



# East Street Extension Phase I Area Plan



City of Frederick  
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Historic Preservation  
Economic Development  
Tourism Planning  
City Gateway Plan  
Urban Design

prepared by

**DESIGN**

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# Frederick East Street Extension Phase I Area Plan

## 1 Executive Summary

### Introduction

The City of Frederick, Maryland, has a long tradition of relying upon the Historic Downtown for commerce, entertainment, cultural attractions and the community identity. Today, the focus is to sustain the energy and capitalize on the potential of the East Street extension corridor with a dynamic, flexible, far-sighted, yet realistic master plan. The East Street Extension Phase I Area Plan captures the opportunity to tie together this historic community with Carroll Creek Park, East Street area redevelopment, public space, and transportation projects, and reflect continued insightful citizen input and dedicated involvement.

In June 2001, the City of Frederick commissioned the team lead by Design Collective, Inc. of Baltimore, and Seth Harry and Associates of Mount Airy to prepare a master plan for the East Street Extension Phase I area. The East Street Extension Phase I Area Plan builds upon previous efforts, studies, and plans, and focuses on creating a vision and implementation strategy for the physical, economic revitalization, and historic preservation efforts along the Creek and the historic downtown's southern edge. The final Area Plan, as incorporated into the City's Comprehensive Plan, establishes the start of a prioritized, multi-year implementation process. The Plan will serve as a guideline to assist the city, public agencies, developers, business owners, property owners, and others with identified short-term actions, long-term redevelopment activities, and help infuse new energy and vitality within Frederick's East Street extension Phase I area. The plan's conclusions, recommendations, and action plan strategies are outlined in the following report.

The Frederick East Street Phase I Area Plan was developed through an intensive public review and community input process. Personal interviews and hours of interactive public forums, conducted as part of an intensive 4-day design charrette with hundreds of citizens, stakeholders, public agencies and concerned parties, were held during the planning process to review findings, approve recommendations, and solicit additional feedback. The planning team, comprised of architects, planners, market economic, historic preservation, transportation and infrastructure specialists, public participants, and concerned stakeholders, developed a series of long-term strategic goals and defined a vision upon



Figure 1 (top left)  
East Street Extension Phase I  
Illustrative Master Plan

Figure 2 (top right)  
Aerial Site Photo  
Existing Conditions

Figure 3 (lower right)  
East Street Extension Phase I  
Illustrative Aerial Perspective

which to focus the community's energy and resources. The two key overarching plan goals that reflect the shared vision, form the foundation for the plan recommendations, help establish clear priorities, and guide the Area Plan are "Integrating East Street Historic Preservation and Economic Development" and "Defining the East Street Gateway to Downtown".

*Integrated East Street Historic Preservation and Economic Development* stresses protecting and rehabilitating significant contributing historic structures, as part of an overall economic development, historic preservation and heritage tourism strategy. By enhancing significant historic structures, while providing for new construction, Frederick will help reinforce the city's authentic heritage tourism opportunities as a destination attraction and source of community identity and pride.

Figure 4 (left)  
East Street Extension Phase I  
View North at East South Street  
Existing Conditions



Figure 5 (right)  
East Street Extension Phase I  
View North at East South Street  
Illustrative Perspective



*Defining the East Street Gateway to Downtown* establishes the East Street Phase I area as a coordinated cultural, tourism, and economic component of the Historic Downtown and for the entire community. The goal envisions a historic downtown core strengthened by residential and business development, integrating to and linking of downtown via an energized Carroll Creek Park, and providing a vibrant center for events, entertainment, and festivals with improved public spaces, transportation, parking, and appropriate architecture.

### Opportunities Analysis

The Area Plan recommendations and implementation action steps are based upon a comprehensive assessment and analysis of conditions and opportunities within the study area. The opportunities examined include broad market potential assessment for employment, housing, business and tourism development, zoning and land use patterns, transportation and parking, environmental and infrastructure issues, and the visual character of the project area's architecture, public space, vehicular and pedestrian connections, and Carroll Creek frontage areas.

The analysis underscores the ability for implementation under the current zoning and recommends that the city proceed in encouraging catalytic projects for this key area of downtown to be prioritized and implemented during the next 3- to 5-years. The Plan recognizes the strategic role that East Street Phase I Area can play in providing critical momentum and support for a wide range of redevelopment initiatives and public space improvements, and directly influencing the economic future of downtown

Frederick. Frederick and East Street's unique location, availability of developable land, history and sense of place with a genuine historic downtown core give it a competitive advantage for long-term growth and revitalization.

### Area Plan Recommendations

The Area Plan identifies specific issues and recommendations for the physical, historic and economic revitalization of the East Street Extension Phase I study area covering the following key topics:

1. East Street Phase I Gateway
2. Historic Preservation
3. Land Use
4. Urban Design
5. Open Space
6. Transportation
7. Parking
8. Infrastructure
9. Implementation Strategy

While Frederick's Historic Downtown can be defined by a series of overlapping activity centers (retail, entertainment, employment, housing, civic, and recreation), the uses along the East Street extension corridor must be coordinated to complement rather than compete with overall Downtown. The goal is to help strengthen the Historic Downtown

## Recommendations Summary

### East Street Downtown Gateway

1. **Objective/Recommendation:** Define a *Sense of Arrival* into the Historic Downtown through a combination of land use, urban design, historic preservation and reuse of significant structures, streetscape and open space improvement strategies.
2. **Objective/Recommendation:** Encourage the integration of future Phase II gateway image and character with East Street Phase I area recommendations defined in this Area Plan.
3. **Objective/Recommendation:** Define the gateway with a variety of visitor attractions, such as connections to heritage interpretation, cultural activities, and Historic Downtown by foot.
4. **Objective/Recommendation:** Define a unified image with a series of vignettes into Frederick's charm, or views to key attractions.

### VISITOR CENTER

1. **Objective/Recommendation:** Redevelop the Historic B&O Train Depot as a Visitor Center.
2. **Objective/Recommendation:** Reconstruct All Saints Street to accommodate bus parking.

### HERITAGE TOURISM

1. **Objective/Recommendation:** Promote Frederick's Historic Flavor and Cultural Tourism.
2. **Objective/Recommendation:** Pursue a hotel and tourism development strategy targeting heritage tourism.
3. **Objective/Recommendation:** Partner with local businesses such as McCutcheons and Frederick News Post.
4. **Objective/Recommendation:** Develop Frederick's Heritage Tourism attractions by requesting assistance from the National Park Service.
5. **Objective/Recommendation:** Develop connections between downtown tourism nodes.
6. **Objective/Recommendation:** Develop additional compatible opportunities related to historic preservation.

### Historic Preservation

1. **Objective/Recommendation:** Improve Frederick preservation and adaptive reuse of contributing historic structures.
2. **Objective/Recommendation:** Encourage adaptive reuse of significant historic and contributing structures for office, residential, live/work, professional/small business, flex space and/or design center.
3. **Objective/Recommendation:** Preserve and encourage adaptive reuse of the Jenkins Cannery, Spoke Factory, General Tire, Tannery, Union Knitting Mills, and B&O Train Depot.
4. **Objective/Recommendation:** Clarify contributing and non-contributing buildings within industrial complexes, and define where selective demolition can occur.
5. **Objective/Recommendation:** Encourage use of Historic Tax Credits for adaptive reuse development.

### Land Use & Development

1. **Objective/Recommendation:** Diversify land uses to include office, residential, tourism, light industry, flex, linked services, and transit oriented development.
2. **Objective/Recommendation:** Complement rather than compete with downtown uses.
3. **Objective/Recommendation:** Encourage the development of activity nodes (i.e. retail concentrations) at key intersections and locations along East Street, South Patrick Street, Carroll Creek, and East South Street with visibility to the street.

### Residential

1. **Objective/Recommendation:** Promote increased downtown residential development and downtown living as part of a 'live, work, shop and recreate' 18-hour downtown. Promote 'live near work'.
2. **Objective/Recommendation:** Strengthen existing downtown residential uses. Promote residential infill. Provide a diversity of living options.
3. **Objective/Recommendation:** Provide affordable housing as part of the residential development mix.

### Retail

1. **Objective/Recommendation:** Target (limited) retail development in the study area to include tourism, cultural, heritage, retail, restaurant, and linked service;

retail should be located at key locations and intersections with visibility and access to the street.

2. **Objective/Recommendation:** Provide pedestrian-friendly neighborhood retail to serve downtown area residents, workers, and tourists.

### Office

1. **Objective/Recommendation:** Provide adequate land area with parking for an office development component, in which included are government offices.

### Industrial

1. **Objective/Recommendation:** Support light industrial and flex uses, particularly east of Water Street.
2. **Objective/Recommendation:** Support accommodation of the Frederick News Post expansion needs within the study area.

### Hotel

1. **Objective/Recommendation:** Prepare a hotel and tourism development strategy to attract a hotel.

## Urban Design

### PLANNING FRAMEWORK

1. **Objective/Recommendation:** Promote mixed use and integrated development as part of a downtown revitalization strategy.
2. **Objective/Recommendation:** Provide a variety of design and development opportunities as part of a balanced development program. Target, accommodate, and manage development within a defined framework of building types.
3. **Objective/Recommendation:** Promote a strict discipline of building frontage.

