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A Downtown Plan
For
Frederick, Maryland

Preliminary Report

Marcou, O'Leary and Associates
Washington, D. C.

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INTRODUCTION

Frederick, Maryland is a small city (1970 population 23,641) located about 45 miles from both Washington, D. C. and Baltimore. The city is an old one, by American standards; it was laid out in 1745 and incorporated in 1817. It is the economic and administrative center of Frederick County, which had a 1970 population of about 85,000 persons. The city is the only substantial urban area in the County, and has grown at a moderate rate in recent years: the four election districts which include the city and the urbanized area surrounding it grew from a total population of 29,500 in 1960 to one of 34,100 in 1970, a decennial rate of about 15.5 percent. The County grew in the same period from 72,000 to 85,000, a rate of 18 percent. Growth in the next decade is expected to be more rapid, especially in the County, as employment growth in the Baltimore and Washington suburbs continues. Both of these are highly accessible by freeway to the County.

Downtown Frederick has been the dominant business center for the County for many years. In 1967, even after the establishment of several moderate-sized peripheral shopping centers in the city, Downtown Frederick contained about one-third of the County's total sales of convenience and shoppers' goods;* in shoppers' goods alone, the type of retail activity which seeks regional shopping areas, the downtown area contained an estimated 58 percent of county sales. This domination will be challenged, however, in the next decade. Several proposals have been announced for large regional shopping centers in outlying locations; these will compete strongly in the merchandising areas where Downtown Frederick has been strongest. While it is true that some of the trade at which these new centers will be aimed has been going out of the County to the Baltimore and Washington suburbs, their main impact will be on apparel, variety, home furnishings, and other shoppers' goods stores in the Downtown area.

Therefore, although Downtown Frederick is currently a thriving business area, an attractive residential district, and the county's governmental center, increasing regional retail competition in outlying locations may make it necessary to reexamine the area's best role in the future of the county. This report presents preliminary findings and recommendations aimed at identifying this role and guiding Downtown Frederick toward it.

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* Convenience goods are those purchased mainly by residents of the immediate vicinity--primarily foods and drugs. Shoppers' goods are those which depend on a larger market; they include apparel, home furnishings, and such specialities as jewelry, books, sporting goods, and others.

I EXISTING CONDITIONS

This chapter discusses conditions in the Downtown area, the city and the region as they attract Downtown's future.

The Region

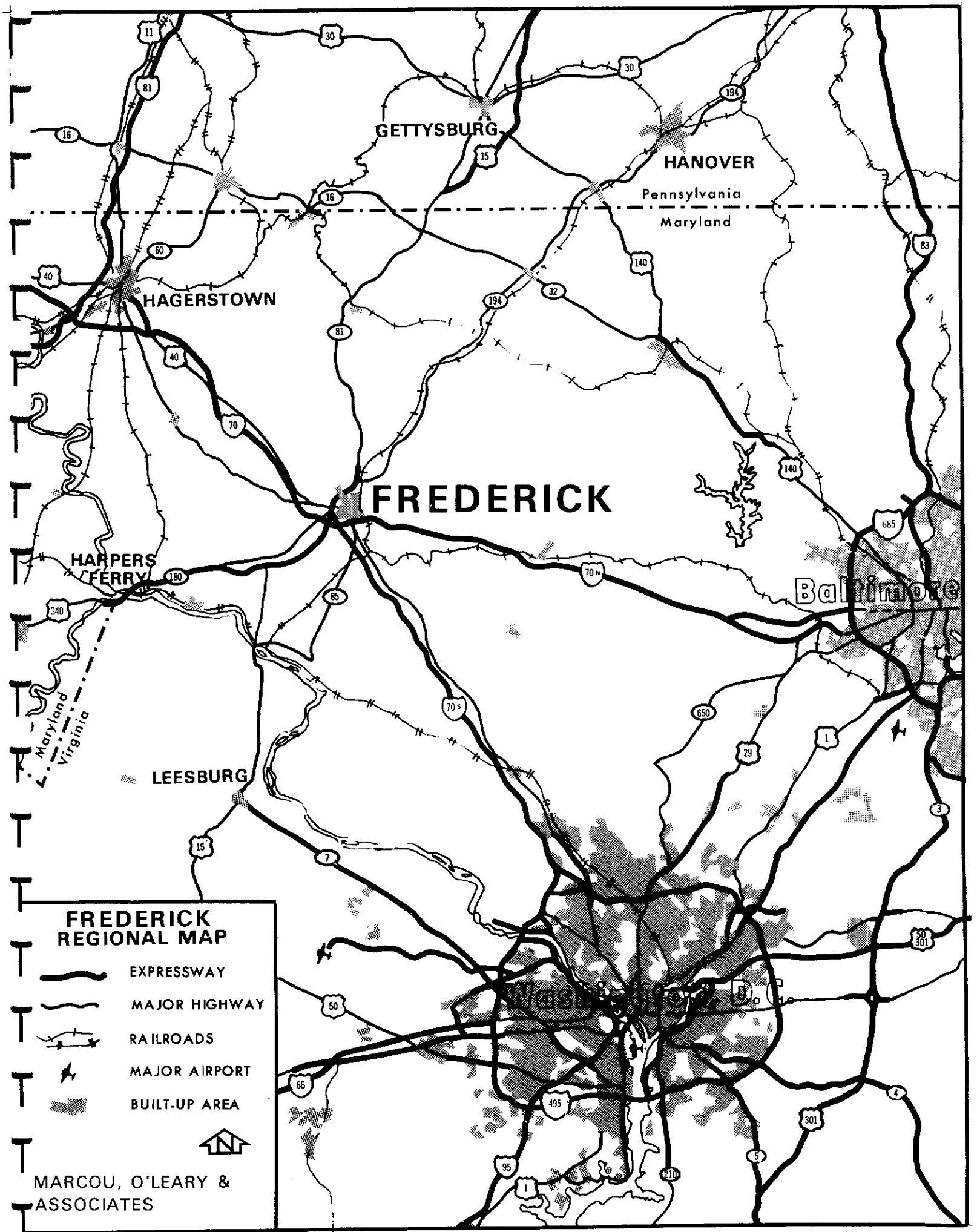
The region served by commercial, institutional, and public activities in Downtown Frederick is virtually coterminous with Frederick County. In the specific case of shoppers' goods sales, Downtown has the potential to serve portions of Carroll County, Virginia, and Pennsylvania, but these portions are relatively small.

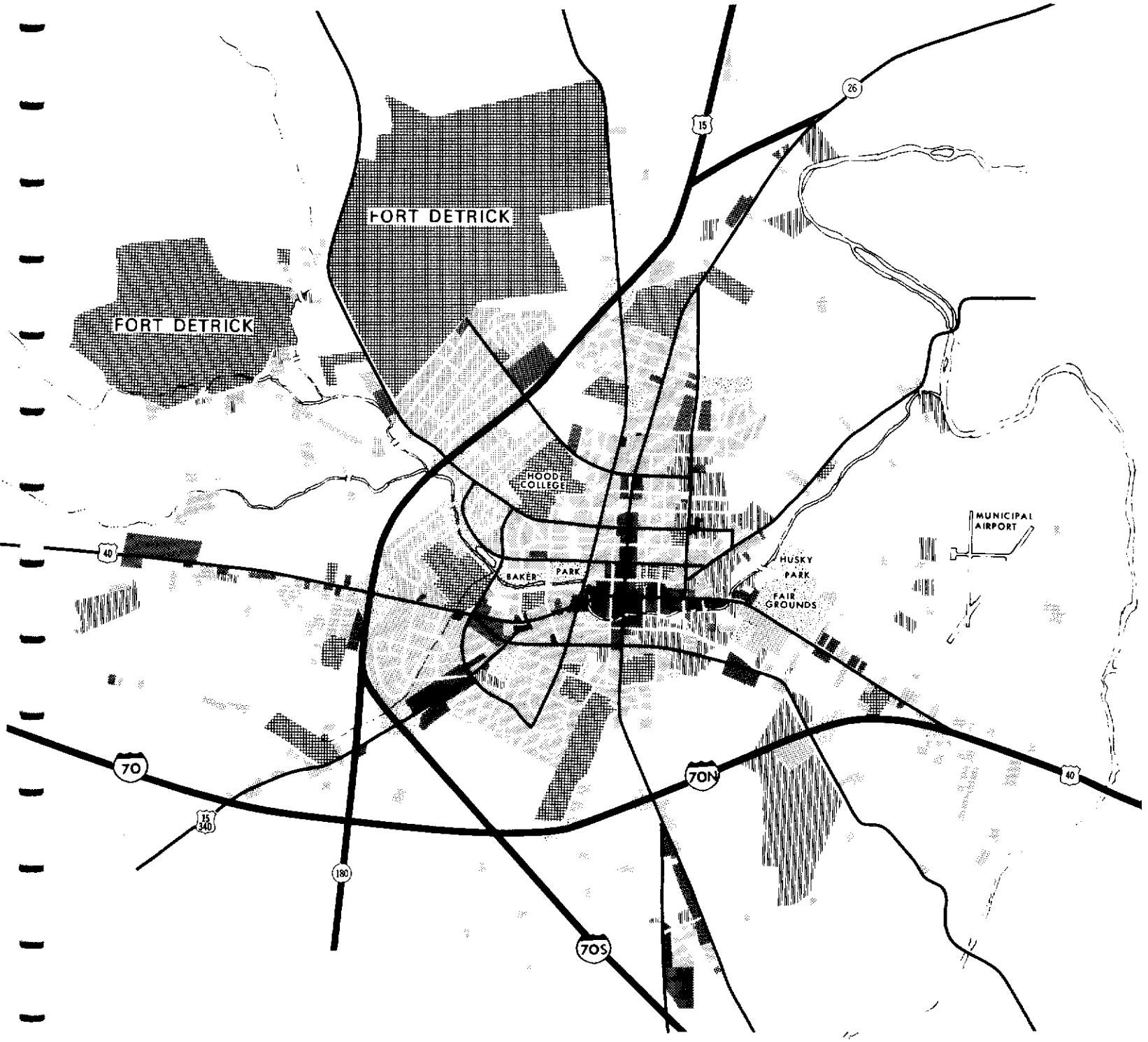
During the past two decades, Frederick County has been undergoing a transition from a primarily agricultural economy to one mixing agriculture, manufacturing, and services in substantial proportions. Public employment has also been high, but its future is subject to considerable uncertainty until final decisions are made on the future of Fort Detrick. Agricultural employment was higher than that in any other economic sector as late as 1949, but agricultural employment has declined to little more than half the level of two decades ago. Since much of this decline has been due to very high productivity, agricultural production, primarily in dairying, has continued to grow, and Frederick County remains as Maryland's leading dairy county.

The most rapid economic growth in the County has been in manufacturing, as a result of the immigration of new activities as well as the growth of industries which have been here for many years. The most outstanding addition to the manufacturing sector is the Eastalco aluminum plant, with a moderate employment and a substantial capital investment.

The second important trend in Frederick County's development is a fairly rapid increase in residents who commute to other areas--mostly Montgomery County--to work. Employment in the Washington and Baltimore suburbs has been growing rapidly and the completion of Interstates 70S and 70N and the beltways around those cities is improving Frederick County's access to their suburban employment: a large proportion of it is now within a half-hour's drive from the southeastern sections of the County.

