

## 2. LAND USE: A WHOLE-CITY PLAN

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As a small, incorporated municipality, Havre de Grace is not unique in its endeavor to blend its older historic core and the growing outlying areas into one unified whole. This issue is a land use issue as well as a social issue from the standpoint of what makes a city or town function and feel like an integrated community. Havre de Grace is a municipality with disparate neighborhoods – a large, new gated community, established suburban subdivisions, low- to modest-income neighborhoods, and an historic, traditional waterfront town laid out in grid-patterned streets. In addition, the City has established industrial parks, medical facilities, interstate transportation networks, and commercial centers of activity which serve the residents in the region as well as the immediate community. This plan attempts to set a course for land use decisions and planning ideals which solidifies the City's position as a model for smart growth in the State of Maryland and to provide an engaging quality-of-life for its diverse citizenry.

Quality-of-life has different meanings for different people. Certainly within Havre de Grace, it means the beauty of the Chesapeake Bay and access to it – walkable streets and a quaint, small-town feel – interesting building stock that ground residents and visitors in a collective history. Intrinsic to Havre de Grace are its local businesses, a great sense of community, cultural museums, an active citizenry with strong volunteerism, festivals and street events, and National Main Street and Maryland Arts & Entertainment designation, bringing renewed vibrancy to the City's downtown. These are just a few of the quality-of-life attributes that define Havre de Grace. This Comprehensive Plan must be a forward-looking document that recognizes Havre de Grace as a really unique place to be. The City has always been and will continue to grow in that capacity – to be a place where people know their neighbors, where they get involved and take ownership of the future of their City.

A large part of any successful community is its physical planning and subsequent development, parcel by parcel. In Havre de Grace, several obstacles exist, a major one being the fact that US 40 bisects the City, creating the perception of two vastly different communities. This division is amplified by the fact that the large highway separates the two geologic provinces of the coastal plain of old town versus the lower Piedmont of the newer communities, with a very pronounced fall-line which is especially noticeable along MD 155. Often, residents refer to themselves or each other as “up on the hill” vs. “down in town”; this statement alone speaks to the perceived differences between neighborhoods. However, there are a great number of geographic strengths within the community to build on – strengths like the waterfront, its historic core, major park systems, rail access, interstate transportation, and continuing buildout of annexed areas. Bridging the divide, real and perceived, is the key to the whole-city approach.

This chapter describes relationships between geographic planning areas of the City with the support of three maps: the *Comprehensive Plan Areas* map, the *Land Use Plan* map, and the *Planning Areas* map which keys the areas to a narrative description. The *Comprehensive Plan Areas* map illustrates the various planning areas within Havre de Grace and immediately adjacent land that may be appropriate to annex in the future for limited growth. These planning area designations include revitalization areas, developing areas, open space, and growth areas. Text describing generalized policies for each planning area is also included. The *Land Use Plan* map illustrates the intended land use policies that are described in the text and show the relationships of land use intensities within Havre de Grace. In

addition to land use intensities, major transportation thoroughfares and pedestrian/bikeway connections are included to show actual and potential inter-connections between older and newer communities. These maps form the basis for other maps within the Comprehensive Plan that illustrate more specific initiatives or land use considerations for overall policy direction.

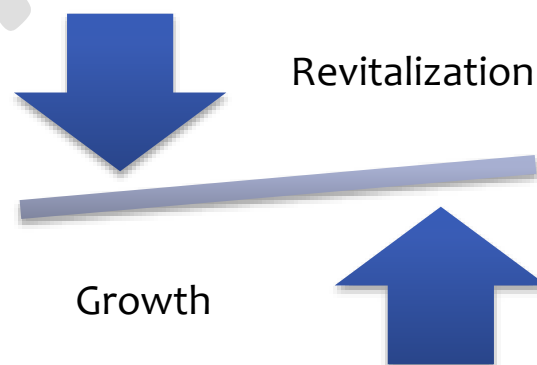
As an identified growth area within Harford County, Havre de Grace benefits a great deal from smart growth initiatives at the State level. Well-planned growth located in transportation corridors and served by public water and sewer service is a basic tenet of smart growth. With that stated, Havre de Grace is in an excellent position to accommodate growth along its borders, along US 40, and to an extent as infill development within City limits. The City is also the recipient of varying grant funding opportunities as a result of focused efforts at the State-level for revitalization of existing communities. Through these funds, private efforts and a solid foundation to start, Havre de Grace is in a successful state of revitalization.

### Revitalization and Growth – Two Sides of the Same Coin

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The two chapters immediately following this one – *Sustainable Community* and *Municipal Growth* – are within this section and also support the whole-city concept. The *Sustainable Community* can be used as a stand-alone plan for the purposes of grant funding and is the City’s strategy for revitalization. It identifies partners for the City’s capital improvement program for revitalization project priorities. These projects outline a coordinated approach to revitalization projects for the older and often historic sections of the City. The *Municipal Growth* chapter is a required chapter and describes the City’s approach to well thought-out growth and fiscal responsibility. It details the capacity for land available with the City, reasonable accommodation for growth, public services needed, financing methods, protection of sensitive areas, and the broader relationship to the region. Working in tandem, the three chapters of this section set the stage for an integrated, whole city – blending old and new.

Implicit within this framework is the need to support these efforts with the extension of water and sewer service and a plan to address aging public infrastructure. This requires a strong capital improvements program that allows for continual maintenance and repair of underground utility assets as well as sustained planning, engineering and funding for the extension of water and sewer service in an efficient and timely way. Strategies to support these efforts are outlined in Chapter 6, *Water Resources: Supply and Protection*.



### Gateway to Havre de Grace – Getting it Right

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The most pressing issue from a planning standpoint is the coordinated development of the MD 155/I-95 interchange southeast quadrant. Improvements in this area have been incremental in the

recent past but major changes will be forthcoming in the next decade. For the City, retaining the beauty and views of the Chesapeake from this vantage point is primary to future development that is to take place. Nowhere else in Harford County or the region are the views as sublime as those descending from this interchange into the City of Havre de Grace. This is our gateway and we want to ensure that the continued experience is a complementary one that recognizes the important national history here and holds the majestic nature of the terrain in high value.