### IMPROVE PEDESTRIAN CONNECTIONS

1. **Objective/Recommendation:** Respect vistas to nodes, such as to the MARC station, Visitors Center, etc.
2. **Objective/Recommendation:** Create “People Places” with pedestrian access improvements and connections along East Street and Carroll Creek Park.
3. **Objective/Recommendation:** Mitigate transportation conflicts with area residents and pedestrians. Improve pedestrian crossings.

4. **Objective/Recommendation:** Provide improved open space connections and variety of spaces.

### RETAIN ARCHITECTURAL CHARACTER

1. **Objective/Recommendation:** Use Frederick architecture and architectural character as guidance for new, renovation, and adaptive reuse construction. (Design guidelines should be prepared).

### Open Space

1. **Objective/Recommendation:** Provide an open space system a greater diversity of spaces.
2. **Objective/Recommendation:** Ensure maintenance and quality of open spaces.
3. **Objective/Recommendation:** Promote overall downtown quality-of-life improvements such as connections to Carroll Creek Park.
4. **Objective/Recommendation:** Showcase Carroll Creek with landscape and program improvements, including art. Landscape guidelines should be prepared to be implemented by private creekfront development.

### Transportation

1. **Objective/Recommendation:** Take advantage of multiple transportation systems that contribute to the city’s urban form and lasting image. Provide a system of transportation modes and services that offer alternatives to commuters.

### ROAD NETWORK

1. **Objective/Recommendation:** Ensure a clear and functional hierarchy of thoroughfares (gateway boulevards, neighborhood main street connectors, and local streets) with streetscape improvements.
2. **Objective/Recommendation:** Ensure a proper transition from East Street extension Phase II highway corridor speed and design to the Phase I area. Mitigate adverse traffic impacts within the Phase II area.
3. **Objective/Recommendation:** Conduct further traffic studies for area intersections, in particular, for East and South Streets.
4. **Objective/Recommendation:** Improve local circulation and access to area development parcels.

5. **Objective/Recommendation:** Coordinate with State Highways Administration to ensure critical direct access to the multimodal development block (Site E) from East Street; direct access is critical for development viability (i.e. retail, inn).

## MARC STATION

1. **Objective/Recommendation:** Encourage improved MARC commuter use.
2. **Objective/Recommendation:** Promote MARC as a tourism connection to and from Washington, DC.
3. **Objective/Recommendation:** Provide an efficient point of transfer. Encourage intermodal transfers and multimodal use at the MARC Station
4. **Objective/Recommendation:** Use MTA multimodal grant (in 2002) for MARC Station immediate improvements, and leverage additional investment and funding. Prepare necessary studies and reviews (i.e. Environmental Assessment) to access other Federal multimodal funding.
5. **Objective/Recommendation:** Integrate transportation improvements with overall tourism, economic development, historic preservation and urban design objectives.

## Parking

1. **Objective/Recommendation:** Provide adequate parking to meet existing and redevelopment demands. Construct strategically located parking garages.
2. **Objective/Recommendation:** Provide on- and off-street parking dedicated to local businesses and residences through measures such as signage, permits, meters, and enforcement.

## Infrastructure

## UTILITIES

1. **Objective/Recommendation:** Ensure adequate utilities to meet redevelopment needs.

## STORMWATER RUNOFF MANAGEMENT

1. **Objective/Recommendation:** Investigate and provide an area stormwater management control system to manage quantity and quality, minimize environmental impact and help incentivize redevelopment, including a potential City study and system from which new development may tap on a fee-basis.

## Development Plan

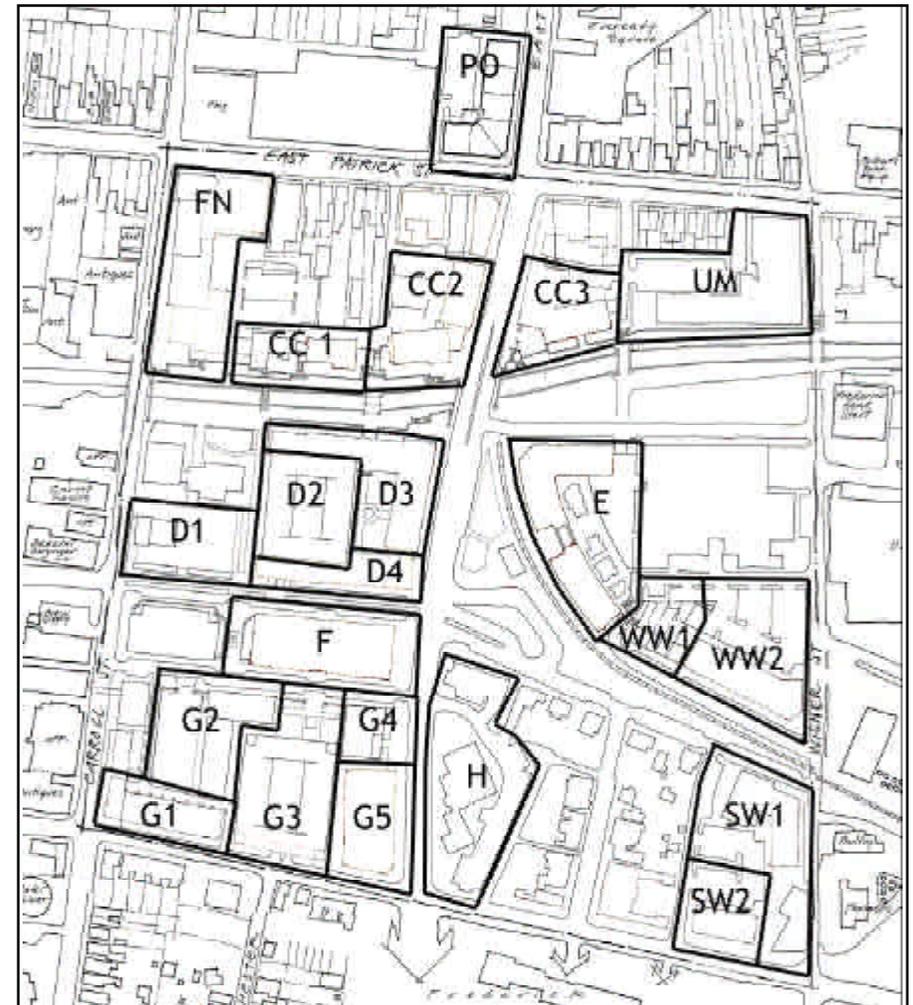


Figure 6

East Street Extension Phase I

Illustrative Development Parcel Plan

## Development Plan & Parking Program Summary

Parcel	Size (ac) <i>(approximate)</i>	Proposed Land Use	Height <i>(stories)</i>	Program <i>(estimated)</i>	Off-Street Parking			Potential Users	
					Required	Provided	Net		
D1	0.80	Tourism	1	4,000 sf	7	44	37	D1	Visitors Center
D2	0.78	Parking	5	Parking	--	550	550	--	City Parking
D3	1.13	Residential, Retail, (Inn)	4-5	90 DU / 23,000 sf	172	0	(172)	D2	Option: Inn Location
D4	0.51	Residential	4	50 du	62	0	(62)	D2	
<b>Site D</b>					<b>241</b>	<b>594</b>	<b>353</b>	<b>D1, D2</b>	
<b>Site E</b>	<b>1.36</b>	<b>(Inn), Residential, Retail</b> (Preferred: Inn, Resid, Retail)	<b>3-5</b>	<b>101 DU / 19,000 sf</b> ( 24-Room / 48 du / 19,000 sf)	<b>192</b> (126)	<b>260</b>	<b>68</b>	<b>E</b>	Inn, McCutheons,
<b>Site F</b>	<b>0.85</b>	<b>Class A Office</b>	<b>5</b>	<b>135,000 sf</b>	<b>225</b>	<b>22</b>	<b>(203)</b>	<b>G3</b>	Govt Offices (i.e School Board)
G1	0.50	Residential	2-3	9 du	12	18	6	G3	
G2	0.79	Light Industry, Tourism	2	20,000 sf	66	30	(36)	G3	National Park Service Training
G3	1.26	Parking	5	Parking	--	600	600	--	City Parking Structure
G4	0.27	Office, Tourism	2	6,200 sf	21	6	(15)	G3	(Rehab Bldg) Tourism/Office
G5	0.57	Office, Retail	4	48,000 sf / 16,000 sf	120	0	(120)	G3	
<b>Site G</b>					<b>238</b>	<b>654</b>	<b>416</b>	<b>G3</b>	
<b>Site H</b>	<b>1.36</b>	<b>Office</b>	<b>3-4</b>	<b>30,000 sf</b>	<b>50</b>	<b>53</b>	<b>3</b>	<b>H</b>	(Rehab Bldg) Media Office
<b>Site FN*</b>	<b>1.37</b>	<b>Office, Light Industry</b>	<b>3</b>	<b>50,000 sf</b>	<b>166</b>	<b>50</b>	<b>(116)</b>	<b>FN, D2</b>	Frederick News Post
CC1*	0.58	Residential	3	24 du	30	24	(6)	CC1, D2	
CC2*	1.06	Residential, Retail	3-4	50 du / 7,200 sf	80	44	(36)	CC2, D2	
CC3*	0.84	Residential, Retail	3-4	42 du / 6,600 sf	70	20	(50)	CC3, D2	
<b>Site CC*</b>					<b>180</b>	<b>88</b>	<b>92</b>	<b>CC1-3, D2</b>	
<b>Site UM*</b>	<b>1.30</b>	<b>Residential</b>	<b>2-3</b>	<b>48 du</b>	<b>60</b>	<b>35</b>	<b>(25)</b>	<b>UM, D2</b>	(Rehab Bldg)
<b>Site WW1*</b>	<b>0.50</b>	<b>Office (or Residential)</b>	<b>3</b>	<b>6,900 sf</b>	<b>23</b>	<b>16</b>	<b>(7)</b>	<b>WW1</b>	
<b>Site WW2*</b>	<b>1.26</b>	<b>Flex Office</b>	<b>1-2</b>	<b>24,000 sf</b>	<b>80</b>	<b>81</b>	<b>1</b>	<b>WW2</b>	
SW1*	1.14	Flex Office	1-2	30,000 sf	100	46	(54)	SW1, E	
SW2*	0.62	Flex Office	1-2	12,000 sf	40	12	(38)	SW2, E	
<b>Site SW*</b>					<b>140</b>	<b>58</b>	<b>(82)</b>	<b>SW1-2, E</b>	
<b>PO**</b>	<b>0.80</b>	<b>Residential</b>	<b>3-4</b>	<b>36 du</b>	<b>45</b>	<b>40</b>	<b>(5)</b>	<b>PO, Street</b>	
<b>East Street Phase I</b>					<b>1641</b>	<b>1951</b>	<b>310</b>		