The prospects are good for continuing growth of both employment and population within the County. Its location on the principal east-west highway route from the rapidly growing Washington-Baltimore metropolitan complex to the west provides it with a good competitive position for many economic activities. And the County's superior physical environment will also, if it is not destroyed by uncontrolled growth, provide an important attraction to new residents and additional economic activity.


FREDERICK
REGIONAL MAP
EXPRESSWAY
MAJOR HIGHWAY
RAILROADS
MAJOR AIRPORT
BUILT-UP AREA
MARCOU, O'LEARY &
ASSOCIATES
GETTYSBURG
HANOVER
Pennsylvania
Maryland
HAGERSTOWN
FREDERICK
HARPERS
FERRY
Maryland
Virginia
LEESBURG
Baltimore
Washington, D.C.



RESIDENTIAL

COMMERCIAL

INDUSTRIAL

PARKS & RECREATION

INSTITUTIONAL & MILITARY INSTALLATIONS

FREEWAYS

MAJOR ROADS

FREDERICK, MD.

GENERALIZED LAND USE

0 ½ MILES

0 800 1600 2400 3200 FEET

MARCOU, O'LEARY & ASSOCIATES INC.

WASHINGTON, D.C.

Most of the growth to be expected in the next two or three decades will occur around the City of Frederick and in the southeastern portion of the County, where accessibility is best to the nearby metropolitan areas and where services are already being extended.

Downtown Land Use

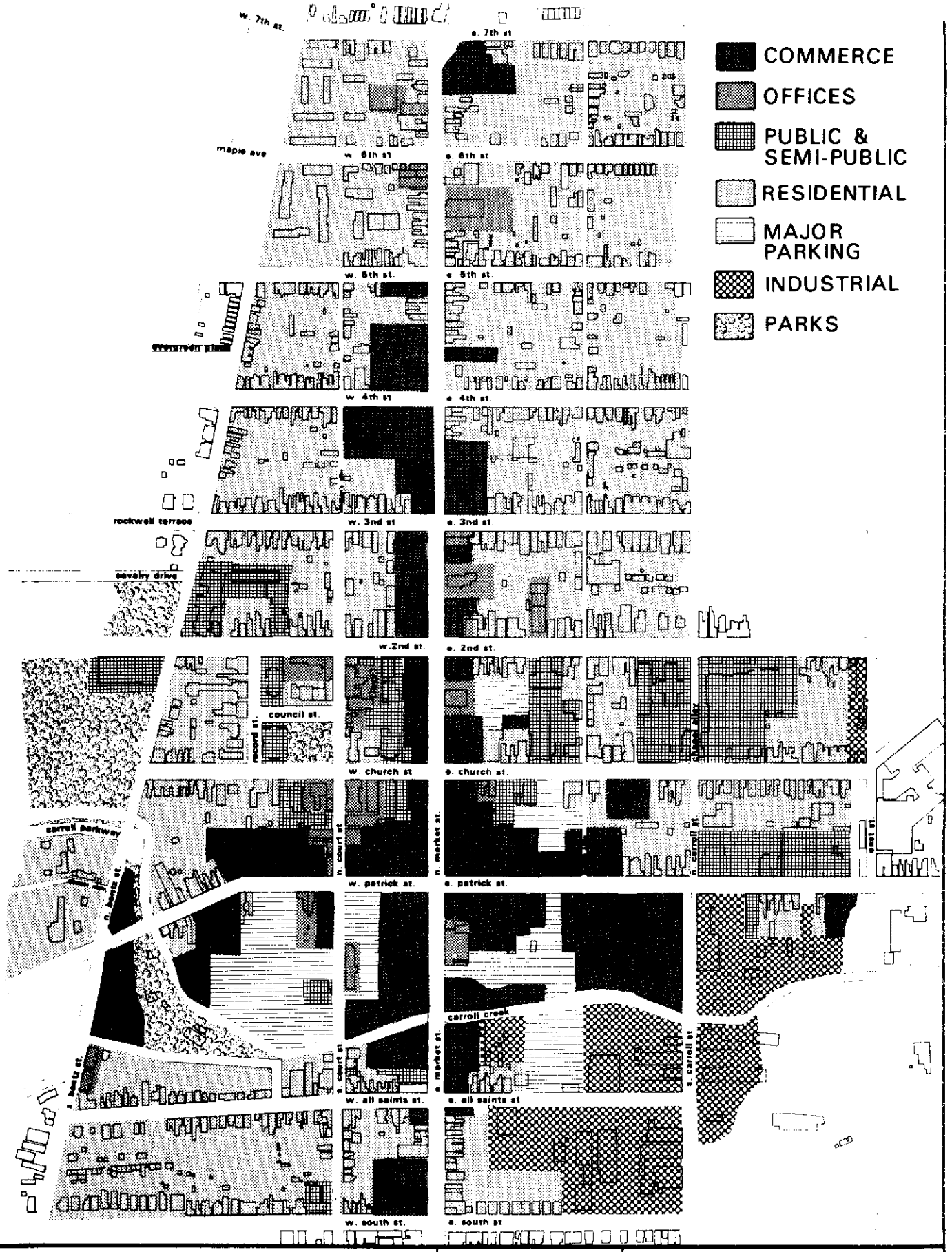
The downtown area, as it has been defined for this project, is roughly that area bounded by 7th, East, South, and Bentz streets: some small sections within that area are not being given close consideration and some sections outside those general boundaries are being considered.

Downtown includes a wide variety of land uses: commercial, industrial, public, institutional and residential. There is a clear locational pattern of uses, with retail commerce along Market and Patrick streets to the boundaries of the area: industrial activities in the southeast corner; a concentration of public and private offices, financial activities, and churches and other institutions centered on the intersections of Market with Patrick and Church streets. Residences and related institutions occupy most of the land in the northeast, northwest, and southeast corners of the area, and a few residential units remain even on some sections of Market and Patrick streets.

More specifically, commercial activities are located almost entirely on Market and Patrick streets, with retail activities comprising the bulk of the frontage on these two streets. The principal retail concentration stretches from about 200 feet south of Patrick Street northwest to Fourth Street on Market and from about 100 feet west of Market to Middle Alley on Patrick. Interestingly enough, the "100 percent corner," with three banks and a department store, is far off center, with the bulk of retail activity stretching to the north and east; however much of the land to the west and south is used for parking. North of Fourth Street, east of Middle Alley, west of Court Street, and South of Carroll Creek, the commercial activities are mixed with residential and other uses, with some large specialized (mostly automobile sales and service) commercial facilities.

Business and professional offices are scattered throughout the area, with a special concentration, largely of lawyers' offices, around the Courthouse Square. Public offices are located in several sites along Church Street--Winchester Hall, the Board of Education building, and the Courthouse--plus the city hall and some leased county space on Market Street.

There are a number of large churches and two church schools in the area. Most of these are concentrated in the area encompassing both sides of Church and Second Streets. Several of these institutions have developed attractive open spaces inside the large blocks.



GENERALIZED LAND USE

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DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

Residential uses occupy most of the remaining area. Like the churches, many residential owners have made excellent use of their deep lots--the blocks in the area are about 400 feet in their smaller dimension, resulting in residential lots 200 feet or more deep. While these lots provide for fine gardens, they should also--and do in many cases--provide room for off-street parking for the houses, entered from the alleys paralleling Market Street.

Commercial and Public Floorspace

Table 1 summarizes the floorspace in the downtown area used for commercial and public-office purposes. As an aid in analyzing the data a breakdown has been made, distinguishing between the core--the area from Carroll Creek to Fourth Street--and the fringe sections. As would be expected, more than three-quarters of the retail establishments, 85 percent of the retail floorspace, and an equal percent of the office floorspace are in the core area.

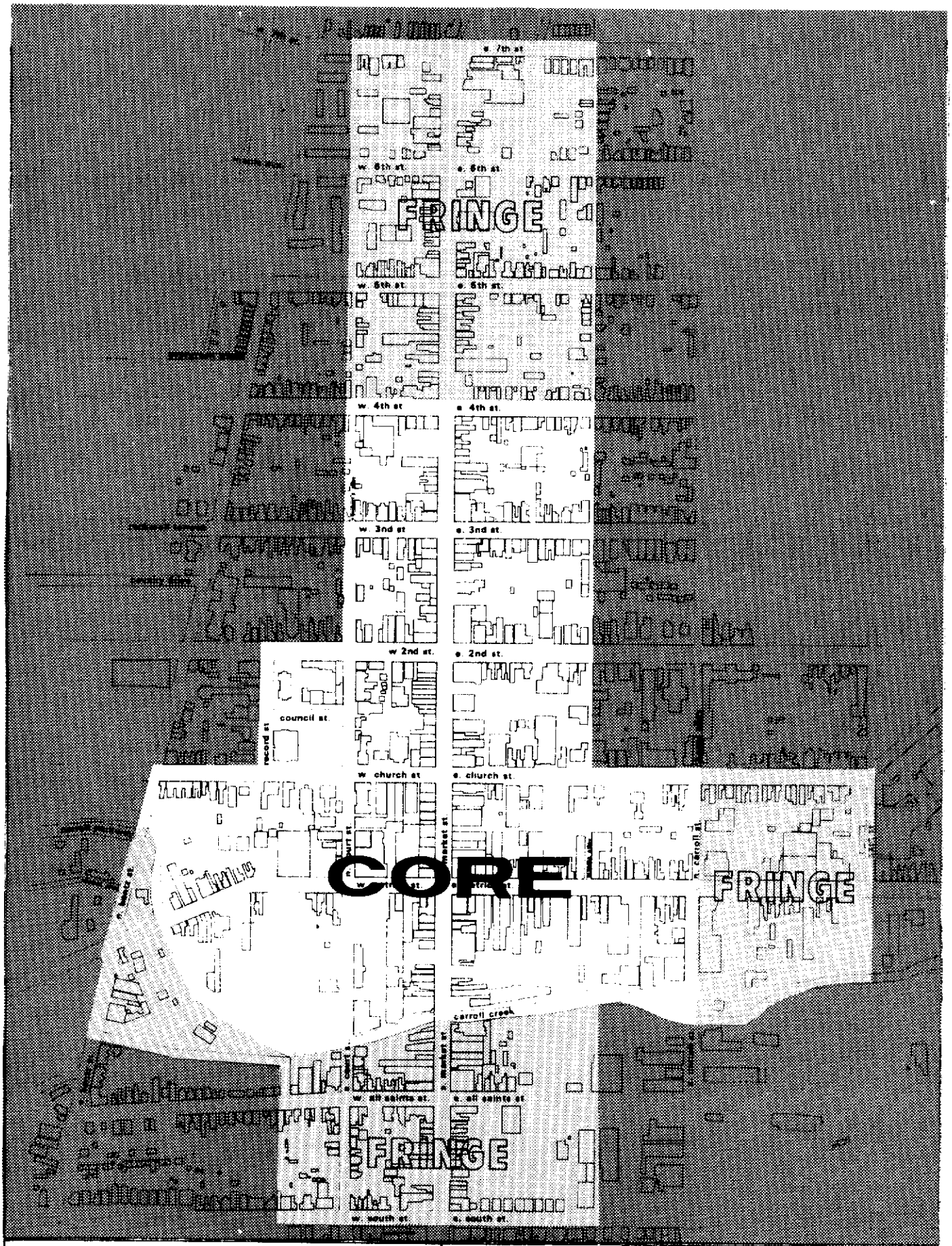
Taking the core as the most significant area and that comprising the true "downtown," there are nearly 900,000 square feet of commercial space, of which 400,000 are in the convenience- and shoppers-goods fields which do the most active business with downtown shoppers; 60,000 in other retail functions which do not involve such high customer volumes--such functions as office supply and automobile sales; 133,000 in retail services, which include hotels, laundries, barber shops; 80,000 in banks and other financial institutions, and 226,000 in offices.