Major development is planned for this interchange with four hundred acres having been annexed since 2000. These were accomplished in two efforts: the Barker annexation in 2001, which includes the University of Maryland Upper Chesapeake-owned site zoned as Mixed-Office Employment (MOE) and the Green, Ianniello, and Patrone annexation in 2014. Both of these will complement the large gated community of Bulle Rock, where integrated pathways are intended to connect these developing areas. Major infrastructure improvements are necessary to accommodate this growth, to include roadway upgrades to MD 155, the interchange itself, and Bulle Rock Parkway as well as water distribution and sewer collection system infrastructure. These are expensive upgrades and must be timed for the phasing of development.

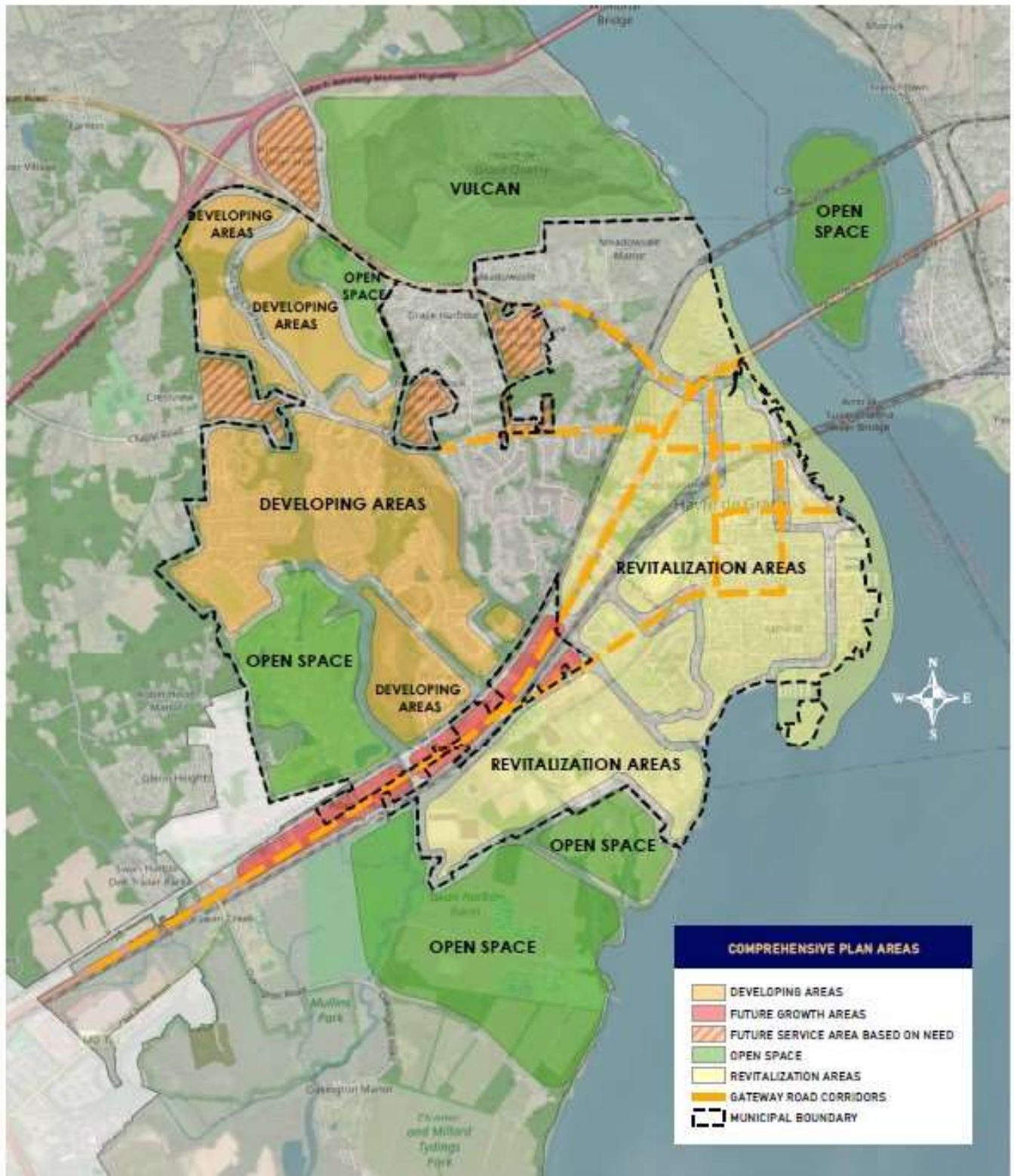
Land uses in this area are intended to be a mix of office space, commercial, and mixed-residential that will complement existing neighborhoods and serve travelers and the region. The main road to serve this area, Bulle Rock Parkway, will require improvements for the increase traffic volume as well as providing safe pedestrian accommodations to the adjoining neighborhoods. Roadway improvements to Bulle Rock Parkway must be done in such a way that it will accommodate increased traffic but designed to keep speeds low and create bikeway and pedestrian circulation between residential and commercial uses. A different, creative way of viewing traffic design is needed here to ensure that the roadway is constructed with pedestrians in the forefront.

The properties at the I-95 interchange are a combination of MOE and Residential Business (RB) zoning. A unified concept plan for Green/Ianniello/Patrone properties was approved in 2020 and individual phases of development are under design. RB zoning designation allows for creativity, ideally allowing for development that recognizes the historic nature of the site and Maryland Environmental Trust conservation easement that was placed on the property to preserve the context and beautiful vistas to the Chesapeake Bay. The properties at this interchange are located at the City's highest elevation and where Harford County's only National Historic Landmark *Sion Hill* is located. Overall sensitive, integrated design is key to honoring this landmark and the remarkable beauty of this Upper Bay terrain.

## Planning Area Designations

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Planning areas designations have been carried forward from past Comprehensive Plans and reflect a continuum of steady strategy for allowing growth while revitalizing older areas within the City. Areas within the planning scope of Havre de Grace consist of: (a) the older portions of the City located to the east of US 40, which are identified as revitalization areas, (b) developing areas, (c) future growth areas, (d) future service areas based on need, and (e) open space. The overall planning region encompassed in this Comprehensive Plan is bounded by Interstate 95 to the north; Earlton and Robinhood Roads to the west; the Oakington Peninsula to the south; and the Susquehanna River and Chesapeake Bay to the east.



**Seven Revitalization Areas** are designated on the *Comprehensive Plan Areas* map included in this chapter. These revitalization areas correspond to state targeted growth and revitalization areas within Priority Funding Areas and are fully described in the next chapter *Sustainable Community: A Strategy for Revitalization*. The focus on these seven areas is for continued efforts for revitalization through grant-funding and private investment, streetscape and gateway improvements, successful interpretation and way-finding signage to historic areas, and design guidelines that preserve the context of the historic, small-town character. Each revitalization area is located within the older section of the City and is served by public water and sewer. Any development or redevelopment is considered in-fill and is estimated in the capacity allowance for infill projects within the *Water Resources* chapter.