Notes: Parking Ratios applied - Tourism 1 per 600 sf; Residential 1.25 per unit; Office 1 per 600 sf; Light Industry & Flex 1 per 300 sf; Retail 2.5 per 1000 sf; Inn 1 per 2 rooms + 1 per 4 employees + 1 per 800 sf ballroom; demand assumes most intense use

\* denotes private property (not city-owned)

\*\* denotes private property located outside study area

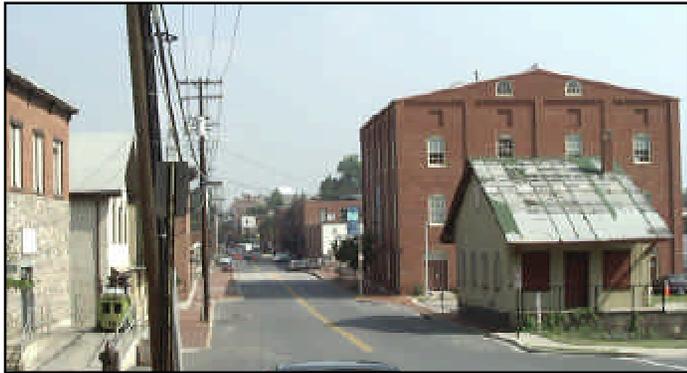


Figure 7 (left)  
Historic B&O Train Depot  
Existing Conditions



Figure 8 (right)  
Carroll Creek  
Delaplaine & Community Bridge

and Carroll Creek Park as a destination for the community and the region, and to achieve a long-term sustainable economy for downtown. Development of the East Street Phase I area will be focused on encouraging connections to both sides of East Street and both sides of Carroll Creek, and with an integrated, complementary land uses and economic development strategy, so that the South Street and the new MARC station can be defined as a *gateway* to downtown. Various multimodal transportation networks should continue to be enhanced to the advantage of Frederick's businesses and residents. Parking should be improved, and key streets leading to downtown designated as gateway entrance corridors featuring aesthetic enhancements, entry features and wayfinding signage improvements. Future detailed guidelines for streetscape, public space design, and architectural standards (not included in the Plan) should be developed to help strengthen the visual integrity and appeal of Historic Frederick's downtown.

The Area Plan recommendations are described in Summary form in this Executive Summary and in detail in the Plan Recommendations Chapter. The Plan is illustrated with maps, plans, aerial perspectives, photographs, drawings, and diagrams to provide a clear and comprehensive vision for East Street Phase I area improvements. The Plan implementation strategy defines integrated downtown gateway redevelopment initiatives to take place immediately and be implemented over the next 10 to 15 years. In order to accommodate development market fluctuations, the Area Plan provides flexibility for key short-range (5 year) catalytic gateway project opportunity sites; for example, residential land use designated creekfront building locations that can accommodate

a boutique hotel, if required. The combined interrelated projects represent not only an important first step in the Area Plan implementation, but the initial strengthening and definition of the area as the downtown gateway for the community and the region.

### *Downtown Gateway & Heritage Tourism*

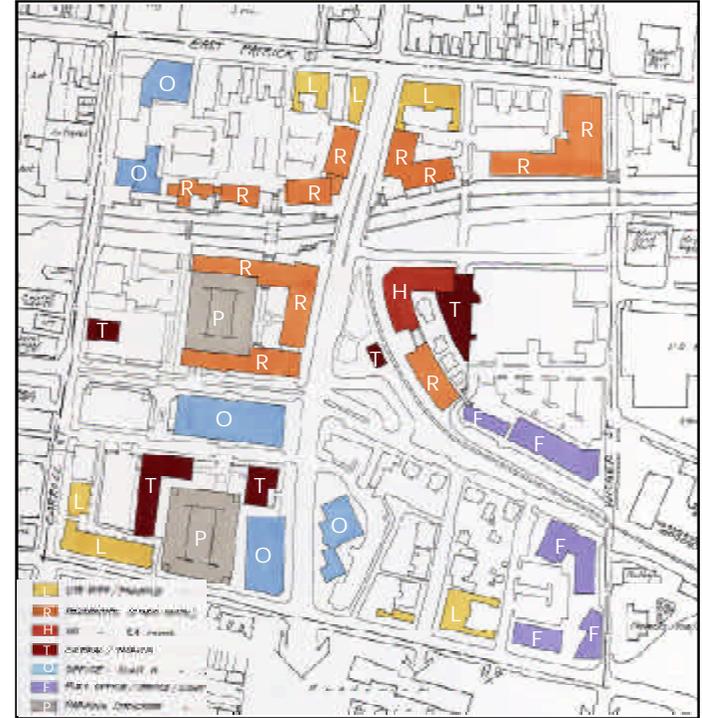
The East Street Phase I Area exists as part of a larger initiative to strengthen the entirety of Frederick's Historic Downtown. Each neighborhood/district possesses certain strengths and unique characteristics that are experienced by residents, employees, and tourists alike. As the physical gateway to the City, major road, rail and open space corridors, such as East Street extended, MTA's MARC, and Carroll Creek define the study area.

When located in the city gateway, Frederick's Visitor Center can provide an important civic destination with tourism services for day-trippers and overnight visitors. The Plan proposes the Old B&O Train Depot, located adjacent to the Delaplaine Visual Arts Center, the Community Bridge – Shared Vision Mural, the new MARC Downtown Commuter Rail Station, the multi-million expansion of the C. Burr Artz Public Library, the National Park Service Training Center, and at the entrance to Historic Downtown be renovated as a Visitor Center. The sense of arrival to and overall image of Historic Downtown should be defined by the reconstruction of All Saints Street connecting the Visitors Center and MARC station with streetscape and pedestrian amenities, creation of an enhance open space and pedestrian connection to Carroll Creek, and improved landscape, lighting, seating, and site amenities.

Figure 9 (left)  
Historic Preservation  
Illustrative Architectural Treatment



Figure 10 (right)  
East Street Extension Phase I Area  
Proposed Land Use



Frederick’s historical character and ‘flavor of authenticity’ as a real, working city has been identified in the process and marketability assessment as fundamental to the city’s overall tourism appeal. The ability to build upon the availability of tourist attractions within Historic Downtown, and introducing new components, such as potential heritage interpretation exhibits and centers, are significant opportunities unique to Frederick and East Street. The plan recommends leverage of the U.S. National Park Service to form a partnership participating in the creation of interpretation areas, as well as with local businesses to develop Frederick’s Heritage tourism attractions.

**Historic Preservation**

History and diverse architecture are two characteristics that contribute to a city’s richness. Though Frederick has exhibited a strong commitment to preserving its heritage, the balance of historic preservation and economic development has resulted in some inevitable loss of its physical, social and structural past. The demolition and removal of historic and cultural resources compromises the city’s ability to tell its own story. As the historic center of the region, Downtown must integrate its remaining significant buildings and artifacts into its urban fabric, and reinforce the commitment to preservation blending the past, present and future, such as the Delaplaine Center, in creating a memorable city; the City should work with private developers encouraging adaptive reuse and integrated new infill.

**Land Use & Development**

Historically, the study area has relied upon industrial use for employment and tax revenue generation. Experiences in other cities similar to Frederick have demonstrated that a mixed use and diversified land use strategy increases an area’s capacity to adapt to market changes. The Area Plan recommends a diversification of the area’s land use to include residential, office, tourism, light industry, flex, linked services, and transit-oriented development. The Plan’s strategy addresses the need to identify designated areas for appropriate uses, building types, mass and heights, which combined provide a balanced and coordinated gateway to downtown, yet, are flexible enough to accommodate specific market and developer needs. The recommended uses and development plan enable the City to attract and target proposals for each of the City parcels as well as review development proposals for overall area plan consistency.