Within the most active commercial categories, space is distributed widely, with substantial amounts of space in general merchandise, apparel, and furniture sales. These "shoppers-goods" activities total 343,000 square feet in the core area; about 50,000 square feet of additional shoppers-goods space, most of its furniture sales, are in the remainder of the downtown area.

Building Conditions

The condition of structures in the downtown area varies considerably from one section to another. This is true both of conditions as they exist now and of trends; in some areas conditions are worsening but in others definite improvements are being made.

The concentrations of poor conditions are for the most part in neighboring residential areas--one centering on Middle Alley from Fourth to Sixth streets and another in the All Saints Street area. Additional concentrations of major deterioration which have not reached the advanced stage of dilapidation characterizing the Middle Alley and All Saints areas are on Market Street north of Third Street and south of a point about halfway between Patrick Street and Carroll Creek.



FUNCTIONAL AREAS

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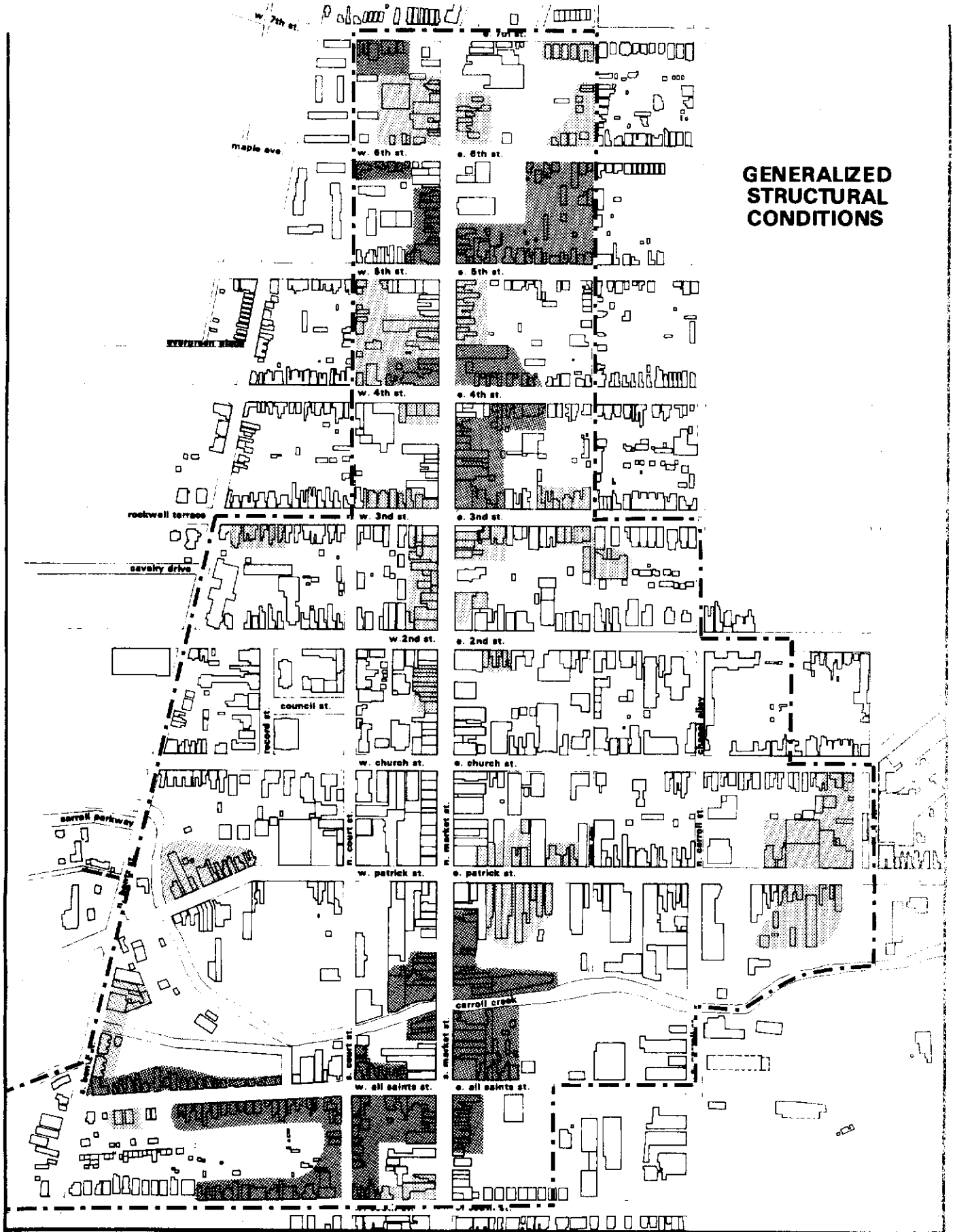
Table 1. Public and Commercial Floorspace, Frederick Downtown, 1970

Type of Space	Total Area		Core		Fringe	
	Number Estab.	Floorspace sq. ft.	Estab.	Floor Space	Estab.	Floor Space
Total Public and Commercial		1,205,245		972,520		232,725
Total Retail	190	755,895	134	591,855	56	164,040
Convenience Goods	40	80,370	23	56,765	17	23,605
Groceries	11	28,955	5	21,425	6	7,530
Restaurants	23	39,910	12	23,835	10	16,075
Drugs	6	11,505	6	11,505	0	0
Shoppers' Goods	92	392,940	79	343,205	13	49,735
General Merchandise	9	93,905	8	89,655	1	3,250
Apparel and Accessories	33	77,990	28	71,660	5	6,330
Furniture and Appliances	27	174,820	22	140,640	5	34,180
Specialties	23	47,225	21	41,250	2	5,975
Miscellaneous Retail	16	117,155	7	59,185	9	57,970
Retail Services	42	165,430	25	132,700	17	32,730
Finance, Insurance Real Estate	13	81,055	12	79,945	1	1,110
General Offices		157,695		127,065		30,630
Professional Offices		105,650		98,930		6,720
Public Activities		104,950		74,725		30,225


GENERALIZED STRUCTURAL CONDITIONS
w. 7th st.
e. 7th st.
maple ave.
w. 6th st.
e. 6th st.
w. 5th st.
e. 5th st.
evergreen alley
w. 4th st.
e. 4th st.
rockwell terrace
w. 3rd st.
e. 3rd st.
cavalry drive
w. 2nd st.
e. 2nd st.
council st.
second st.
w. church st.
e. church st.
carroll parkway
n. court st.
n. market st.
n. carroll st.
w. patrick st.
e. patrick st.
carroll creek
s. court st.
s. market st.
w. all saints st.
e. all saints st.
AREA OF CONSIDERABLE DETERIORATION
AREA OF SOME DETERIORATION
AREA SURVEYED
MARCOU, O'LEARY AND ASSOCIATES
DOWNTOWN FREDERICK, MARYLAND
FREDERICK COUNTY PLANNING AND ZONING COMMISSION

Generally speaking, structures in the core area and the residential sections nearby--on Church, Second, and Third streets--are in relatively good condition. Many of these buildings, especially the houses, are in excellent condition and are examples of superior maintenance or renovations of historic buildings. Furthermore--and perhaps most significantly--a large amount of renovation is taking place in this core area of the downtown. Both business and residential structures are being renovated, indicating a strong interest in Frederick's downtown.

Plans for the future of Downtown Frederick must take the most possible advantages of both the good and improving conditions and the poorer ones. Eliminating poor conditions must not, however, result in the displacement either of homes or of businesses which cannot afford to move without providing due compensation.

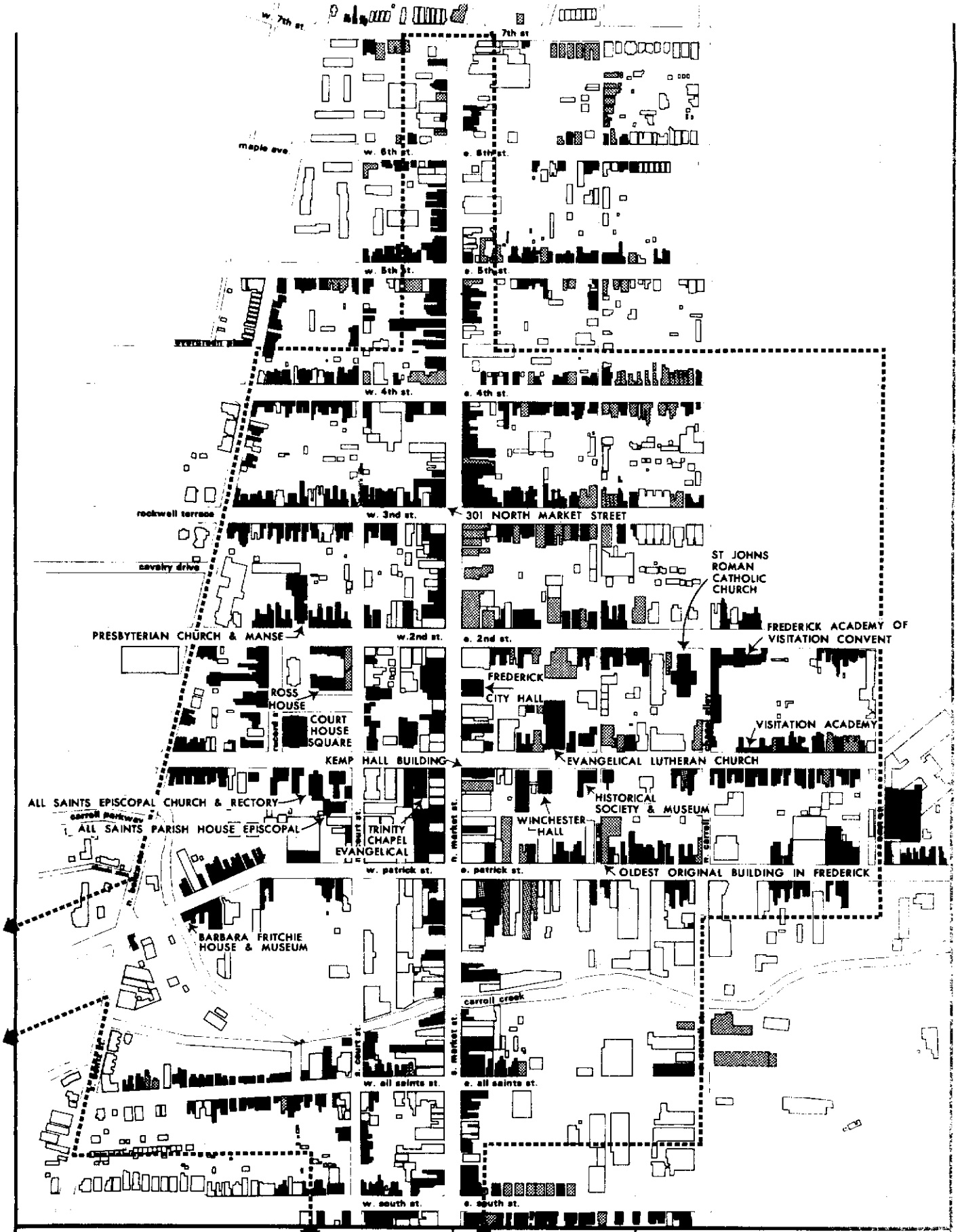
Historic Buildings

Downtown Frederick abounds with buildings of historic merit and architectural interest. Most of these buildings were built during the nineteenth century, and their design includes a variety of the styles of this period without chaotic effect. Surveys currently being assembled and mapped by the Maryland Historic Trust are being awaited before findings are presented in detail but Map 6 indicates an evaluation made in a general survey carried out for this project. It is clear from this map that structures of historical value or interest occur throughout the area.