1. *Main Street District*
2. *Waterfront*
3. *Old Town*
4. *US Route 40*
5. *Gateway Road Corridors*
6. *Revolution Street*
7. *Industrial Area*

These are the seven revitalization areas described in the following chapter, *Sustainable Community: A Strategy for Revitalization*.

**Twelve Planning Areas** are described in this chapter and correspond to all other planning area designations, whether they are developing areas, future growth areas, or future service areas based on need. These planning areas are identified by a reference number which directly relate to maps in the *Water Resources* chapter for determining generalized water and sewer capacity calculations. All planning areas, including future growth areas, are within Harford County's Development Envelope for higher density development to be served by public water and sewer and are identified within the State's Sustainable Growth and Agricultural Preservation Act tier system as either Tier I or Tier II. All City growth is predicated on the extension of public water and sewer service. The goal for all these areas as they build out is to meet Priority Funding Area (PFA) requirements of the State of Maryland to ensure future public funding for infrastructure and to meet Smart Growth goals. A parcel-by-parcel map of these designations is included in the *Supporting Resources* section of this plan.

These are the twelve planning areas identified on the *Comprehensive Plan Areas* map and described in this chapter.

1. *MIXED OFFICE EMPLOYMENT*
2. *GREEN/IANNIELLO/PATRONE ANNEXED PROPERTY*
3. *BULLE ROCK PLANNED ADULT COMMUNITY*
4. *GREENWAY FARM*
5. *LAMPSON PROPERTY*
6. *US 40 COMMERCIAL, SECTION I*
7. *US 40 COMMERCIAL, SECTION II*
8. *SUSQUEHANNA RIVER HILLS*
9. *HAVRE DE GRACE HEIGHTS*
10. *SHAWNEE BROOK*
11. *CHAPEL ROAD PROPERTIES*
12. *CHAPEL ROAD, EXTENDED*

All planning areas are within reasonable proximity to Havre de Grace water and sewer service and include developing areas, future growth areas, and future service areas based on need.

The City of Havre de Grace is located immediately adjacent to Harford County's Deer Creek Valley Priority Preservation Area to the north and is well-endowed with nearby local, state, and federal publicly-protected land. Though this region is traversed by major urban transportation corridors including regional, freight, and commuter rail service, there are

many attributes in the region to protect, to include Havre de Grace’s historical context and individual historic properties, several ecologically-significant stream valleys, and the riverfront and Chesapeake shoreline. As part of the *Municipal Growth Element* chapter, a map has been included to illustrate the unique geographic relationship that Havre de Grace has to priority preservation areas within Harford County and that is supported by their land use policy.

Vast areas of public and private **Open Space** that adjoin the City are also described in this chapter as they relate to the City directly and provide tremendous regional assets for preserving the City’s context. Public and private open space surrounds the City and provides a significant green buffer in every direction. This includes Susquehanna State Park to the north and vast portions of the Oakington Peninsula to the south which has been purchased by Harford County government through their Department of Parks and Recreation. Privately-owned farm tracts which are under conservation easements also protect the context of Havre de Grace. Within this backdrop, the Lower Susquehanna Heritage Greenway, or LSHG, has provided a vision of trail networks, public access, and preservation tools to attract residents and visitors to the region. This relationship is so important that there is a standalone chapter related to the LSHG as part of this section.

Vulcan Materials Company located to the north of the City is a hard rock quarry that mines and transports crushed stone by way of highway and water access. It is described in this chapter because of its large impact and proximity to the City. The Vulcan quarry is an enormous operation that can be seen from travelers on I-95 entering Harford County. This site is immediately adjacent to the City but is governed by Harford County land use and Maryland Department of the Environment for its operations.

## Planning Areas Described

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The following are generalized descriptions of the planning areas that relate to the two Comprehensive Plan Areas maps and their respective land use intensity as shown on the Land Use Plan map. All identified planning areas are within the Harford County development envelope, the County’s growth area boundary. Each planning area corresponds to estimated public water and sewer capacity requirements in the *Water Resources* chapter.

### DEVELOPING AREAS:

#### **1. MOE/I-95 Interchange**

The Mixed-Office Employment property is approximately 102 acres and was annexed into the City in 2001 with a zoning designation developed specifically intended to create a corporate office park setting to serve as a major gateway to Havre de Grace from Interstate 95. University of Maryland Upper Chesapeake Health purchased the properties after the economic downturn of 2008 with the intention of building an upgraded medical facility to replace UM Harford Memorial Hospital here in the City. Retail and office components were part of this project, however this did not materialize and the property use is undetermined. Considerations for the development of this location include roadway improvements to MD 155



at the I-95 interchange and Bulle Rock Parkway due to a substantial increase in traffic and the extension of water and sewer service. Improvements to the current water tower infrastructure is required to meet the pressure zone needs of this site and adjoining sites. More details of water infrastructure capital requirement is outlined in the Water System Hydraulic Model Update provided by GHD referred to in the Water Resources Element of this plan.

## 2. Green/Ianniello/Patrone annexed property

Immediately southeast of the I-95 interchange are several parcels totaling 244 acres that were annexed into the City in 2014. These properties are referred to collectively as the Green/Ianniello/Patrone annexed property due to its combined effort in Annexation Resolution No. 277 and requirement for a unified concept plan for its development. The properties abut Bulle Rock Parkway and MD 155 and are zoned RB which allows for mixed residential and commercial uses.

It is desired that any future development at this location be of a scale and layout that is sensitive to the adjoining National Historic Landmark *Sion Hill* and the property's 50 acre Maryland Environmental Trust (MET) conservation easement along MD 155. This site should be of a transitional nature between the proposed MOE uses directly adjacent to the I-95 Interchange and *Sion Hill*. The above section *Gateway to Havre de Grace – Getting it Right* more fully describes the opportunities that this magnificent site affords.