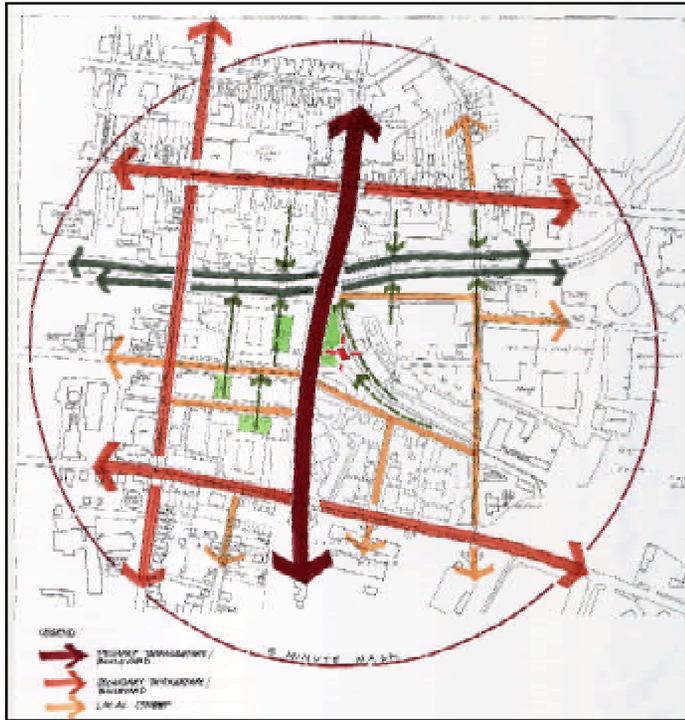


Figure 11  
Network of Thoroughfares  
Connections & Linkages

The physical, historic preservation and economic improvements to the downtown will generate new employment opportunities, stimulate interest in living downtown, and establish downtown as an activity center for the community and the surrounding region. The Plan supports the creation of activity nodes within the area comprising a mix of uses (retail, multimodal, etc.). Short-range opportunities will create an attractive, popular and interconnected gateway connected to the downtown core that integrates Carroll Creek and East Street, and provides strong context and momentum for the plan's many redevelopment, transportation, parking, historic preservation, and heritage tourism initiatives, as well as streetscape and architectural improvements.

A range of experiences, building types, architecture, and spaces contribute to the community's experience and character expected in urban living. The Plan area should continue to provide a myriad of urban alterna-

tives, such as multifamily housing, live-work, loft, townhouse, office, retail, and industry. The identified mix of land uses creates an appropriate ratio of residential units, office space, retail, flex, hotel/inn, and light industrial facilities as part of a comprehensive, varied, balanced, and though not uniform, development program.

### Urban Design Framework

Development that supports working, living and leisure activities can be achieved through integrated uses, facilities to provide maximum benefit to area residents, businesses and tourists. Traditional planning practices designated separate zones for offices, housing, public facilities, and industry. One of the greatest benefits of the East Street Phase I area connection to downtown is the ability to mix and transition these uses throughout a defined, relatively compact area. The creation of a neighborhood through blocks and buildings is integral to creating a functioning 18-hour day memorable downtown gateway area.

The mixed-use strategy should be viewed according to its surrounding activities and context, where new building construction, street network, park and open space connection, contributes to the larger picture of downtown.

The commitment of developing architectural solutions by mixing uses within a building or block attempts to create and reinforce Frederick's exemplary downtown aesthetic. To reinforce the area's overall form, architectural elements, such as bulk, mass, façade, articulation, and detailing, should be developed in relation its downtown context, image, and sidewalk character. The Plan has been conceived to provide a framework for buildings and blocks, to guide development within the area, yet provide flexibility to accommodate specific style and architectural design; additional urban design and architectural guidelines will need to be developed.

### Open Space

The public benefits of redevelopment are not just providing additional downtown residents, jobs, long-term economic development and tourism goals, and the return of underutilized sites to productive use, but rather integrated recreational access, and direct improvements to the open space system along Carroll Creek Park. In order to induce, attract, and maintain desirable redevelopment, improvements to the quality of complimentary uses, amenities and open space will be required to meet certain image and quality of life expectations. As the East Street area begins to attract a more

varied user, including residents, employees, and visitors, the expectations for open space and amenities will increase. A series of 'green' streets and paths should be formed to provide landscaped, shaded, and walkable experiences within the downtown area; Carroll Creek design and landscape guidelines, and area urban design streetscape guidelines should be prepared to guide private redevelopment.

### *Transportation*

One of the study area's greatest assets is its location adjacent to major surface transportation corridors (road, rail, and public transportation) and the Historic Downtown. The study area must take full advantage of the positive contributions of the multiple transportation systems that traverse the study area while remediating any incompatible characteristic that influence the area. Particular attention should be placed with the local road network, MARC rail crossing, and pedestrian accessibility, as these will contribute to and reinforce redevelopment efforts. Consistent with state smart growth objectives, these transportation systems should be improved and maintained to maximize their capacity and efficiency while minimizing adverse quality of life impacts. The linkage of transportation options within the study area using a multimodal concept will both provide significant user convenience and demonstrate true smart growth development. In this way, more productive use of under-utilized real estate and enhanced public perception may be realized, where existing infrastructure is in place, and would assist in attracting and maintaining long-term economic development.

### *Parking Deck Development*

The construction of the recommended East Street Phase I area three parking decks (D2, E, G3) each located strategically, proximal to the MARC Station, Visitor Center, Carroll Creek, and the East Street area development, would replace the existing surface parking for businesses and residents, and provide the requisite parking spaces for new development. Improvements would include public space, plazas, entrances, enhanced pedestrian connections, Carroll Creek access, lighting, signage, seating, landscaping, and where possible, special areas for festivals. The parking structure projects are targeted to reinforce the creation of strong nodes and activity areas along the Carroll Creek linear park, adjacent to the downtown, and serve as a tool to redevelop adjacent buildings and new infill buildings on nearby parcels.

### *Infrastructure*

While set within an urban setting, consistent review and coordination to ensure adequate infrastructure will be required to ensure redevelopment can occur minimizing obstacles, and moreover, help induce redevelopment. Regional storm water solutions are preferred over site-specific solutions, in which the City can help foster redevelopment by addressing the site development requirement; the City can provide a regional solution, to which individual sites may tap on a fee-basis.

### *Implementation Strategy*

The strategy framework needed to successfully implement the East Street Extension Phase I Area Plan includes an overall summary list of recommendations, as well as, a series of short-term action plan strategy items that are targeted at immediate results and at assisting implementation of priority projects over the next 3-5 years. These immediate action items and priority projects will help create the interest, support, and momentum needed to build long-term commitment for the full 10-15 year implementation process; full implementation may be earlier depending on market conditions. The City should review and prepare additional priority action items, as necessary, to realize the Plan goals.

### *Conclusion*

The future of Historic Downtown Frederick is strongly linked physically and economically to the city's authentic historic character. The ability to retain the integrity of the area's heritage, while providing new construction and development opportunities, will enable Frederick to offer to and attract both visitors and residents a unique opportunity to visit and live in a working, historic city. The East Street Phase I Area Plan synthesizes a broad range of analysis and intensive public input to establish a clear vision and direction that integrates the strength and attractiveness of the East Street area, Carroll Creek, and historic downtown with a revitalized entrance gateway.

Short-term actions and long-term commitment to plan implementation is critical to enabling Downtown Frederick's unique architectural and physical character to achieve a renewed vibrancy, and for the community to further define downtown's uniqueness as a place to live, work, shop, recreate and be entertained. These results are to be built upon to the benefit of the entire city and region.

## Implementation Summary

### Development Feasibility

#### POLICY

1. **Objective/Recommendation:** Continue the public participatory planning process to ensure consensus in refining ideas and plans.
2. **Objective/Recommendation:** Continue to monitor and support any potential regulatory changes required for adoption and implementation of plan recommendations; the Plan conforms to City current zoning and comprehensive plans.
3. **Objective/Recommendation:** Investigate use of Federal and State redevelopment and revitalization funding and finance sources, such as HUBZone.
4. **Objective/Recommendation:** Review and refine the illustrative development parcel plan for area property redevelopment. Refine the City RFQ / RFP for disposition of city-owned development parcels, and solicit for development.
5. **Objective/Recommendation:** Facilitate lot consolidation for development of private lots and potential infill buildings between Carroll Creek and South Patrick Street.
6. **Objective/Recommendation:** Partner with the U.S. Postal Service, in preparing a transition plan for the relocation of the USPS Distribution Facility and parking lot, to enable infill redevelopment opportunities.
7. **Objective/Recommendation:** Prepare detailed Carroll Creek design and landscape guidelines to be implemented by and during the process of private creek-side development.
8. **Objective/Recommendation:** Prepare detailed East Street urban design and architectural guidelines to be adopted and adhered to during area redevelopment.
9. **Objective/Recommendation:** Identify a City staff, department, committee, and/or other appointed group to lead follow-up, review, and implementation of Plan recommendations. Evaluate other policy, budgetary and capital improvements plan items related to implementation, such as parking structures.