The large number of historic buildings and their location throughout the Downtown area have important implications for the planning of the area. First, Downtown Frederick has a unique architectural character which dominates its whole environment and which sets it apart from the great bulk of downtown areas in towns of similar size. Second, there are so many buildings of some historic interest--and all of which represent one or two general periods of development--that it may be concluded that a few buildings of lesser interest can be lost to new development without irreparable loss to the whole area. Taking these two things together, a general principle for further development suggests itself: we should not hesitate to replace a few buildings of historic interest if their historic value is small compared to others in the area and if they are to be replaced by buildings consistent with the scale and character of the area. These general principles will be expanded upon in a later section.

Traffic and Parking

Traffic and parking has been cited by most persons familiar with Frederick as Downtown's principal problem. The area's relatively narrow streets and large blocks severely limit its ability to accommodate additional business activity, and its high densities and compactly-developed surroundings make it difficult to locate large areas of parking nearby.



HISTORIC STRUCTURES

- BUILDINGS OF HISTORICAL IMPORTANCE
- BUILDINGS OF SPECIAL ARCHITECTURAL CHARACTER
- HISTORICAL ZONE

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DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

Traffic. The Comprehensive Plan for Frederick Maryland, prepared in 1964 by Ladislas Segoe and Associates, designates the following streets in and near the downtown area as major streets:

A. Primary Thoroughfares (four traffic lanes with or without parking):

Fourth Street, connecting with the Fort Detrick area and an interchange on the freeway bypass; this street was to connect in the east with Gas House Pike and Monroe Avenue. Fourth Street currently carries between 2,000 and 4,000 vehicles daily; there are no plans for improvement.

Patrick Street (not shown as one-way on the plan), connecting with Route 40 east and west of town and with a Bypass interchange. This road now one-way westward, carries about 7,000 vehicles per day through the downtown area, and is paralleled for bypass purposes by the I-70N and bypass freeways.

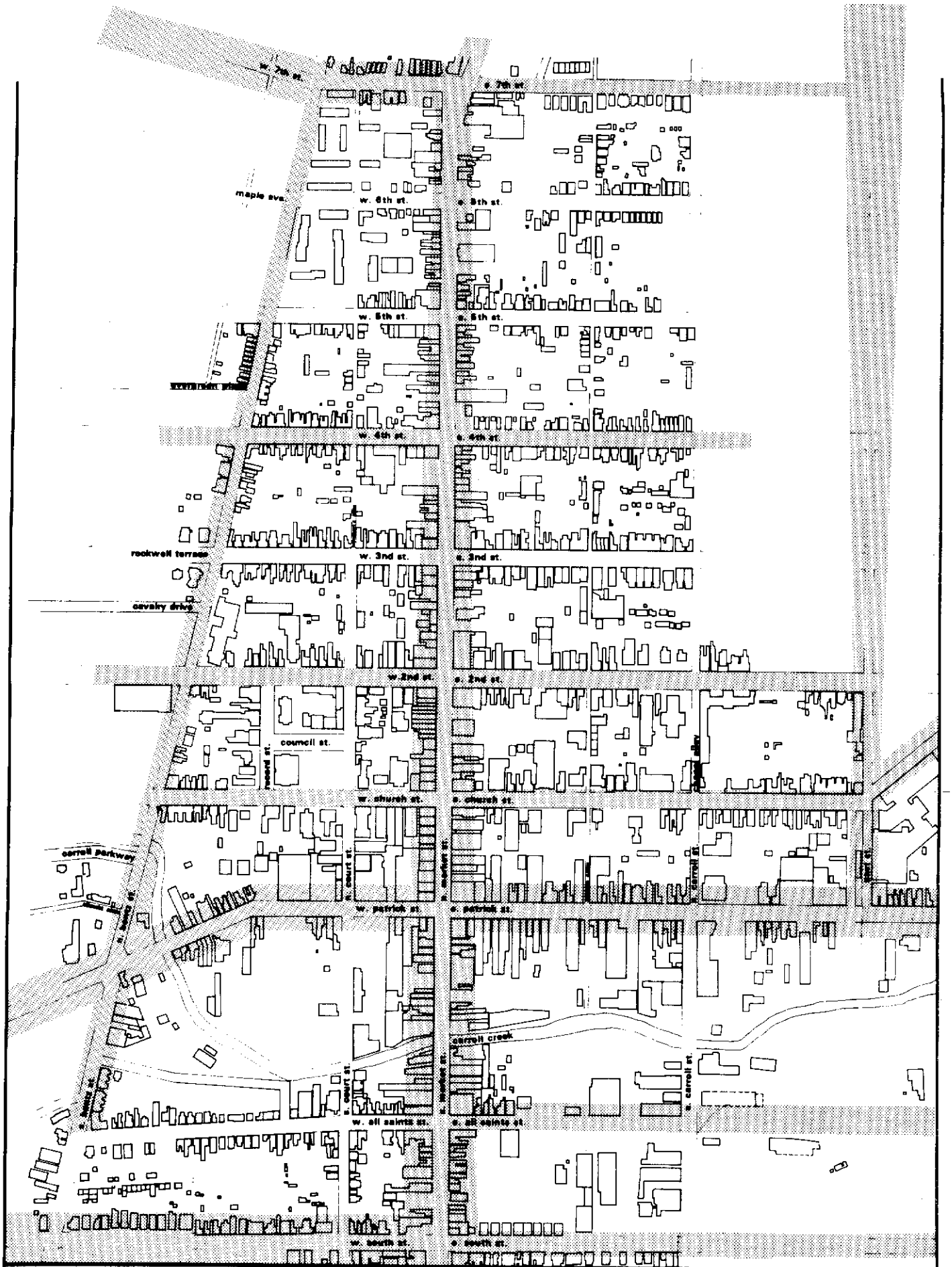
South Street (also not shown on the plan as one-way) is the parallel eastward one-way supplement to Patrick Street west of Market Street. It carries 3,300 vehicles daily west of Patrick and 7,200 east of it. We understand that the State Highway Department plans to make this the principal east-west thoroughfare within the city.

Benz Street, from O'Possumtown Pike and a bypass interchange southward to South Street. Benz Street has capacity problems due to a narrow right-of-way in some blocks within the downtown area. It carries about 4,000 vehicles per day.

East Street, connecting with State Road 26 in the north and proposed to be extended to Route 85 in the south. It now carries about 4,600 vehicles per day south of Third Street, twice that many farther north. There are no immediate plans for its extension south of Patrick Street.

The Segoe plan designates Market Street, which currently carries nearly 10,000 vehicles per day in only one direction, as a secondary thoroughfare, and indicates its discontinuation between Patrick and Fourth Street. Seventh Street is also indicated as a secondary thoroughfare, but its currently-programmed extension to Gas House Pike indicates that it should now be considered a primary thoroughfare. It now carries 10,000 vehicles per day west of downtown, but less than 2,000 east of Market Street.

Current programs by the State Highway Department, as noted above, indicate increased emphasis on routes slightly farther from the downtown core-Seventh and South streets-- and possibly less on Fourth and Patrick.



TRAFFIC VOLUMES
DOWNTOWN FREDERICK

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DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

Fourth and Third can work well as a secondary one-way pair by utilizing College Parkway as a connector. Benz and East streets are obvious choices as close-in bypass and access routes, but present some problems, including constricted rights-of-way (especially for Benz), lack of access to the southern edge of town, and distance from the main shopping area. East Street also connects very poorly with Route 15 northward.

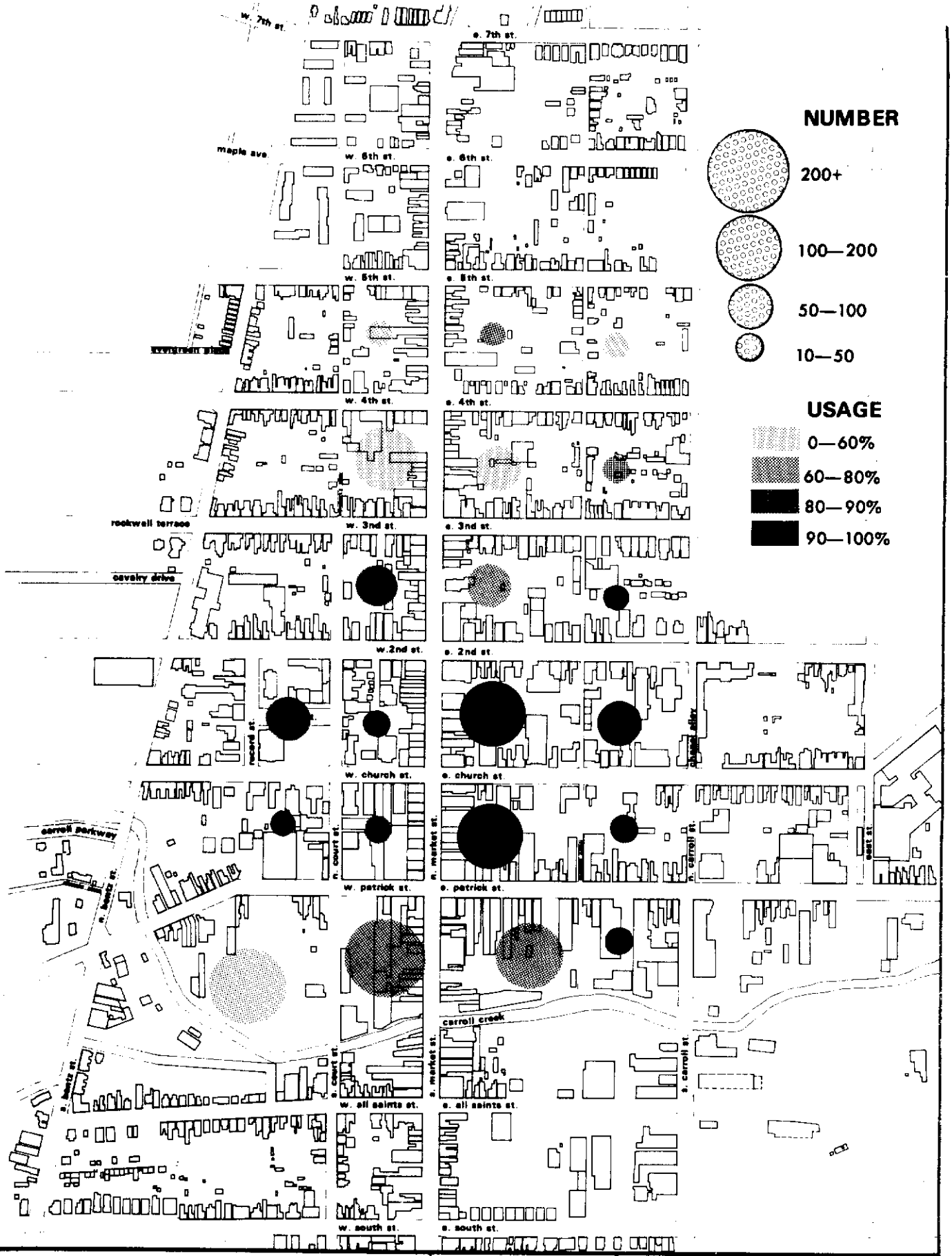
It appears that traffic problems could be eased considerably if the capacities of South and East streets could be increased and if northward and southward connections of East Street could be improved. These actions would provide excellent close-in north-south and east-west bypass routes.