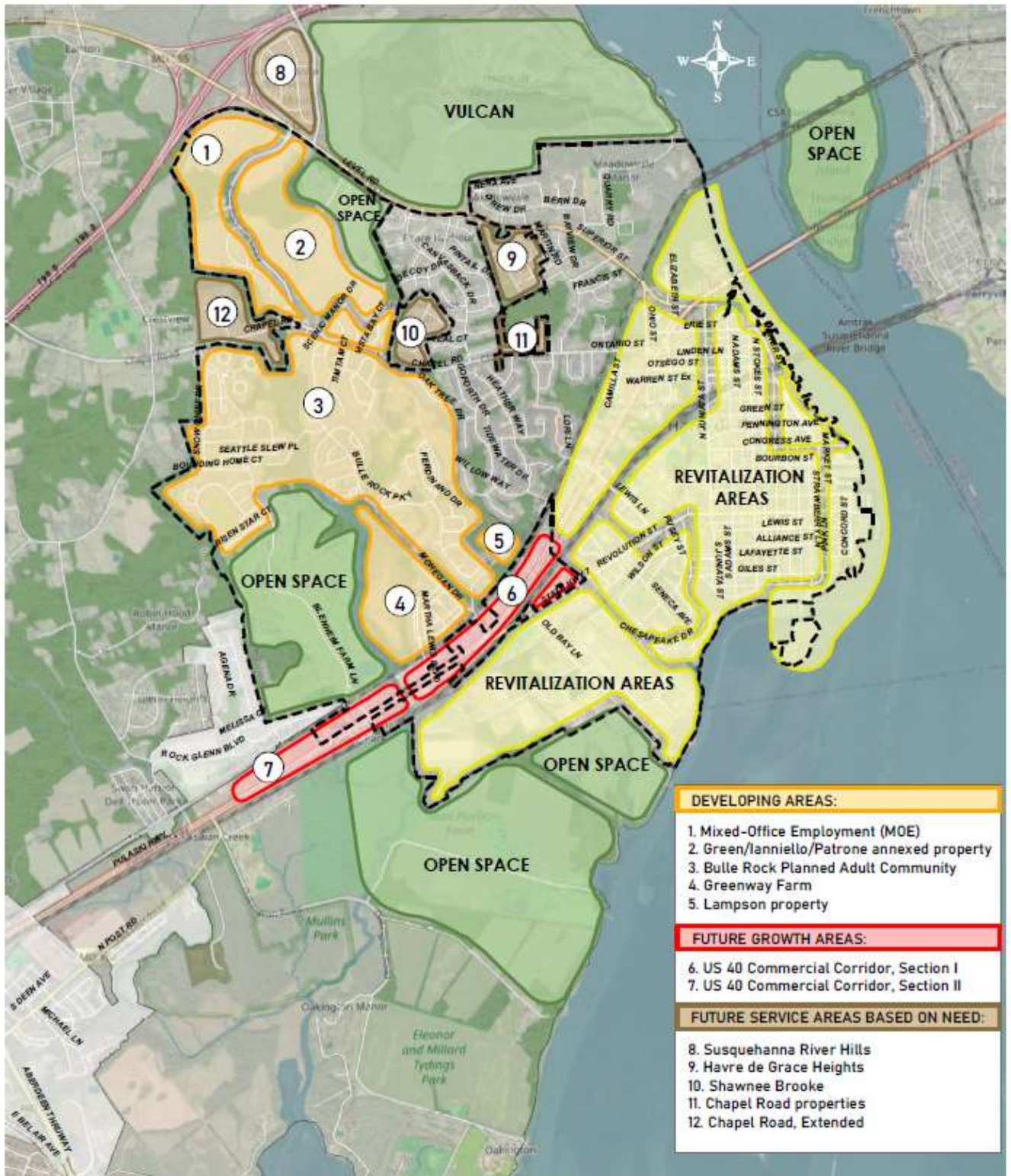
The Land Use Plan map reflects the areas to be protected, medium intensity, and MOE-related land uses. In addition, the City's adopted Tier Map as required by the Sustainable Growth and Agricultural Preservation Act of 2012 show the areas of future planned and no-planned sewer service as related to this site. Please see the Supporting Resources Technical Map for Tier I and II Existing and Planned Service Areas for Sewer for this area and Water Resources Element for infrastructure requirements.

## 3. Bulle Rock Planned Adult Community

The Bulle Rock Planned Adult Community is a large developing residential community that includes The Residences at Bulle Rock, The Paddocks, and Bulle Rock Estates. It features a two-story, 37,000 square foot community center located at the entrance of the main, gated section of the community with views of the Chesapeake Bay, indoor and outdoor pool facilities, a day spa, tennis, ballroom and reception areas among other amenities. The series of neighborhoods within The Residences of Bulle Rock contain a mix of housing types to include condominiums, villas, and single-family homes.



Over two thousand residential units are planned for this developing area, with close to 75% having been permitted as of January 1, 2023 (569 remaining, total project of 2,126 units). This project was begun in 2002/2003 with the annexation of 617 acres of land and the creation of planned adult community zoning overlay. Bulle Rock Parkway was constructed to access the parcels directly from the MD 155/I-95 interchange for ease of access and future non-residential uses at the MOE





site. A series of trail systems and golf-cart paths are incorporated into the residential sections of this project to access the world-renowned Bulle Rock Golf Course. It is the long-term planning goal to link these private trails with publicly-accessible trails along Bulle Rock Parkway and Chapel Road to full interconnectivity for pedestrians and bicyclists throughout Havre de Grace, connecting residents to employment, service and retail at the MOE/I-95 interchange and to the regional Lower Susquehanna Heritage Greenway.

#### **4. Greenway Farm**

Greenway Farm is a 133 acre parcel, located to north of the CSX rail line, which is currently being developed into a mixed-use community of 690 individual residences, to include villas, townhomes, and condominiums. Zoned R-2, the site is surrounded by The Residences at Bulle Rock and its namesake golf course. The development features a shared community center with a pool and planned tennis courts. A substantial bridge was built to access the parcel for development providing a monumental entrance to the neighborhood. Phases II and III are now under construction.



#### **5. Lampson property**

This parcel is located north of the CSX rail line between the Bulle Rock project and Bay View Estates and is approximately 23 acres in size. Due to its proximity to other residential communities and limited access via the rail line, an appropriate land use designation is medium intensity residential. This property was annexed in 2022 with a zoning designation of R-1 and is intended to be developed with forty (40) single-family detached dwellings. The site is adjacent to The Residences of Bulle Rock and built in similar character but will be accessed through the Greenway Farm neighborhood.