## (Short Term) Action Plan Items

### Priority Items

1. *Adopt the East Street Extension Phase I Area Plan.*
2. *Prepare Urban Design and Architectural Design Guidelines for East Street Extension Phase I Area, and Landscape Guidelines for Carroll Creek Park.*
3. *Prepare Plats for each development parcel.*
3. *Conduct property appraisals for each development parcel.*
4. *Prepare Regional Storm Water Management solutions.*
5. *Prepare RFQ for each parcel & solicit for development.*
6. *Coordinate with Maryland SHA and MTA to ensure access from East Street to multimodal (Site E).*
7. *Use the \$154,000 MTA Grant for improvements at the multimodal lot (Site E).*
8. *Prepare an RFQ and conduct the federally-required environmental assessment for a multimodal facility.*
9. *Prepare a detailed Gantt chart detailing each project component and estimated milestone.*
10. *Identify parking strategies & timing of construction of parking structures.*
11. *Coordinate with the City Comprehensive Planning Process to make any required code changes.*
12. *Task a City staff, department, committee, and/or other appointed group to lead follow-up, review, and implementation of Plan recommendations.*
13. *Evaluate other policy, budgetary and capital improvements plan items related to implementation, such as parking structures.*

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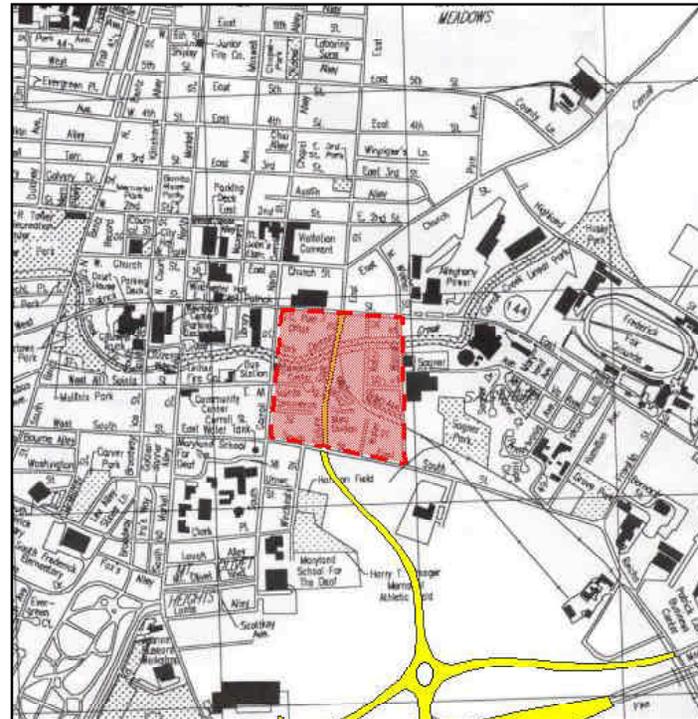
## Chapter 1 Introduction

### Study Area

The City of Frederick's East Street extension corridor is truly valuable for its historical significance as well as its future potential serving as a 'gateway' to downtown. Once identified by major industrial employers and the historic B&O Train Depot, the area is currently the zone of convergence along the Downtown southern limits for industrial, commercial, residential and government uses, historically significant structures, new construction, cultural tourism, economic development, and historic preservations issues. The focus of the Plan is to provide solutions to impacts imparted by new transportation infrastructure on Carroll Creek Park, historic Downtown redevelopment and residents' quality-of-life. Currently, an area better known for the Delaplaine Visual Arts Center and the Community Bridge – Shared Vision Mural, the new MARC community rail facility, and multi-million expansion of the C. Burr Artz Public Library, the expansion needs by local businesses will further change the area.

As Maryland's second largest city, Frederick's historic charm and respect of its heritage substantially contributes to the city's overall 'marketability' and attraction. The East Street Extension Phase I study area, located at the southern edge of Downtown and at the terminus of the proposed East Street extension originating at I-70, is bounded by East Patrick Street to the north, East South Street to the south, Wisner Street to the East, and South Carroll Street to the west.

With the new downtown MARC Commuter station and the proposed East Street extension connection, the East Street Corridor Phase I Area Plan reconciles the need to respect the past while providing for future revitalization of the area. The opportunity exists to knit together elements of Downtown, including open space, workplaces, parking, services required by neighborhood residents, businesses and tourists, and become one of the city's most significant gateways.



### Plan Context

Throughout the last decade, numerous plans and studies have been prepared for downtown, Carroll Creek, and properties located within the study area. The City of Frederick's Comprehensive Plan, last updated in August 1995, served as the primary document in guiding diverse public and private decision-making in forming the city's future. Referenced in the Comprehensive Plan, the 1991 Carroll Creek Master Plan provided a conceptual master plan for properties along the creek including the East Street Extension area including numerous parking structures. Subsequent Carroll Creek development opportunity studies and a design competition were prepared for the overall area but were unsuccessful in catalyzing targeted redevelopment. Moreover, contentious issues have emerged in the last two years as a result of various private redevelopment proposals for area properties, including the proposed demolition of historic structures to

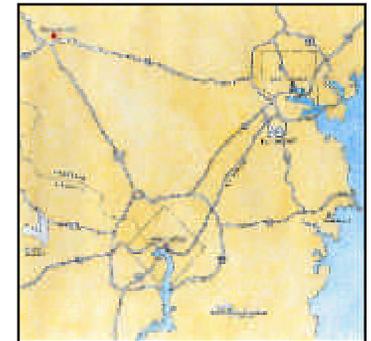
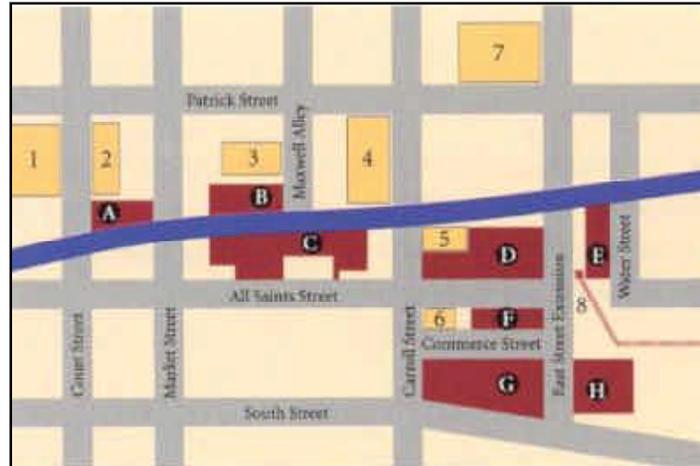


Figure 12 (left)  
East Street Extension Phase I  
Study Area

Figure 13 (top right)  
Regional Location Map

Figure 14 (lower right)  
Vicinity Map

Figure 15  
City-owned Redevelopment Properties



accommodate a large office building (on Site G). Yet responding to the spirit of the Carroll Creek master plan with new construction, the proposal did not conform to the Comprehensive Plan's objective to reuse of existing buildings.

As the first significant addition to the East Street Phase I area, the Maryland Mass Transit Administration's new Frederick Downtown MARC station provides commuter rail service to Washington, DC, complementing a new suburban MARC station, and be a spur terminus on the Brunswick line. Planned decades ago by the Maryland State Highways Administration, the East Street Extension Phase I constructed officially opened on September 12, 2001 to traffic and will increasingly serve as a new portal to downtown Frederick and East South Street. The extension provided important visibility and access to commercial properties located adjacent to Carroll Creek Park and the new MARC Rail depot.

Currently, the City of Frederick owns seven significant downtown infill sites totaling 14 acres (and otherwise known as Sites B-H) located adjacent or in proximity to Carroll Creek Park available for redevelopment; an additional site (Site A) Carroll Creek Plaza has previously been sold. The City, in their process to encourage redevelopment and downtown revitalization, issued an RFP in April 2001 and have been reviewing a proposal for Sites B & C, located outside study boundaries. Site E has been dis-

cussed as a potential multimodal station and Site H is currently under contract by a local businessman. Two successive unsolicited plans prepared by private parties have been prepared for Site G, one recommending demolition and the other retaining those same historic structures. As other development interests for residential, office, and hotel uses emerge, the City requires an overall vision that balances the need to support economic development initiatives, while upholding public quality-of-life concerns.

In June 2001, the City of Frederick commissioned the Baltimore-based architecture and planning consultant team of Design Collective, Inc. and Seth Harry & Associates, to prepare an overall Area Plan for the East Street Extension Phase I area including Sites D-H.

### Project Mission

More than a land use strategy or a conceptual design, the *East Area Extension Phase I Area Plan* is a strategic historic preservation, heritage tourism, and economic development plan as well as an important step in realizing Frederick's Historic Downtown overall revitalization efforts. The master plan is intended to provide a long-term, sustainable economic development and historic revitalization strategy for the 40-acre underutilized area, and help guide the marketing of the East Street city-owned redevelopment sites.

The area's functional image and purposeful character should project the City's long term physical, economic development and historic preservation goals as a diversified, vibrant and progressive business and living environment that is exemplary in the region.

The planning team was engaged to provide guidance and to:

1. Develop a gateway corridor plan
2. Conduct an inclusive public planning process
3. Identify current conditions, opportunities and constraints
4. Prepare alternative land uses
5. Study roadway and MARC Station access issues
6. Prepare urban design recommendations.



However, as part of the process, three underlying goals were identified at the heart of the *East Street Extension Phase I Area Plan*.

**First**, to define a vision for the area as an improved “city gateway” (i.e. a sense of arrival into Downtown Frederick).

**Second**, to direct balanced historic preservation and new construction through public investment and private sector redevelopment response.

**Third**, to identify strategic initiatives and implementation measures necessary to achieve the desired level of revitalization, especially those that strengthen downtown business and neighborhood quality of life.

Ultimately, the Plan’s mission is to direct, help market, and manage redevelopment sites concentrated in areas adjacent to and integrated with MARC station by providing a specific action plan for long-term, economic and sustainable city redevelopment.