Parking. A parking survey carried out by the County planning staff in 1971 for the area bounded by, consecutively, Fifth Street, Chapel Alley, Carroll Street, Carroll Creek, Middle Alley extended, All Saints Street, Court Street, Carroll Creek, Patrick Street, Record Street extended and Record Street, Second Street, and Klinehart's Alley to Fifth Street, indicated a total of 1,780 parking spaces, of which 719 were on the street and 1,071 were in off-street lots. During a weekday mid-morning there were some 1,262 vehicles parked in these spaces--601 on the street and 661 off the street.

A majority of the spaces have time restrictions controlled by parking meters. The survey found the following:

15 Minutes	-	76 spaces
1 hour	-	405 spaces
2 hours	-	324 spaces
10 hours	-	189 spaces
Customers only	-	111 spaces
Employees only	-	52 spaces
Special permit & pay lots	-	416 spaces

The parking that now exists is, as would be expected, poorly distributed when compared with the principal destinations in the area. In fact, taken block-by-block, in five of the twenty-one blocks surveyed less than 60 percent of the available spaces were filled and in five more less than 80 percent were filled. (It must be noted, however, that a much larger number of automobiles will be in the area at such peak shopping times as Friday evening and Saturday and during the pre-Christmas season.) The blocks in which the largest number of spaces were occupied are those between Patrick and Second streets: in the eight blocks bounded by Record, Second, and Patrick streets and Carroll Street-Middle Alley, over 90 percent of the spaces were used. Only forty-four spaces out of nearly 600 were vacant, most of them probably for very short periods of time as they changed hands.



PARKING SUPPLY & UTILIZATION

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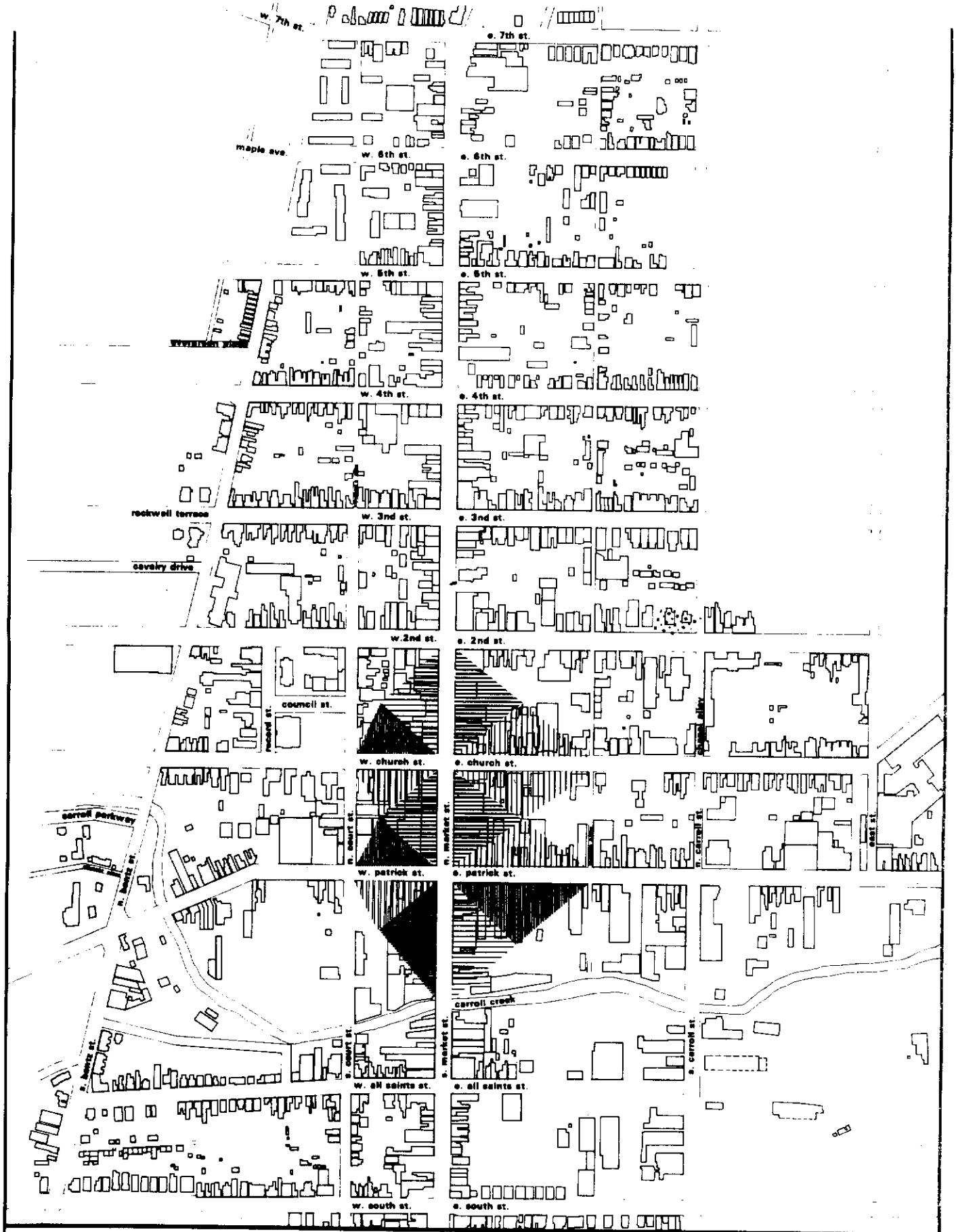
FREDERICK COUNTY PLANNING AND ZONING COMMISSION

The parking survey also noted, in a sampling of spaces, the amount of turnover. In most downtown areas where parking time limitations are not strictly enforced, many downtown employees park all day in short-term spaces, "feeding" parking meters or hoping that tickets will not be given. This practice, of course, reduces the number of spaces available for shoppers.

Turnover in the areas surveyed was generally high, indicating that relatively few long-term or all-day parkers are currently using short-term spaces; however, the sample may not have been large enough to include particular concentrations of long-term use of these spaces. On-street metered spaces were checked on the fourteen most central block-faces on Market, Church, and Patrick streets. Long-term parkers accounted for approximately 10 percent of the occupied on-street spaces on Patrick Street, 9 percent of these on Market, and 22 percent of these on Church. On the basis of this sample, it appears likely that well over 100 downtown short-term spaces have been in use for all-day parking by downtown employees.

For a preliminary evaluation of the adequacy of downtown parking, a comparison can be made with that to be provided in the programmed Frederick Town Mall. The Mall will include 3,666 spaces for a total of 653,600 square feet of commercial floorspace--about 5.5 spaces for 1,000 square feet of floorspace. In the area surveyed for this project, downtown provides 1,780 spaces for about 600,000 square feet of space, only 3 spaces per 1,000 square feet. In the downtown area, of course, a number of spaces not included in the survey area are used by downtown workers and shoppers, although it is doubtful that the ratio including those spaces is higher than 3.5. Also, downtown has a much larger number of people living within easy walking distance, and a larger proportion of its space is occupied by employees, who can come to the area by bus or carpool or who can park further from their destination.



PARKING TURNOVER

(PERCENTAGE OF STREET FRONTAGE SURVEYED)

100%

85%–89%

90%–99%

under 85%

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SCALE IN FEET

DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

II THE ECONOMIC SITUATION

The future of downtown Frederick depends to a very great extent on the economic activities it can hope to attract and to hold in the future as growth outside the central part of Frederick continues. An understanding of this economic potential is necessary to the evaluation of development alternatives.

Retail Sales

Frederick County is to a great extent one economic area, centered on the City of Frederick, with a very large proportion of the County's economic activity located in or near the City. Downtown Frederick contains the largest concentration of commercial facilities in the County. The only other centers are the central business districts of Brunswick, Middletown, Thurmont, and Emmittsburg and three outlying shopping centers within Frederick. Of these only the Frederick Shopping Center and Prospect Plaza in Frederick contain region-serving facilities. Table 3 shows retail sales for Frederick County as a whole. From 1958, sales in the county have grown by over 60 percent in real dollar terms (than is, none of this increase is due to inflation).

Our estimate of consumer expenditures by Frederick County residents in the 1958-1967 period (Table 4) indicates that a very high proportion of the expenditures of Frederick County residents have been going to stores within the County. This is a rather surprising result because we know that many county families do a substantial amount of shopping in the Washington suburbs. It is not clear whether the closeness of county sales to County expenditures is due to the fact that County commercial establishments serve populations outside the County, to unusual expenditure patterns within the County, or to errors in the estimates (some of the factors involved were partially based on 1960 Census data projected to 1967 and 1969), but the indication is that County establishments provide for a very large proportion of County needs.