#### **FUTURE GROWTH AREAS:**

#### **6. US 40 Commercial, Section I**

US 40 Commercial, Section I is largely enclosed by the City's current municipal limits westward to the entrance of Greenway Farm between the CSX and Amtrak Rail Lines. Several properties in this area have been annexed into the City of Havre de Grace on a piecemeal basis. However, the longer term goal of the City is to incorporate all of these properties into Havre de Grace and serve them with public water and sewer. The City will continue to work with Harford County Government with regard to these growth areas and zoning them appropriately for the uses along this segment of US 40, all of which are zoned Commercial Industrial (CI) under the County's zoning. Since on-site public water and sewer are currently unavailable, many of these parcels are undeveloped or under-utilized. A small collection of properties along Revolution Street outside the City limits are considered as part of this planning area. Revolution Street serves as a western gateway from US 40 into the older and identified Revitalization Areas along MD 7 (Old Post Road), including the industrial area and communities along this corridor.

Visual cohesiveness and attractive commercial development is a desired goal as US 40 is a main feature within the City. To accomplish this, increased flexibility of design is important while at the same time ensuring that environmental resources are protected. The City has established

landscaping requirements and mixed-use options in the commercial zone which ideally create opportunities for better design and more integrated commercial projects. With regard to the remaining Revolution Street parcels outside the City limits, much of this area has been managed poorly in terms of land use and is characterized by incompatible uses or under-utilization of the individual parcels. Annexation would allow for the expansion of more compatible commercial/industrial uses in an area where these uses are appropriate. A primary goal of the City is to strengthen and expand the industrial/employment opportunities within the City. It would also provide the City with more regulatory control in terms of maintenance enforcement and site design in instances of redevelopment.

Continued commercial and mixed-use expansion with a land use designation of commercial is appropriate for future land use along the Route 40 corridor. Consideration of site design for individual projects is important to ensure compatibility between properties along US 40 with a long-term goal of creating better connectivity between parcels and along the highway with a “Complete Streets” approach to future roadway improvements. As an older commercial corridor through Harford County, US 40 often appears as a disparate mix of uses. However, there are opportunities to rethink US 40 as a multimodal corridor that serves the communities along it differently.

Designed and constructed in the 1930’s as a dual highway with a generous median, US 40 has a substantial right-of-way that may offer increase bikeway and pedestrian access in the future. The Baltimore Metropolitan Council (BMC) is currently studying a grade-separated pathway along one side of US 40 between Aberdeen and Havre de Grace where pedestrian and bike activity is higher. This would be a tremendous asset in an area of rail access, local and regional transit, major employment centers, and substantial residential growth. This is a very timely study in advance of major rail improvements along Amtrak’s Northeast Corridor.

#### **7. US 40 Commercial, Section II**

US 40 Commercial, Section II includes the parcels within the Route 40 Corridor from Gashey’s Creek westward to Oakington and Robinhood Roads. Harford County zoning designation for these parcels along this corridor is entirely CI (Commercial Industrial) and the City’s land use designation for this corridor continues to be Commercial. Annexation in this area is desired to expand the City’s commercial tax base and to have site design control as this area develops. As described previously in the US 40 Commercial Section I, Havre de Grace must update its zoning regulations to ensure compatibility and good site design in new commercial development along US 40. Visual cohesiveness and attractive development are the desired goals of creating an integrated corridor that is visually appealing and serves to bridge the need for increased commercial and mixed-uses.

Closely paralleling Amtrak’s Northeast Corridor through this region, US 40 extends the length of Harford County east to west from Cecil County into Baltimore. Local and regional transit as well as national rail access serve this region, with rail stations for the Penn Line in both Perryville and Aberdeen and both within three miles of Havre de Grace. As mentioned in the above description, US 40 Commercial, Section I, improvements for safe bike and pedestrian access along US 40 are currently being explored through the BMC, the prospect of which would transform the area between Havre de Grace and Aberdeen into a truly multimodal corridor.

As a commercial corridor, the expansion of commercial uses along US 40 between Aberdeen and Havre de Grace is appropriate. However, consideration of regional assets, such as Bulle Rock Golf

Course, and major stream systems, like Gashey's Creek and Swan Creek (closer to Aberdeen) need to be highlighted as the quality-of-life resources that they are. This segment of US 40 has forested tracts and provides the entrance to amazing publicly-acquired open space on the Oakington Peninsula with unparalleled public frontage to the Chesapeake Bay.

#### FUTURE SERVICE AREAS BASED ON NEED:

##### **8. Susquehanna River Hills**

Susquehanna River Hills is an established residential community located northwest of Havre de Grace in the east quadrant of the I-95/MD 155 interchange in Harford County. County zoning for this community is R1 Urban Residential. Bordered by I-95, MD 155, and Lapidum Road, Susquehanna River Hills is currently serviced by well and septic. There is no apparent need for the community to seek annexation, however public water and sewer would be needed only if wells or septic drain fields begin to fail. If annexed, Susquehanna River Hills is recommended for continued low-density residential uses.

##### **9. Havre de Grace Heights**

Havre de Grace Heights is an established Harford County residential community almost totally surrounded by the City. The neighborhood is located in the northwest quadrant of the City and has a Harford County zoning designation of R-2 Urban Residential. Havre de Grace Heights is partially served by City water and has individual septic systems, except for some properties along MD 155 that are supplied by individual wells. This community should be annexed into the City because of the public infrastructure that has been provided to the community and to provide closure to the City's northern border. Efforts should be made to annex this area through tax phase-in efforts and special financing opportunities for water and sewer connections to the City system. If annexed, this community will continue as low-density residential.

##### **10. Shawnee Brooke**

Shawnee Brooke is an established residential community with the Harford County zoning designation of R-2 Urban Residential. This neighborhood is bordered by Chapel Road on the south, Scenic Manor on the west, and the Grace Harbour neighborhood on the north and east and is currently serviced by well and septic. Several properties have experienced well problems and have received public water service from the City due to failing wells. Past annexation attempts have been made based on the need for public water but failed due to a lack of community votes. If annexed, Shawnee Brooke will remain low-density residential use.

##### **11. Chapel Road properties**

Along Chapel Road are twelve properties with single family homes that are outside the City's limits and served by private wells and septic systems. Eleven of the lots are on the north side of Chapel Road and one is on the south, and they appear as if they are within the City. If annexed due to failing wells and/or septic systems, land use designation would continue as low intensity residential use due to their relatively large lot size. It would also be beneficial along this stretch of Chapel Road to make coordinated improvements to the roadway itself to make it more cohesive in pavement dimension, striping, and bikeway signage.