Whereas development and transportation improvements in suburban locations are directly related to increased sprawl and congestion, the Plan’s revitalization program includes redevelopment of an area located along improved existing road, open space and public transportation systems. Coordinated and targeted public sector investments are required to induce private redevelopment and to maximize access to downtown area residents and commuters to transit, jobs, mixed use, and recreational opportunities.

Whereas previous master plans in the area have had limited success in

direct improvements and revitalization, the East Street Extension Phase I plan was prepared with a significant level of market economic review to ensure realistic development programming within a reasonable implementation period. The overall Plan provides an illustration of potential 10 to 15 year build-out strategy with a integrated diversity of uses, spaces and services, while assuming flexibility to react to market demands.

### Planning Process

The Area Plan is the result of an intensive and inclusive community-based planning process used to inventory, analyze, evaluate and provide recommendations related to location, transportation, access, land use, historic preservation, tourism, economic development, planning and urban design issues. Extensive research and discussions with business leaders, landowners, industry experts, and concerned citizens resulted in the comprehensive strategy to guide revitalization and reinvestment in the area, whilst respecting Frederick’s historic character.

The Plan recommendations and implementation strategy comprises of a comprehensive and coordinated land use, historic preservation, infrastructure, public transportation, and redevelopment strategy. Economic development strategies are, by necessity, integrated with a combination of public infrastructure improvements, policy guidance, recommended land use modifications, and the assessment and leveraged redevelopment of City-owned parcels. Historic preservation strategies need to be fiscally sound with appropriate historic architectural treatment.

This coordinated effort, at both local and state levels, is required to provide the degree of effort necessary to overcome the complex, interrelated economic, environmental, and quality-of-life issues that directly affect this district, City of Frederick residents as well as the entire region.

The East Street Phase I Area Plan recognizes that the area’s ability to successfully attract reinvestment can be defined by reinforcing its positive attributes (strengths rather than weaknesses) and the market considerations (opportunities and impediments) for those characteristics bear significant impacts on the.

The Plan is based on the premise that each element of the area’s existing economy and infrastructure can be built upon. While each of these ele-

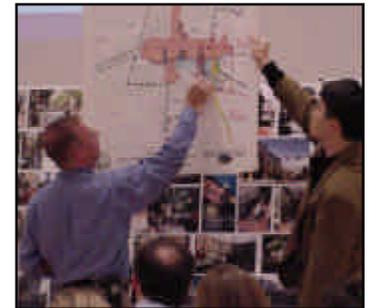


Figure 16 (left)  
MARC Rail Corridor

Figure 16 & 17  
Charrette  
Public Participation



Figure 19 &amp; 20

Charrette

Public Participation

Figure 21

Charrette

ments may be built upon, it is the successful integration into an overall strategy that will enable its revitalization by turning weaknesses into strengths and impediments into opportunities. The Plan seeks to weave each element into a comprehensive strategy that leverages their individual strengths.

## PUBLIC INVOLVEMENT

The Plan's ability to directly respond to community needs and engage participants is without question the essence of any planning effort. The Area Plan is the result of an intensive public participation planning process held between June and October 2001. The consultant team held a series of Focus Group Meetings with businesses, stakeholders, public agency representatives, and constituents, as part of a data reconnaissance and research phase of the project, to identify issues for review.

However, the most important effort in the East Street Area Plan's public planning process was using the "charrette" approach to problem solving. Held during four consecutive days at Frederick's Delaplaine Visual Arts Center, the "charrette" was an intensive workshop at which all those involved in decision making gathered together to collectively identify goals, major issues, define potential problems and constraints, brainstorm solutions, and then prepare on the spot plans, sketches and illustrations. Alternative concepts were available for instant analysis and critique by charrette participants at key stages of the event. The charrette participants included public officials, residents, business leaders, and representatives of all relevant organizations and agencies.

Numerous plans, diagrams, illustrations, perspectives, and drawings, together with an overall master plan were prepared during the charrette, and incorporated into a power point presentation. These presentations served to educate the general public at the start of the process and at the conclusion regarding the results of the plan process. Issues raised and comments provided by participants during the planning process have been evaluated and incorporated into the Area Plan, as appropriate to the overall plan.

In fact, well over 150 citizens, landowners, neighborhood representatives, public officials, employers, business leaders, and interested parties took part in shaping the plan during the charrette and plan process. As the Area Plan is a referring document that provides a framework for the area's

overall development, the continued participation, commitment, and additional comments can be used to further refine specific development proposals, future plans, and the City's strategies to implement the Plan.

## Plan Framework

As a basis of the master plan, specific issues and recommendations for the physical, historic and economic revitalization of the East Street Extension Phase I study area were identified during the plan development, and are described in Chapter 3, covering the following key topics:

1. City Gateway
  - a. Heritage Tourism / Visitor Center
2. Historic Preservation
3. Land Use
  - a. Residential
  - b. Retail
  - c. Office
  - d. Industrial
  - e. Hotel
4. Urban Design
  - a. Planning Framework
  - b. Pedestrian Connections
  - c. Architectural Character
5. Open Space
  - a. Carroll Creek Park
6. Transportation
  - a. MARC Station / Multimodal Center
  - b. Street Network
7. Parking
8. Infrastructure
  - a. Utilities
  - b. Stormwater Management
9. Development / Redevelopment Feasibility

## Chapter 2 Existing Condition

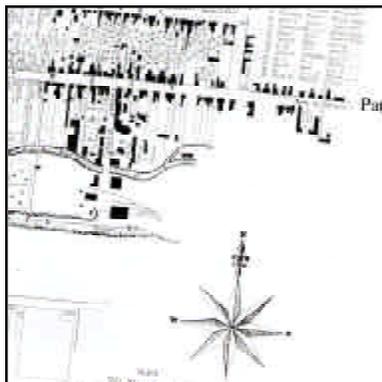
### Historical Significance

#### BRIEF HISTORY OF FREDERICK CITY

Frederick has evolved from a 1745 speculative land venture to the State of Maryland’s second largest city, an important center for commerce and industry, as well as serving as a convenient suburban community for Washington, D.C. and Baltimore commuters.

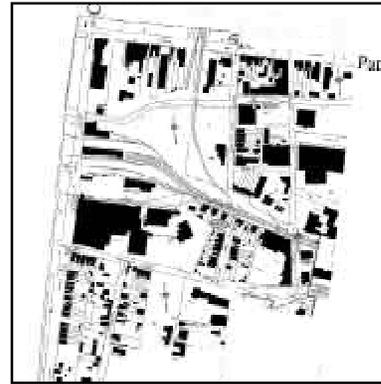
In 1741, Daniel Dulany bought 20,000 acres from Benjamin Tasker with plans to resell the land to German settlers. Using a portion of his extensive land holdings, Mr. Dulany created 340 lots along a grid plan. It was specified that when parcels were sold, buyers improve properties by erecting structures within a specific period. After three years, the town developed so successfully that Frederick Town became the county seat for the newly created Frederick County.

Due to Frederick’s strategic location at the crossroads of major Native American and early transportation routes, the City developed into a regional market center. A turnpike connecting Baltimore with the National Pike in Cumberland passed through the town along Patrick Street (the northern boundary of the Phase I study area). Frederick’s 1853 plan illustrates early development along the east-west Patrick Street; a north-south route linked nearby Gettysburg to Washington, D.C. In 1832, the Baltimore and Ohio Railroad made its home in Frederick at Carroll and All Saints Streets; the existing structure is located along the western boundary of the study area.



Into the early twentieth century, Frederick industry and commercial development

strengthened supporting a variety of industries due to cheap labor and access to major markets. Union Knitting Mill and Frederick News Post are several examples of industrial architecture that remain today as well as the Mountain City Grain & Seed Co. converted to the Delaplaine Center for Visual Arts and the B & O Freight Depot.



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As illustrated in the 1930 plan, Frederick continued to develop

and prosper. Rail freight and industry dominated the study area with some residential development occurring on major roads and a trolley system in operation for the preceding 30 years; rail traveled north/south along East Street crossing over Carroll Creek.

World War II began the changing of the face of Frederick with many small manufacturing plants sold or closed. The interstate road system, in 1958, enabled commuting to jobs in other cities, and suburban residential growth to continue in an unprecedented way.

In the late 1950’s, the great 100-year flood of Carroll Creek coinciding with the development of auto-oriented shopping malls contributed to the further decline downtown business. Subsequent flood control projects have alleviated future flood disasters, while affording the city a unique and significant open space in the downtown; Carroll Creek Park continues to be an important asset to the study area and the city.

Though the Phase I study area is poised for redevelopment, as noted in its physical form relative to the adjacent Downtown area, the challenges ahead will be the exact type and manner development will occur. The study area and Downtown context, in fact, offer significant clues with its great neighborhood streets, and preservation of history and culture. The dramatic cross-section of uses, history, and architecture demonstrate Frederick’s richness of texture, charm and strength.