Projected Future Retail Sales. Projections of future retail sales are based on projections of population and income in the County. These projections are open to some uncertainty because much of the available basic data are old and 1970 census figures for income have not been published. Table 7 summarizes our estimate of future population and income based on data now available: total county income is expected to grow from $220-million in 1969 to $267-million in 1973, $363-million in 1980, and $613-million in 1990. These projections may be somewhat

Table 3. Retail Sales, Frederick County, 1958-1969
In Constant 1969 Dollars (000)

Type of Establishment	1958	1963	1967	1969(est)
Total Retail Sales	91,707	108,519	133,858	148,000
Total, Convenience and Shoppers' Goods	56,397	65,312	76,759	82,900
Convenience Goods	34,185	38,293	44,816	48,400
Groceries	26,403	29,112	31,934	34,487
Restaurants	5,334	5,868	8,719	9,416
Drugs, Cosmetics, tobacco, etc.	2,448	3,323	4,173	4,507
Shoppers Goods	22,212	27,019	31,943	34,500
General Merchandise	7,092	9,571	11,954	12,910
Clothing, accessories	5,772	6,670	6,717	7,254
(Clothing & footwear)	(4,968)	(5,308)	(6,003)	(6,483)
(Jewelry)	(804)	(1,262)	(714)	(771)
Home Furnishings, Supplies	6,491	7,529	8,593	9,280
Furniture, home furnishings	2,011	3,306	3,195	3,450
Appliances, radio, TV	2,812	2,510	3,556	3,840
Hardware	1,383	1,089	1,120	1,210
Decorating & other materials	285	624	722	780
Other Consumer Items	2,859	3,249	4,679	5,056
Auto accessories, supplies	1,085	1,478	1,778	1,920
Sporting goods, hobbies	479	505	1,202	1,298
Reading, writing supplies	1,293	1,266	1,699	1,838

Source: 1958, 1963, and 1967, U. S. Census of Business
1969, Marcou, O'Leary, and Associates

Table 4. Estimated Expenditures by County Residents, 1958 to 1969 (in thousands of 1969 dollars)

	1958	1963	1967	1969
Convenience Goods	$29,605	$36,795	$41,803	$44,890
Food and Liquor	20,810	25,467	28,389	29,900
Restaurants	3,956	5,263	6,496	7,550
Drugs, Cosmetics	4,839	6,065	6,918	7,440
Shoppers' Goods	23,037	29,034	33,596	37,230
Clothing and Accessories	11,113	14,071	16,414	18,500
Home furnishings	8,850	11,016	12,471	13,400
Other Consumer items	3,074	3,947	4,711	5,330

Table 5. Estimated Retail Sales in Frederick County and Downtown Frederick, 1967 (in thousands of 1969 dollars)

	Frederick County	Downtown Frederick
Total Convenience and Shoppers' Goods	$76,759	$25,570
Convenience Goods	44,816	7,035
Food and liquor	31,934	3,445
Restaurants	8,719	1,300
Drugs, cosmetics, etc.	4,173	2,290
Shoppers' Goods	31,943	18,535
General Merchandise	11,954	5,080
Apparel, Accessories	6,717	4,710
Home Furnishings and Supplies	8,593	5,675
Other Consumer items	4,679	3,070

conservative in view of some of the residential and non-residential building projects announced for Frederick County, but they are in our view the most realistic until there are more solid data on these projects.

Proposals have been made for two regional shopping centers in the Frederick area within the past year. These proposals and the magnitude of the projects involved in them are significant in a number of ways. First, the centers, as they have been proposed, show very clearly a recognition of Frederick's excellent location for serving a large and increasingly affluent population. Second, the market areas projected for these centers are obviously expected to extend into Montgomery, Carroll, and Washington counties, as well as into Virginia and Pennsylvania. All of these areas are coming within an easy drive of Frederick via improved Routes I-70, I-70N, I-70S, US 340, and US 15. Thus, if and when the centers are built the Frederick market area could be extended well beyond its present boundaries, which approximate the County boundaries.

Table 8 summarizes our estimate of retail sales expenditures for selected types of merchandise by Frederick County residents to 1990. These are the types in which the majority of downtown retail businesses now deal: convenience goods stores deal for the most part with their immediate surroundings--in this case with customers living in adjacent residential areas and workers in the downtown area--and shoppers' goods stores sell to customers in the regional market area.

Convenience goods. Increases in convenience-goods sales in downtown Frederick will come mainly as a result of increased employment in the area and of some increased residential density and personal income in the city. Much of the County's increase will go to centers distributed through the County, and only moderate increases can be expected downtown (it should be emphasized that these projections are in terms of 1969 dollars, and that the increases shown are real--not due to inflation). These moderate increases can, for the most part, be accommodated by existing stores; with the possible exception of restaurants, new convenience-type establishments are likely to be very few. There is, however, a clear potential for sales increases and continuing prosperity in existing stores.

Shoppers' goods. Substantial increases are projected for shoppers' goods purchases by County residents--over 40 percent in the next decade--and if the market area is extended substantially beyond the County boundary these increases can be even greater. The dominant event of the next decade will, of course, be the development of at least two large regional shopping centers in the immediate vicinity of the city; and these centers will be aimed at the shoppers' goods market. As we have noted, if these centers are successful, Frederick's market area could be expanded by a

Table 6. Estimated Population, Households, and Effective Buying Income Frederick County, 1958 to 1969 (income in 1969 dollars)

	1958	1963	1967	1969
Population	69,300	75,800	80,400	82,700
Households	18,400	22,300	24,500	25,700
Effective Buying Income	$127,655	$168,068	$198,449	$220,891
Income Per Household	6,937	7,537	8,100	8,595

Table 7. Estimated Population, Households, and Effective Buying Income, 1973, 1980, and 1990

	1973	1980	1990
Population	92,000	110,000	136,000
Households	28,700	34,400	42,600
Total Income (000)	$267,197	$363,264	$613,440
Income per Household	9,310	10,560	14,400

Table 8. Estimated Expenditures by Frederick County Residents, 1970-1990, For Selected Categories of Retail Goods (in thousands of 1969 dollars)

	1970	1973	1980	1990
Convenience Goods	$46,400	$51,800	$61,700	$84,400
Food and Liquor	30,400	33,500	39,800	54,600
Restaurants	8,400	9,900	12,200	17,200
Drugs, Cosmetics	7,600	8,400	9,700	12,600
Shoppers' Goods	$39,000	$44,400	$55,800	$86,300
Apparel and Accessories	19,100	21,800	26,800	38,100
Home Furnishings	14,400	16,500	20,300	32,900
Specialities	5,500	6,100	8,700	15,300

rather large amount--in view of plans already announced, its nearest competion will be in Germantown (unless a major shopping center is actually built in Urbana) and Columbia. In view of this event, Downtown Frederick must be prepared to meet strong retail competition, principally in the general merchandise and apparel categories. Downtown must capitalize on its special character and aim to complement, as well as compete with, the suburban centers: if effective complementarities can be established, downtown can actually benefit by the presence of the centers with their broadened market.

Retail Services. More than 20 percent of the commercial space in the downtown core is occupied by retail services: barber and beauty shops, laundries, and similar personal services and--a major component--the two hotels. Except for the hotels these services tend to be convenience-type activities and receipts should increase moderately with increasing income and some increase in population. Most growth in the demand for hotels in Frederick will probably be met in peripheral areas of the city (a Ramada Inn is proposed as part of the Francis Scott Key center on Routes I-70S and 85), but a very strong effort should be made to enhance the ability of the Francis Scott Key Hotel to compete. These efforts should include improvement of that Hotel's surroundings, maintenance of adequate parking, and a continuing promotional program relating it to surrounding tourist attractions. Another important retail service is the movie theater. We gather that the Tivoli Theater may go out of business at some time in the future, a new theater in the downtown area might be successful if sufficient parking could be provided. Such a theater could utilize parking (such as that behind the City Hall) which is not filled after working and shopping hours. Small movie theaters, often doubled or tripled and using space converted from store or other uses, have prospered in many locations; possibly this type of facility could be successful in Frederick.

Finance, Insurance, and Real Estate

The financial institutions--principally the banks--have proven to be one of the strongest attractions in the downtown, even since the establishment of branches in other locations. Retail trade is much more brisk during banking hours, demonstrating the importance of the presence of these institutions. The construction of a new building for a savings and loan company and the programmed expansion of the Frederick County National Bank indicate also that financial institutions are still seeking downtown locations.

Insurance and real estate offices, especially the latter, are also still tending to locate Downtown. Since they require less "walk-in" customer contact than most retail stores, these activities can take even better advantage of central locations.

The prospect for finance, insurance, and real estate activities in the Downtown area is for moderate continuing growth. This will involve only slight increases in space, with most of the increases in activity--receipts, deposits, and so on--going to existing establishments.

Private Offices

Private offices in Downtown Frederick can be classified generally in two categories: professional and general. Professional offices in the area are largely those of lawyers, who have clustered around the county courthouse, and doctors, who maintain offices throughout the area. Other professionals, such as architects, engineers, and accountants are located here in very small numbers. General offices include business offices of public utilities and other activities, business services, possibly wholesale sales agents and a variety of others.

Professional offices occupy around 100,000 square feet of office space downtown. There is some current tendency to decentralize to buildings on cheaper and more spacious sites on the city's periphery, but the presence of the Courthouse and other public and financial functions should continue to attract lawyers, at least, to the central area. Some moderate increases in professional office space can be expected, especially if the physical environment and the quality of Downtown services (such as restaurants and personal services) can be improved.

General business offices include nearly 160,000 square feet of space in the Downtown area. These are desirable Downtown activities because they provide a market for Downtown retail stores without adding to non-rush hour traffic. They can be highly concentrated, being well adapted to multi-story buildings, and benefit from the presence of other offices. A moderate growth in this type of offices, also can be expected. More substantial growth is possible if space can be provided with adequate parking and the area can be made more attractive. A number of offices are scattered through the city and its environs which might prefer downtown locations, if the area's parking, services, and amenities can be improved.

Public Offices

Possibly the most tangible prospects for increases in downtown activity are those for increases in public office facilities. A study of increased public needs is now in process; tentatively, the extensions of public space include, (1) an expansion of courthouse facilities, (2) increased space for general County administrative offices, (3) a new library, providing for expanded library activities and offices for the County library system, and (4) increased space for the County Board of Education.

On the basis of these needs, we are suggesting, for purposes of the preliminary plan, the following program:

--expansion of Winchester Hall, to provide for increased County activities

--use of the existing Courthouse for the County Commissioners and related functions

--use of the existing Board of Education offices for the remainder of the County's general needs

--a new Board of Education office building of about 25,000 square feet of floorspace

--a new courthouse, with about 33,000 square feet of floorspace

--a new library of about 50,000 square feet of space

It is also possible that Federal office space now located outside of downtown could be located here; probably in leased private space.

Summary

The economic analysis has revealed a very large potential for business growth in Frederick County. Our projections, based on past growth and anticipated increases in income and population, see increases of over 40 percent in real shoppers-goods sales in the next decade, over 120 percent by 1990, and increases in other activities can be expected to be comparable. But strong retail competition from regional shopping centers proposed for construction in the next three to five years will cut sharply into possible increases in Downtown sales. Growth in other economic components will be affected to different degrees by the shopping centers, but tendancies toward decentralization will affect all. In summary, then there is some potential for growth of economic activity in the Downtown, but it is unlikely to be in an appreciable amount unless improvements are made to parking and the general attractiveness of the area and--to a lesser extent--to the ease of road access.

Plans and policies for economic growth must be aimed at successful competition with the new shopping centers, but at least as much effort should be put into developing complementary activities--those which will not be provided for in the shopping centers or which find special advantages

in Downtown locations. Some of these will be local government facilities and private activities related to them--such as law offices, business services, businesses serving the population within walking distance, and businesses relating to the tourist potential of the area. In addition, if the Sears Roebuck store remains in the area, Downtown can very likely compete with considerable success against outlying centers.

III PROBLEMS AND OPPORTUNITIES

In order to arrive at realistic plans for the improvement of an area, it is important to identify the specific problems which must be faced. And, just as importantly, assets of the area must be recognized as logical starting points for future action.