##### **12. Chapel Road, Extended**

On the north side of Chapel Road, between Earlton Road and Gashey's Creek, lie the subdivisions of Crest View and Orchard View Estates. Both of these subdivisions are firmly established areas

and currently served by well and septic. Harford County zoning for these communities is Agricultural (AG). If annexation is sought due to failing wells or septic systems, it is recommended the area be continued as low-density residential. This would support and preserve the current uses and neighborhood character of large lot subdivision. Recorded neighborhood covenants and deed restrictions may limit further subdivision of these large rural residential lots.

## Surrounding Open Space

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Havre de Grace is blessed with tremendous natural areas surrounding it, to include Susquehanna State Park to north and approximately 1,250 acres of protected land to the south on the Oakington Peninsula now preserved through Harford County Government. The region is known for early Native American contact, vast colonial land holdings now held as public open space, and remarkable historic context with surviving structures. This creates an unparalleled opportunity for context preservation and also its enhancement through the ongoing development of the Lower Susquehanna Heritage Greenway. This section describes the open space that envelops the City and which will form the basis for the City's continued reinvestment and attraction.

### **Sion Hill** (privately-owned)

Built in 1785, *Sion Hill* is a National Historic Landmark, the highest recognition that can be applied to any historic structure in the United States. The significance of this structure does not hinge only on the time period in which it was built and its architectural elements, but the significance of the family who inhabited it and their relationship to Revolutionary History, the War of 1812, and later military history. Maintaining the grounds around *Sion Hill* and Mount Felix (which is the structure that is located on the rise in the middle of the farm fields, and is also historically significant) is important in terms of preserving the context of these structures and the visual beauty of this entrance into the City. A perpetual conservation easement through the Maryland Environmental Trust (MET) was placed on fifty acres (50) adjoining the structure by the property owner in 1990 to preserve the context of the house and views to the Chesapeake Bay. Both *Sion Hill* and the MET portion of this site is designated open space, with a careful preservation of historic structures and outbuildings.

### **Bulle Rock Golf Course** (privately-owned, public course)

Bulle Rock Golf Course is a nationally recognized, premier public golf course which currently offers a club house and restaurant facilities. Opened in 1998, this course was designed by Peter Dye and maximizes the beauty of the original Blenheim Farm. The property was annexed into Havre de Grace in 1999 (2<sup>nd</sup> addition, 2001) as part of the Bulle Rock planned adult community. The original Victorian mansion house which was featured in the film *Tuck Everlasting* was renovated as an amenity for the existing golf course and is now a private residence. Two sections of single family homes will be built on the golf course as part of the original approved concept plan.

### **Old Bay Farm** (privately-owned)

*Old Bay Farm* is a beautiful tract of land that rests on the shoreline of the Chesapeake Bay. Consisting of approximately 122 acres, this farm was the home of the late State Senator William S. James and had a permanent MET conservation easement placed on it under by its owner in 1977. The property abuts the southernmost western edge of Havre de Grace municipal limits and is located at the end of Old Bay Lane. Adjoining this property to the southwest is Swan Harbor Farm, a 531 acre tract owned and operated as a waterfront park and wedding venue by Harford County Department of Parks and Recreation.

**Swan Harbor Farm** (publicly-owned)

Swan Harbor Farm is a 463-acre historic farm that was purchased by Harford County Government in 1995 as one of the last expanses of waterfront directly on the Chesapeake Bay in the county. Located on the Oakington Peninsula south of Havre de Grace, its historic home and beautiful grounds serves as a wedding location, passive public park, and agricultural center for the region. Amenities featured on the property include a 300-foot pier with a pavilion/overlook, the Senator William Amos Maryland Agricultural Education Foundation, the restored eighteenth-century home of John Adlum (friend of Thomas Jefferson), recreated gardens, grounds, and walking trails. As it is a tremendous regional amenity, it is desired that long-term pedestrian/bikeway connections from the City of Havre de Grace to Swan Harbor Farm are accomplished to promote health and reduce the need for travelling by vehicle to the public parks within the urban areas of Harford County. Adjoining lands of Belle Vue Farm and the Tydings Property have also been purchased for passive recreation, trail connections, and public use.



**Tydings property** (publicly-owned)

The 315-acre Tydings property is located on the remote southernmost tip of the Oakington Peninsula and was purchased by Harford County Government as public open space. Known as Oakington Farm and rich in natural habitat, it was owned by US Senator Millard E. Tydings; his heirs sold it to Harford County in 1998. Though it is difficult to access portions of the site, the purchase of the Tydings property expanded the county’s access to the Chesapeake Bay and permanently preserves it for public use.

**Belle Vue Farm** (publicly-owned)

Belle Vue Farm is the most recent open space acquisition by Harford County Government on the Oakington Peninsula, securing the last remaining large tract of natural land with access to the Chesapeake Bay. The 347-acre site was purchased with the assistance of Harford Land Trust with funds from Program Open Space, the Army Compatible Use Buffer (ACUB) program, and Harford County Government in 2020. This significant colonial-era farm (land grant 1661) will be permanently preserved as public open space.

**Garrett Island** (publicly-owned)

The 200-acre Garrett island is located off the Susquehanna River shoreline of Havre de Grace but is actually part of Cecil County. It was granted to Edward Palmer in 1622 as part of a land grant by King James I and has the earliest documented European presence on the island in 1637. The property is managed by the US Fish and Wildlife Service as part of the Backwater National Wildlife Refuge. The island is traversed by the Thomas J. Hatem Bridge for US 40 and the CSX Susquehanna Rail Bridge, but limited public access is available at this time.

[Vulcan Hard Rock Quarry](#)

Havre de Grace is unusual in that it has a substantial hard rock quarry located just outside its boundary. The hard rock that is mined here is known locally as Port Deposit granite but is actually a form of metamorphic gneiss and has provided the basis for many of the region’s historic

buildings, foundations, and engineered structures. This industrial use is described here because it is a major feature on the landscape immediately adjacent to City limits. A Mineral Resources Element is not applicable to Havre de Grace since there are no mining operations within the City. This significant industrial operation – which can be seen from I-95 when entering Harford County along I-95 – is subject to Maryland Department of the Environment (MDE) regulations for its operation and Harford County for its zoning requirements.