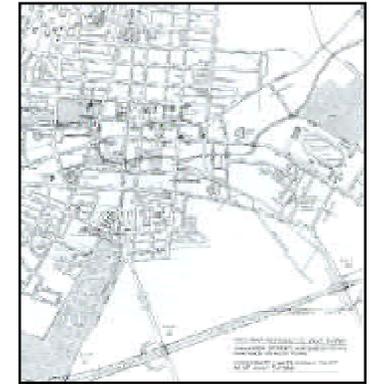
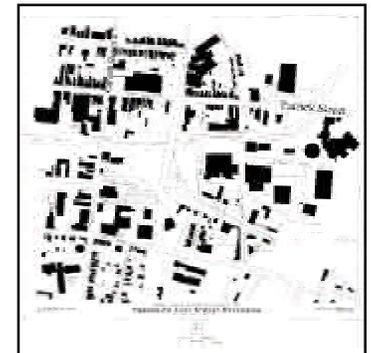


Figure 22 (lower left)  
1853 Frederick Plan

Figure 22 (top left)  
1930 Frederick Plan

Figure 23 (top right)  
1960 Frederick Plan

Figure 24 (lower right)  
2001 Frederick Plan



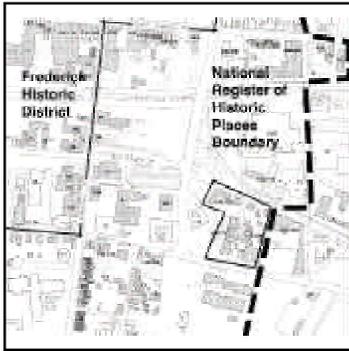


Figure 26 (top)

Frederick Historic Districts

Figure 27 &amp; 28

Carroll & All Saints Street - Historic Photos

Courtesy - Historical Society of Frederick, Maryland



## HISTORIC PRESERVATION ASSESSMENT

The Frederick East Street Corridor Study Area lies within the boundaries of the Frederick Historic District listed on the National Register of Historic Places. A portion of the Study Area is within the boundaries of the locally designated historic district and subject to the Frederick Historic District Commission's design review. The only Memorandum of Agreement (MOA) treating the area is the 1998 MOA between the Federal Highway Administration and the Maryland State Historic Preservation Officer pursuant to the East Street Extended Project. The historic resources within the Study Area offer an unparalleled opportunity to use federal and state tax credits to revitalize this gateway.

### Historic Status of Study Area

The Frederick East Street Corridor Study Area is entirely within the boundaries of the 1987 National Register Frederick Historic District. Most of the street frontage of the Study Area lies within the jurisdiction of the Frederick Historic District Commission (FHDC). The broadly drawn National Register Historic District, an expansion of the 1973 Frederick Historic District, includes "all of those sections of Frederick which have concentration of historic properties with integrity that record the growth and development of the town." The period of significance of this historic district extends from the late 18th century to 1941. This historic district is characterized by the diversity of its architecture and the cohesiveness that embraces this diversity to unify it as a district. The historic district encompasses buildings of differing architectural style, date, type, and size. This variety produces a richness of texture that is one of Frederick's particular charms.

The National Register Nomination for the expanded district specifically mentions the vernacular industrial buildings on the east side of the district. Convenient access to railroads coupled with the availability of larger parcels of land fueled development in this part of town. The Study Area relates closely to the transportation routes that fueled Frederick's development as a regional market center. Patrick Street was the Baltimore Road, connecting with the National Road in Cumberland. The B&O freight station was situated in the southeast part of town. The Nomination also specifically mentions the 1889 Union Knitting Mills Building at 340 East Patrick Street.

However, not all buildings within the historic district are considered historic. The National Register distinguishes between contributing and non-contributing buildings. For example, the William Donald Schaefer Building is a non-contributing building because it was constructed after 1941, the end date for the period of significance of the district. The 1987 National Register Nomination for the Frederick Historic District contains a map that sets forth contributing and non-contributing buildings within the district at the time the nomination was prepared. Most of the buildings in the Study Area contribute to the significance of the historic district. Exceptions include McCutcheon's (11 and 13 Wisner Street), buildings along South Street (103, 105, and 181 South Street), and 300-02 E. Patrick Street. All of these buildings appear to postdate 1941, the end date for the period of significance of the district.

### Implications of National Register Status of Study Area

Substantial rehabilitations of contributing buildings within the 1987 National Register Frederick Historic District are eligible for both federal and state tax credits. The federal tax credit is available for income producing property only. The Maryland tax credit is available for both income producing property and to homeowners. Recent changes in the Maryland tax credit provide that individual and non-profit organizations can receive the cash equivalent of the state credit if the credit exceeds their liability for state tax.

Federal and state regulations require that federal and state undertakings within the Study Area take the historic character of the district into account. Projects conducted by the government or that involve government funds or require government permitting are generally considered undertakings. The process by which this takes place is commonly known as "Section 106" after the section of the National Historic Preservation Act that authorized it. Maryland follows a similar process in its implementation of Article 83B Section 5-617 and 5-618. Section 106 does not prevent projects from taking place. It insures careful consideration of the impact government projects can have on historic resources. If there are adverse impacts, Section 106 provides a process for bringing interested parties together to mitigate those impacts.

**Previous Reviews Relating to Study Area**

Inquiry to the Maryland Historical Trust and the City of Frederick Planning Department uncovered only one Memorandum of Agreement (MOA) relating to the Study Area. In 1998 the Federal Highway Administration (FHA) and the Maryland State Historic Preservation Office (SHPO) executed an MOA pursuant to the East Street Extended Project with the Frederick Historic District Commission (HDC) and the Maryland State Highway Administration (SHA) concurring. Because the East Street Extension project would have an adverse effect on the Frederick Historic District, the organizations signing the MOA agreed to the following measures that would mitigate this effect:

- Documentation of the Frederick Brick Works Barn prior to demolition
- Development of a program of interpretation of the Frederick Brick Works.
- MD SHPO design review of sections of the project within the National Register Historic District.
- HDC review of bridge and pedestrian ramps.

**Opportunities Assessment**

**I. ECONOMIC & DEMOGRAPHIC OVERVIEW**

Frederick is part of the Washington-Baltimore consolidated metropolitan area, now the fourth-largest metro in the United States. The city is strategically located as an “exurban” location within easy driving distance of both Washington and Baltimore, via Interstates 270 and 70, respectively. Frederick is also the final hub on the I-270 technology corridor, which has attracted biotech and other companies thanks to proximity to the National Institutes of Health and other major Government institutions.

Frederick has long been an attractive community, a well-maintained historic town with a diverse economy, nestled in the gently rolling hills of central Maryland. In the past 20 years, Frederick has also become an extremely attractive location for residents locked out of escalating housing markets in areas further south in Montgomery County and along the I-270 Corridor. A high quality of life coupled with a relatively low cost of living, are key ingredients responsible for the Frederick area’s exponential growth during the last several decades.

Most of this growth has occurred in Frederick’s suburban fringe, with the downtown relatively stable against the image of sprawl emerging in the county. As the County begins to control development in suburban areas and the State encourages Smart Growth initiatives, downtown Frederick has begun to attract increasing attention for redevelopment and new construction. Supporting this trend is the increased interest among people in Frederick and nationwide in downtown “live, work, play” environments. The key is to attract people to the study area while building on the inherent strengths of an urban market.

**Regional Demographic Trends and Forecasts**

The Frederick area has grown rapidly since the 1970s. This trend accelerated during the 1990’s, leading the County to look towards more control on growth. Between 1990 and 2000, Frederick County’s population increased by almost one-third. Interestingly, the rate of growth was fairly equal between the City of Frederick and the County.

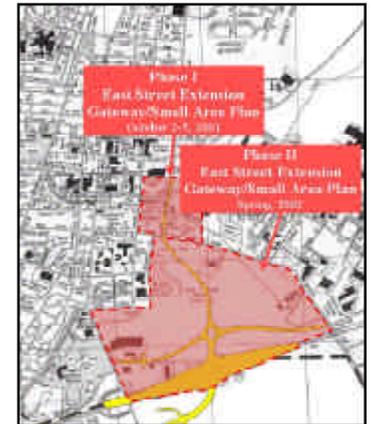


Figure 29

East Street Extension  
Phase I & Phase II Schedule

**Table 1. POPULATION TRENDS, FREDERICK REGION, 1990-2000**

Jurisdiction	1990	2000	1990-2000 Change	
			Number	Percent
Frederick County	150,208	195,277	45,069	30%
Frederick City	40,148	52,767	12,619	31%
Montgomery County	757,027	873,341	116,314	15%
Carroll County	123,372	150,897	27,525	22%
<b>TOTAL</b>	<b>1,030,607</b>	<b>1,219,515</b>	<b>188,908</b>	<b>18%</b>

Source: U.S. Bureau of the Census and Randall Gross / Development Economics.

Frederick County’s population growth out-paced that of neighboring Montgomery and Carroll counties, which expanded by 15% and 22%, respectively. Even with a lower rate of growth, Montgomery County still added almost 120,000 people during the 1990’s. Growth in Montgomery County has had a spillover effect on Frederick County, the next jurisdiction further out on the I-270 Corridor. Increased prices resulting from growth in Montgomery County have led directly to increased demand for lower-cost housing in Frederick and Frederick County.

*Commutation*

Frederick County is part of the Washington-Baltimore metropolitan area because of its role in the regional commutershed. More than 40% of Frederick County residents commute outside of the county to work in neighboring jurisdictions. More than one-half of those commute along I-270, 355, and other roads into Montgomery County on the suburban fringe of Washington. Another 14% work downtown in Washington or Baltimore, or in other suburban counties. The new MARC Station under development within the East Street Corridor will also serve these commuters. Commutation patterns are summarized in Table 2, below.