Problems

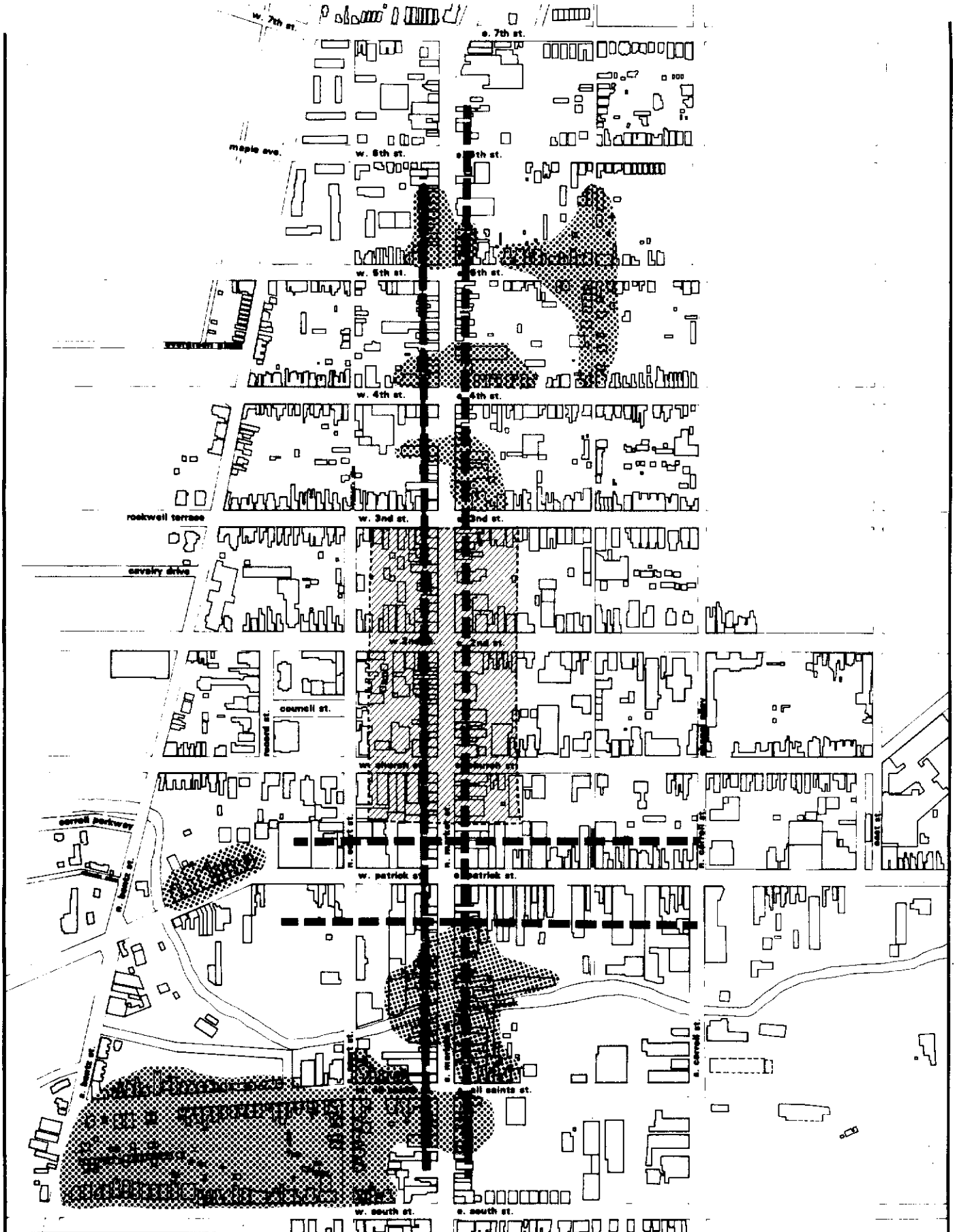
Starting with the negative side of the picture, some of the problems which must be met in the development of the plan for the area are:

- The poor distribution of parking. Although available parking is sufficient except for the times of the highest yearly demands, it does not serve well the section of Market Street from Patrick to about Third Street, the core of the retail area. Part of this problem is psychological--people will walk farther from parking in a suburban shopping center because the distance seems less--and part of it is a matter of convenience, because parking meters must be fed, but the problem is real. Some improvement would be made in this situation by prohibiting long-term parking on Market, Patrick, and Church streets--we have found that a number of the cars parked on these streets belong to downtown workers and this practice effectively removes these spaces from use by potential customers.

- The development of regional shopping centers on the city's periphery. The programmed Fredericktown Mall and Francis Scott Key Mall represent serious potential competition for Frederick's regional retail functions.

- Poor road access to the central area. This is partly due to the limited number and capacity of access roads, partly to the inconveniences caused by the one-way system. Signs giving directions to downtown from outlying areas and to parking areas are also poor or nonexistent.

- The general unattractiveness of Market and Patrick streets. Although a number of very good renovations have been carried out, the general aspect of these two main streets is still less attractive than it ought to be, because of the store-fronts which remain to be improved, the overhead wiring, and the narrowness of the sidewalks. Entrances to downtown on these streets are particularly unattractive.



PROBLEMS MAP

- VISUAL PROBLEMS
- AREA OF PARKING NEED
- DETERIORATED CONDITIONS

MARCOU, O'LEARY AND ASSOCIATES

SCALE IN FEET

DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

- Deterioration in the surrounding areas. This problem has two aspects: first, the deterioration of housing and environmental conditions in nearby neighborhoods is accompanied by undesirable socioeconomic conditions which tend to spread, as well as being intolerable in themselves, and second because the approaches to the downtown area are unattractive and tend to discourage potential visitors.

- Scattering of retail establishments. Downtown retail establishments are scattered through relatively long stretches of Market and Patrick streets. This increases walking distances both between stores and from parking areas.

These problems, it should be noted, are typical of downtown areas in cities of all sizes. And they exist in Frederick to a far lesser degree than in most other areas.

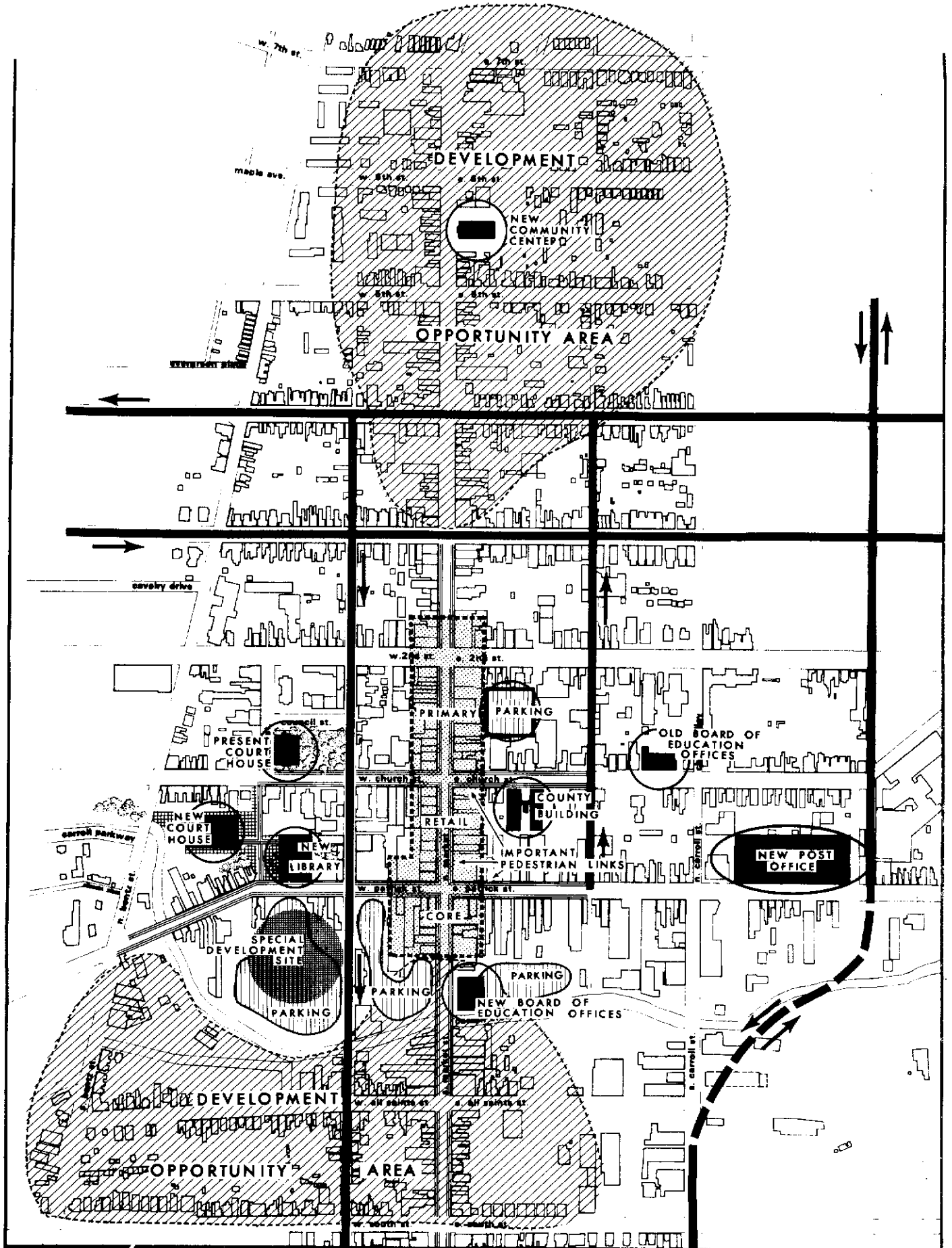
Opportunities

As we have noted, Frederick's problems are not overwhelming when compared with those of most areas: conditions in Rockville before its redevelopment and in Hagerstown are nearby examples of conditions far beyond those existing in Frederick. Some of the specific assets present here are the following:

- An established business community. The downtown is by far the predominant business area in the County. The traditional downtown types of merchandise--often called shoppers' or comparison goods--are apparel, home furnishings, appliances, and a variety of specialized types. We estimate that 45 percent of the purchases of these items by County residents take place in the downtown area. Sales levels in many stores are very high and customer relations are good, for the most part.

- Rapid growth projected for the regional population, its income, and the economy. Even with downward revisions in population estimates as a result of the unexpectedly low census results we estimate a growth of shoppers' goods expenditures by County residents from $39-million in 1970 to $56-million in 1980 and to $86-million in 1990, increases of more than 40 percent in the next ten years and more than 100 percent by 1990. And these amounts can be increased by extending the city's market area beyond the county's boundaries.

- An unusually fine and attractive historic neighborhood. The "old city" surrounding the business area contains a large number of beautiful houses and other buildings, most of them well preserved. Furthermore, there is a growing interest in these houses as a convenient place to live--consider the renovations taking place on Church, 2nd and 3rd streets--which can being in an increasingly prosperous, stable population.



OPPORTUNITIES MAP

MARCOU, O'LEARY AND ASSOCIATES

SCALE IN FEET

DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

- Excellent access to major metropolitan areas. Frederick's location on Interstate 70, US 15 and US 340 gives it good access to populated areas in all directions. And the bypass provides traffic distribution to several access roads to the downtown area.

- A wide variety of tourist and recreation attractions in the County. The County's fine scenery and--so far--largely unspoiled rural areas give it excellent potential for tourism and other recreation-oriented industry within one hour's drive to Washington-Baltimore metropolitan area, one of the fastest-growing in the country. Some of the specific attractions are:

  --historic buildings in Frederick, including the Hessian Barracks, the Roger Taney House, the old railroad station, and the Thomas Johnson House

  --the clusters of antique stores in New Market, Harper's Ferry, and other nearby communities

  --the growing artist-craftman colony in the northwestern section of the County

  --the summer communities, such as Blue Ridge Summit, Charnita, and Lake Linganore

  --mother Seton's Shrine and the "Grotto of Lourdes"

  --the proposed Sixes Bridge Reservoir

  --the public and semi-public reservations within the County and nearby, including Gambrill State Park, Catoctin National Park, Stronghold, Gathland State Park, and Mount Alto State Forest in Pennsylvania

  --the great variety of historic and architecturally distinctive structures in the County, including covered bridges at Utica, Owens Creek, and Roddy Road

  --the Gettysburg and Antietam battlefields

  --Catoctin Furnace

These tourist and visitor attractions must be protected from unattractive commercialization and their availability to the public enhanced, where this can be done without harming them.