### **Vulcan Materials Company Quarry**

Located directly north of the City, the Vulcan Materials Company, hard-rock quarry is a 650-acre crushed stone mining operation. The quarry site contains enough accessible stone deposit to operate for an additional fifty years. It is not anticipated that the Vulcan quarry or their adjacent buffer lands will be annexed, however the City's goal for the site is for potential future reuse of the property as a water source (possible fresh water reservoir) upon completion of the mining operation and for hiking trail connections to the Lower Susquehanna Heritage Greenway. The idea of the quarry's reuse as a fresh water resource is described here in the event that the salt water lens of Susquehanna River becomes problematic over the long-term where the City has its intake pipes south of the Amtrak Bridge.

A hiking trail was opened in the spring of 2022 around the Vulcan quarry operation just outside their fenced-in perimeter. This was a huge accomplishment with Vulcan as a partner and an easement held by the Maryland Department of Natural Resources. The trail is located in their buffer and connects on-road trails through the Meadowvale community and the Havre de Grace Ambulance Corps with Lapidum Road and Susquehanna State Park. This trail construction completes a major gap within the LSHG, connecting downtown Havre de Grace to northern trails of the LSHG and 199-mile Mason-Dixon Trail system.

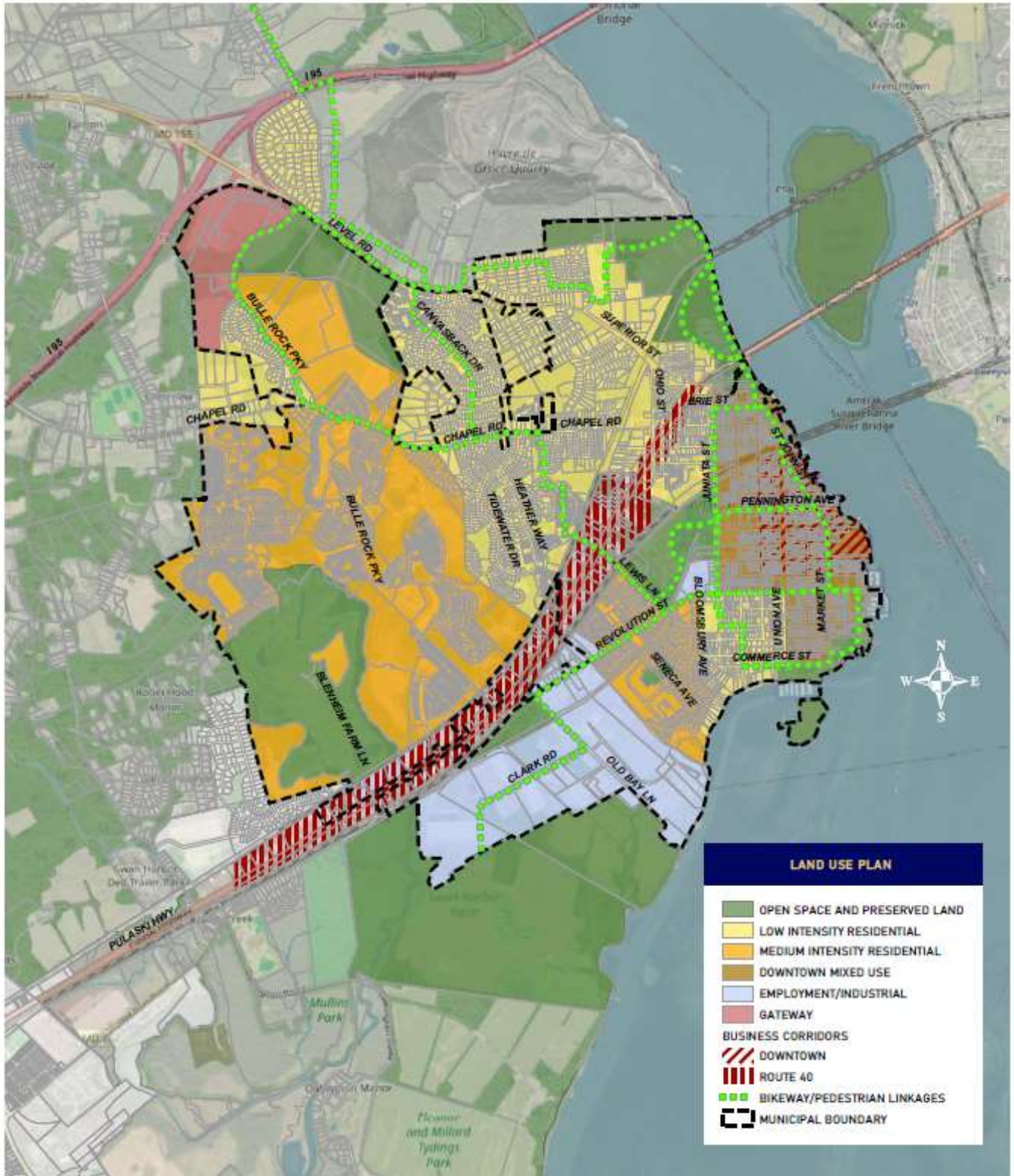
## **Land Use Plan**

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Generalized land uses for these planning areas are shown in the Land Use Plan map which depicts the planning area relationships, open space, connectivity, and land use intensity. It is important to identify and organize future land use categories in a manner that can be creatively and flexibly applied to future land uses and be adaptable for classification into the City's zoning code.

The following land use designations are based upon (a) the appropriateness of the recommended land use categories for application within the City, (b) the completeness of the recommended land use categories in addressing the range of potential land uses which should be accommodated in the future, (c) the reasonableness of the recommended densities within each land use category, and (d) the political and social impacts of applying the uses and densities to the areas subject to annexation. Thus, the following land use categories are intended to provide the range of land uses around which site-specific recommendations for the future land use plan will be based.

This Comprehensive Plan provides for 8 major land use categories. These categories provide the context for the designation of the revitalization areas, newer neighborhoods/developing areas, and growth areas. The major land use categories – Low Intensity Residential, Medium Intensity Residential, Downtown Mixed Use, Employment/Industrial, Gateway, Downtown Business and Route 40 Business Corridors, and Open Space – accommodate a general range of land uses.



## **Residential**

Three separate residential land use designations have been selected for the future land use plan – *Low Density Residential*, *Medium Density Residential*, and *Downtown Mixed Use* – with each dominant housing type selected and defined based on its appropriateness for the future housing needs and desires of the City. Density, generally expressed in terms of dwelling units per acre, is representative of that found in contemporary housing developments within communities similar in size and character to Havre de Grace.

