	-	20.7	-	15.0

Source: U.S. 2000 Census; ARRO Consulting Inc.

Table IN-5 provides a general breakdown of levels of educational attainment of the overall population for Keedysville and Washington County for the year 2000. The important point that should be noted here is that the Town is well educated. Keedysville has a higher percentage of High School graduates or higher at eighty-eight percent to Washington County's seventy-nine percent. Those who held bachelor degrees or higher in Keedysville represent nearly twenty-one

percent of the population; whereas, the County's percentage was at fifteen percent of the population of students over twenty-five years old.