Objectives of the Plan

A basic framework for the plan should be suggested on the basis of these problems and opportunities. The objectives listed below form such a framework.

--to complete as strongly as possible with the existing and proposed suburban centers. To do this, we must

- provide more, better-located parking
- provide a variety of merchandise, to give customers opportunities for comparison shopping and for a number of different types of purchases in one trip
- provide better access to downtown
- exploit the special character of the area
- improve the physical attractiveness of the area

--to organize and develop activities which do not compete with shopping centers. We must seek activities for which downtown has special or unique advantages. This will involve business, public, and professional offices, activities related to the city and county governments, activities related to tourism, services to employees in the area and any others which we can identify.

--to protect and enhance the residental environment downtown. The concentration of attractive residences, churches, and other related institutions within the downtown area is a clear asset to the area. Not only do downtown residents give the district an added vitality even outside of normal commercial working hours; they also provide a market for Downtown stores. Therefore, the continuing improvement of Downtown residential property must be encouraged. Some of the ways in which this can be accomplished are:

- provide for a continuing high level of services in downtown residental sections, including the provision of open space and recreation facilities and maintenance of a high level of "housekeeping" services (trash collection and the like).
- reduce wherever possible the volume and spread of vehicular traffic on residential streets.

- include in parking plans provisions for off-street parking for residents and their guests

- provide for shielding of residential properties from nuisances generated by commercial establishments in the area

--to establish and take advantage of the special character of the area. We must establish in various ways downtown Frederick's unique character--the characteristics which make it different and worth visiting. Some of the factors which will contribute can be:

- development and enforcement of appropriate regulations in the historic district

- continuing development of historic attractions such as the Hessian Barracks, the Barbara Fritchie House, and the Taney House

- identification of specialty merchandise--antiques, crafts, or whatever--which can be identified with the area

- imaginative merchandising and displays

- relating downtown opportunities (such as the FSK Hotel) to attractions in the whole County through promotional literature and other programs

- improving approaches to the area, to make them both more convenient and more attractive. Particular attention should be given to the approach on Market Street, from the south

IV THE PLAN

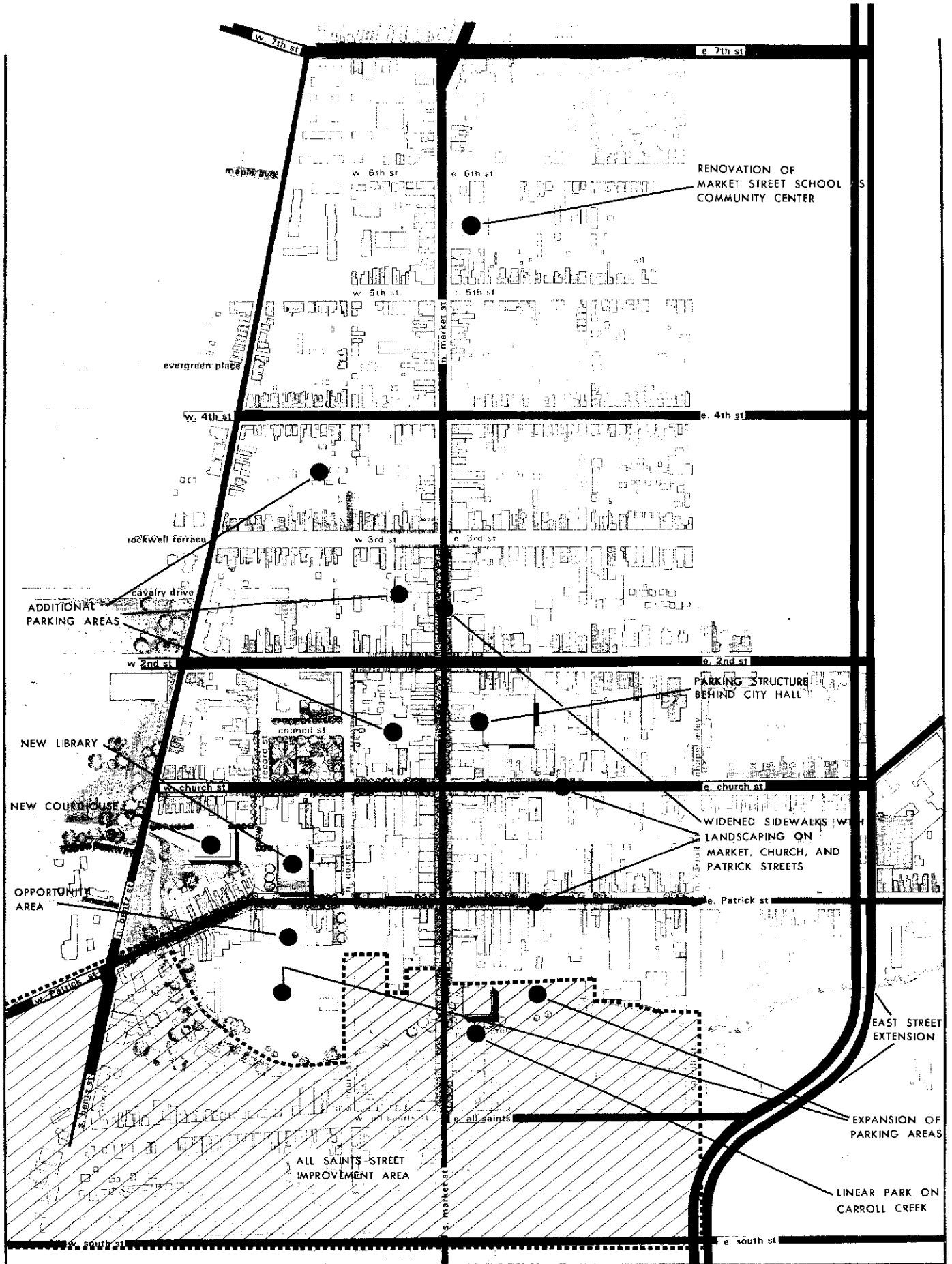
The preliminary plan is presented at this stage only as an illustrative site plan. The features of the plan are the following.

No substantial changes in the land use pattern. One of the special characteristics of Downtown Frederick, which sets it apart from suburban shopping centers, is its diversity. Within a small area can be found a variety of shopping and employment opportunities, churches and other institutions, public services, single-family homes and apartments, and many other activities. This special character should be continued and stablized: retail activities should continue to be located on Market and Patrick streets (but encouraged to concentrate south of Fourth Street); industrial uses should be encouraged to continue locating in the southeast section, but with setbacks, planting, and other types of "buffering" along the northwestern edge to reduce their impact on residential and shopping areas; offices and institutions should be encouraged to remain and expand if possible near the core; and continuing renovation of housing should be encouraged throughout the area.

Improvement of street bypass capacities. Although the Frederick Bypass provides regional bypass routes for major highways, a need still exists for inner bypass-access routes which will provide for traffic which must enter the city but which need not enter Downtown. The plan recommends that East Street be widened, improved, and extended southward to provide north-south movement past downtown and that Seventh and South streets be improved for east-west movement.

Increase of off-street parking space. This proposal is in response to an obvious need; however increasing off-street parking space is not an easy matter because--as in most downtown areas--land is scarce and expensive. As a matter of principle, parking should be developed anywhere in the downtown section where space comes available and where provision will not cause damage to other uses--primarily housing. At this stage, the plan proposes extension of lots south of Patrick Street as opportunities present themselves, and provision of space behind the stores which front on Market Street, also on an opportunity basis. Provision of space behind the Market Street frontage will also provide an opportunity to remove delivery to these stores on Market: trucks making deliveries contribute heavily to traffic tie-ups at the present time. The plan also proposes decked parking behind the City Hall and possibly on the lots south of Patrick.

Construction of new public facilities downtown. The plan proposes the development of three new public buildings in the Downtown area:



PRELIMINARY ILLUSTRATIVE SITE PLAN

MAYOR AND BOARD OF ALDERMEN

DOWNTOWN FREDERICK, MARYLAND

FREDERICK COUNTY PLANNING AND ZONING COMMISSION

- o a new building for the Board of Education--tentatively proposed for a site north of Carroll Creek and east of Market Street. This building would be integrated with the linear park along the creek and will be designed to improve the appearance of the approach to Downtown on Market Street

- o a new central library and the new Courthouse in a complex in the block bounded by Church, Court, Patrick, and Bentz streets. The plan suggests that the library incorporate the historic tavern which is now occupied by the Frederick Motor Company and that the Courthouse be built within the block, with frontage on a plaza west of the library and on Bentz Street. A passage would be developed from the Courthouse and its plaza through to Church Street and the existing courthouse. As noted previously, the plan proposes that the County Commissioners and related functions eventually move into the old Courthouse and that County offices expand into a new wing on Winchester Hall and the building now occupied by the Board of Education.

Provision of additional pedestrian and landscaped space, to improve the general Downtown environment. The plan proposes increased attention to pedestrian circulation, landscaping, and "street furniture." It recommends that sections of the sidewalks on Market, Patrick, and Church streets be widened to provide more space for pedestrians and for landscaping, benches, and other improvements. Parking bays would provide for a continuation of short-term on-street parking. Throughout the most congested section, small open spaces should be provided wherever possible through the removal of obsolete buildings or other actions. Widened sidewalks would be provided in the most heavily traveled areas and to connect the center of Downtown with such facilities as the Post Office and Baker Park.

Extension of a linear park along Carroll Creek. A continuous park should be developed along Carroll Creek to provide a connection through the Downtown area. This park strip could continue from Baker Park on the west to the Monocacy in the east: the 1964 City Plan proposed such a park along the Creek from Highland Street eastward. Public facilities along the Creek should provide expanded open spaces integrated with the park design.

Special attention to situations providing special opportunities for new development. The Downtown area provides some unusual opportunities for new development. A particularly good opportunity is the open space south of West Patrick Street. Appropriate uses for this area are being investigated and recommendations will be made in the final report on this project.

Improvement projects in adjacent deteriorating areas. There is serious structural deterioration in areas bordering Downtown Frederick. The plan proposes that Frederick's on-going neighborhood improvement programs include projects in these areas. One specific project is proposed as part of this plan, to include the area in the general vicinity of All Saints Street and extending north of Carroll Creek on South Market Street. This Project

could be carried out through the urban renewal process, which would make Federal financial assistance available for the rehabilitation of housing, land acquisition, preservation of historic structures, and provision of services. Another possible improvement area could be carried out north of Fourth Street, where there is considerable deterioration on both sides of Market Street.

Summary. The Plan proposals presented here are preliminary, and are for discussion purposes. Most of them have already been presented and discussed widely in the community. Planning work is currently continuing, and a final plan, based on these proposals and comment on them by the community, will be presented in a later report.