The residential densities recommended are presented in a range to provide maximum flexibility in determining the most appropriate density for any given development proposal. The higher end of the density in the zoning districts is to be applied where individual land use proposals are of a superior quality relative to site design (within the context of recreational and environmental amenities as well as off-site improvements and critical public facilities) and address specific issues and needs raised in the Comprehensive Plan. The following table summarizes the three residential land use designations:

<b><u>Residential</u></b>	<b><u>Density</u></b>
Low Density Residential (Single-family detached)	2-4 Dwelling Units per Acre (Gross)
Medium Density Residential (Single-family detached and attached)	5-7 Dwelling Units per Acre (Gross)
Downtown Mixed Use (Single-family detached, attached, and multi-family units)	8-16 Dwelling Units per Acre (Gross)

*Low Density Residential* is intended to provide opportunities for single-family detached residential development at a maximum density of four units per acre. This will permit more flexibility in yard requirements, lot widths, and bulk regulations.

*Medium Density Residential* provides for the opportunities of single-family detached and single-family attached on smaller residential lots within the City. To a limited degree, multi-family residential uses may be acceptable if considered very carefully within the context of surrounding land uses. The maximum recommended residential density for *Medium Density Residential* is seven units per acre, with a base density established at 5 units per acre.

*Downtown Mixed Use* land use is intended to address and support existing land uses in the older portions of the City. These are areas where the continuation of traditional historical residential development patterns mixed with commercial retail, multi-family residential, and offices uses are desirable. Residential densities of up to 16 units per acre may be permitted in these areas.

## **Business Corridors – Downtown and Route 40**

The *Business Corridors* land use category denotes areas of general business, office, retail, and services uses within the City of Havre de Grace. These are areas that are to be supported with economic development, business retention, and enhancement strategies, and include the Downtown Main Street District and the US 40 service/retail corridor.



### **Employment/Industrial**

The *Employment/Industrial* land use category denotes areas that are or are desired to be major employment generators for the City and surrounding region. These areas include the Chesapeake Industrial Park, existing industries along MD 7/Old Post Road, and the land immediately adjacent to the I-95/MD 155 interchange.

### **Gateway**

This is a new land use category for the MOE designation at the I-95/MD 155 interchange, and it is a critically important area as it serves as the main entrance to the City from I-95 and is the demarcation between Harford County's Development Envelope and rural areas. Land use is intended to serve appropriately-sited neighborhood commercial as well as limited highway needs and not be residential in nature.

### **Open Space**

This general land use category is to be applied to areas of conservation, preservation, and institutional uses, such as public parks and school sites. Any and all land uses occurring within the Open Space category would be implemented by the adoption of zoning regulations and/or special use permit standards not currently available.

## **Plan of Action:**

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**Goal:** Within the framework of this *Land Use: A Whole-City Plan* chapter, the primary goal is to allow needed commercial, industrial, residential, civic, connectivity, and open space land uses within the City while preserving the City's combined historic, business, and natural character. To do this, the City will identify and proactively consider key development and redevelopment opportunities to maximize benefit to the City over a variety of outcomes.

### **Actions:**

- Identify underutilized, existing developed properties for priority reuse.
- Continue long-term planning efforts to ensure appropriate land uses, adequate public facilities, and transportation modalities (roadway, bikeway, greenway, and pedestrian connections) are incorporated into developments as they are built.
- Recognizing open space and natural resources as key infrastructure, develop a comprehensive natural resources map to preserve sensitive environmental features and guide future development, to include water courses, wetlands, forested areas, historic landscapes, critical habitat, and steep slopes.
- Carefully nurture the City's historic scale and natural setting while insuring that new development continues these qualities.
- Support the Planning Commission in their role to review and approve site plans and subdivision by providing all necessary information on projects as they move forward from concept to design by providing complete information on projects, regardless of the size or scale.
- Commission site-specific, form-based, integrated planning for the development of new or revised zoning classifications for areas of the City, much like the effort performed for the UM Harford Memorial Hospital site. Areas for this level of study include but are not limited to: the MOE zoned property at the I-95/MD 155 interchange (now identified under the name of

Gateway as a land use category); the former Tranquility Townhomes site; and the downtown Main Street District.

- Continue to coordinate with Maryland Department of Planning and Harford County Planning and Zoning with regard to state, regional, and local planning efforts, annexation petitions, and infrastructure and public services planning, as required by law.
- Coordinate with property owners during the annexation process to establish appropriate zoning designations, development concept proposals, and conditions of annexation.
- Work with property owners at the concept plan stage of development to ensure appropriate land use, development design, stormwater management, and road, bikeway, and pedestrian interconnectivity.
- Develop an incentive program to encourage property owners in areas that are surrounded by the City's municipal boundaries to become part of the City for water and sewer infrastructure. These areas need realistic financial options for annexing into the City and will benefit those owners in the long-term for increased property value and viability of their systems.
- Work with Maryland Transportation Authority, MDOT State Highway Administration, and/or Harford County Government to ensure that necessary roadway improvements during all phases of planning, to include preparation of capital budgets, design, and construction. Specific improvements include: I-95/MD 155 interchange at Bulle Rock Parkway to accommodate major development planned in the southeast quadrant of the interchange; the US 40 Complete Streets implementation to the maximum extent possible; Chapel Road/Ontario Street Extended segment improvements; and general traffic conditions on MD155 and MD 155/Ohio Street (See Transportation Chapter for more information.)
- Work with the Baltimore Metropolitan Council in the continuation of design for the Concept Plan for Bicycle and Pedestrian improvements along US 40 between Aberdeen and Havre de Grace so that long-term improvements may be implemented for safe, active transportation methods.
- Develop design guidelines to further protect the historic architecture, landscapes, and streetscapes of the City.
- Encourage the reuse of existing homes and buildings for the preservation of the City's unique character and the conservation of resources (reuse, rehabilitate, and recycle).
- Develop a review and approval process for demolitions within the City so that structures are evaluated in a predictable and methodical way. A level of evaluation is specifically needed for historic structures within City-limits but is not necessarily limited to only those.
- Develop a pro-forma cost analysis for absorbing new development into the City's water and sewer system, including capital, finance, and maintenance cost vs. cost recovery fees and water and sewer charges, to examine the cost of residential development over time.
- Carefully integrate emerging growth areas such as Sion Hill with the rest of the City and within themselves so that they do not become isolated suburban subdivisions.
- Encourage infill development of vacant lots within the established neighborhoods of the City at a scale compatible with existing development.