**Table 2. COMMUTATION PATTERNS, FREDERICK COUNTY**

Destination	Number	Share
Frederick County	48,654	60%
<u>Other Areas</u>	32,196	40%
Montgomery Cty	18,887	23%
Baltimore/MD	2,973	4%
Northern VA	2,816	3%
Washington DC	2,619	3%
Carroll County	1,688	2%
Washington Cty	1,190	1%
Howard County	890	1%
PA/WV/Other	1,133	1%
Total	80,850	100%

Sources: Maryland Office of Planning and Randall Gross / Development Economics.

In 1990, more than 10% of Frederick’s downtown residents traveled more than one hour each way to work. This share has no doubt increased since that time. Also in 1990, about one in four of Frederick’s downtown residents traveled under 10 minutes to work. A fair percentage of residents took public transport (4.5%, or 135 people) or walked (14.4%, 430 people).

*Demographic Forecasts*

The county’s rate of growth is expected to slow during the next five years, from an average of almost 3% annually during the 1990’s to less than 2% per year through 2006. Still, Frederick County will outpace Montgomery County’s growth. Overall, Frederick County is expected to add about 17,000 residents and 7,000 households by 2006.

**Table 3. FREDERICK REGION DEMOGRAPHIC FORECASTS, 2001-2006**

Area	2001	2006	2001-2006 Change	
			Number	Percent
<u>Frederick County</u>				
Population	198,662	215,263	16,601	8%
Households	71,973	79,002	7,029	10%
<u>Montgomery County</u>				
Population	875,769	916,860	41,091	5%
Households	330,092	346,610	16,518	5%

Sources: Claritas, Inc.; and Randall Gross / Development Economics

*Urban Demographics*

The study area is located adjacent to the downtown core of the City of Frederick. As such, its opportunities are defined based on demographic potential and consumer preferences appropriate for an urban market. In general, the City’s 52,800 residents are less affluent than their suburban counterparts. City residents are generally older (12% are over age 65) and fewer are college educated (only 24% of adults have a college education).

These characteristics are more pronounced in the city’s urban core, the Downtown area. This area is generally defined here as that area bounded by 7<sup>th</sup> Street on the north, Madison Street on the south, Bentz or Elm streets on the west, and Wisner Street on the east. Demographic trends within this area are summarized below.

**Table 4. FREDERICK URBAN DEMOGRAPHIC TRENDS AND FORECASTS**

Factor	1990	2001	2006
Population	5,762	5,537	5,418
Age 25-44	N/A	1,839	N/A
Households	2,530	2,479	2,441
Housing Units	2,809	2,794	2,751
Ave HH Income	\$ 38,399	\$ 40,617	\$41,705
Under \$20,000		34%	
Over \$75,000		12%	

Sources: U.S. Bureau of the Census; Claritas, Inc., & Randall Gross / Development Economics

The population within the downtown area is relatively small, at about 5,500 or only 10% of the city as a whole (and only 2.8% of the county). However, downtown living is only now coming back into vogue in many cities across the country. So, it is not unusual for downtown to represent a very small share of the population.

Seniors represent more than 15% of the downtown population, while the core working population represents about 33%. The downtown area's population has been declining, with a loss of about 225 since 1990. This trend is expected to continue, although at a slower pace. Forecasts do not account for any major new initiatives that would reverse this trend.

The number of households downtown is forecasted to remain relatively stable, primarily because of the continuing decreases in household size (meaning the number of households increases faster than population). There are about 2,500 housing units in the downtown area. Vacant units account for the difference between households and housing units.

The most striking difference between the downtown and outlying areas is the income differential. Despite that fact that there are a number of higher-income households downtown, overall incomes reflect a large number of low-income households. More than one-third of downtown households have incomes of less than \$20,000 per year, versus 12% with household incomes over \$75,000.

In 2001, it is estimated that household incomes average \$41,000. Incomes are 87% higher in the county, where they average \$75,800. Montgomery County household incomes are now over \$100,000, or 32% higher than in Frederick County (or 144% higher than in Downtown Frederick).

### *Economic Context & Trends*

Even though a large share of Frederick residents commutes out of county to work, Frederick has a very diverse, healthy and growing economy. As an "exurb" of both Washington and Baltimore, Frederick has benefited from the outward movement of jobs and people into less congested portions of the metropolitan region. As part of the 4<sup>th</sup> largest Metro in the country, Frederick receives more attention from large companies

than do many nearby, similarly sized communities (such as York, Pennsylvania).

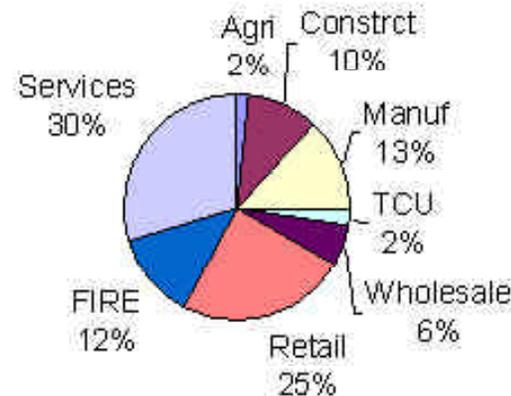
### *Economic Base*

Diversity is perhaps Frederick's greatest economic strength. While Government employs the largest number of people, private industry is well distributed between all other sectors.

Like most of the country, the Frederick economy is most heavily weighted towards the service industries (almost 30% of jobs) and also has a large concentration of retail activity (25%). Lodging & foodservices account for over one-third of service activity (and almost 10% of all jobs), followed by professional & technical services, healthcare, administrative support, and other services.

The area also has a large and growing manufacturing base (13%), and healthy construction (10%) and wholesale (6%) industries. About 12% of private sector jobs are in finance, with a large concentration in the insurance companies headquartered there. Agriculture still plays a role in the area's economy.

### **Frederick Economy**



Source: US Bureau of the Census

Figure 30  
Frederick Economic Base  
Pie Chart

Frederick City represents about 64% of the county’s at-place employment base. However, the city has higher concentrations of the area’s jobs in professional & technical services (82%), health care (75%), and wholesale & retail trade (73%). Manufacturing, construction, education, administration, and agriculture jobs are primarily located outside of the city limits.

In Downtown Frederick, most jobs are in retail trade, professional services, administration, and government. About 75% of employees work in private firms, while 8% work in Federal Government, 10% in State & Local Government, and 7% are self-employed.

*Employment Trends*

Employment within Frederick County increased by more than 20% between 1992 and 1997, adding more than 11,000 jobs.

**Table 5. AT-PLACE EMPLOYMENT TRENDS BY INDUSTRY SECTOR, FREDERICK COUNTY, 1992-1997**

Industry Sector	1992	1997	1992-1997 Change	
			Number	Percent
Agriculture/Mining	973	1,015	42	4%
Construction	5,026	6,736	1,710	34%
Manufacturing	6,488	8,551	2,063	32%
Transp. Comm, Utilities	1,383	1,433	50	4%
Wholesale Trade	2,596	3,620	1,024	39%
Retail Trade	12,804	15,830	3,026	24%
Finance, Ins, Real Estate	8,623	7,876	(747)	-9%
Services	15,092	19,165	4,073	27%
<b>Total</b>	<b>52,985</b>	<b>64,226</b>	<b>11,241</b>	<b>21%</b>

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics.

Employment in all but three of the county’s eight primary industries expanded by more than 20%. Even then, employment in agriculture and transportation/communication/utilities increased during the period. Only in finance, insurance, & real estate (FIRE) industries was there a decline, primarily as a result of changes in the operations at several large insurance companies.

*Resident Labor Force*

Frederick County residents are primarily employed in professional & technical services, retail trade, construction, and manufacturing. Again,

many commute out of county for their work. The county had an unemployment rate of 2.7% in June 2001, out of a total labor force of 107,472. This compares favorably to the overall unemployment rate of 2.9% in the Washington Metro Region and 4.0% in Maryland as a whole. However, unemployment has been increasing nationally and locally in recent months.

*Major Employers*

Frederick’s largest individual employers fall into five basic categories: (A list of the largest individual employers is included in the Appendix.

*Public Sector:* Government, Military & Education

*Headquarters Offices:* Engineering, Insurance, & Financial Services

*Operations & Service Centers and Distribution*

*Manufacturing:* Metals, Bldg Products, Biotech, Solar cells, Equipment

*Other:* Telecomm, Health Care, Construction, Printing & Publishing

*Development Policy Goals & Proposals*

All indications are that State and local policies are focusing on growth management, which will have a positive impact on Downtown Frederick. The State’s Smart Balanced Growth Initiative aims to focus infrastructure financing on projects in already developed areas such as inner cities. In the meantime, Frederick County has reduced development capacity in outlying suburban areas, increasing the demand for urban land. The City’s East Street Extension and MARC train commuter station will clearly benefit downtown development prospects by increasing both highway and commuter rail access.

The County has focused on economic development goals relating to advanced technologies, biotech, business retention, and transportation improvements. The City wishes to balance business and residential development in securing its fiscal and financial health. The City’s goals for downtown relate to better coordination and strategic planning to take advantage of the downtown strengths in tourism, specialty retail, office, culture, entertainment, and urban housing. In conjunction with this goal, the City wishes to promote downtown Frederick as a “live, work, and play” environment.

The 1991 Carroll Creek Master Plan envisioned a creekside park that

would provide “unique opportunities for commercial, residential, cultural, and recreational development, enhancing the quality of life for the entire Frederick community...” In 1995-6, ZHA, Inc. prepared a Technical Memorandum on the development feasibility of 8 city-owned sites (Sites A-H) and recommended that development of such property should “broaden the market” and “enhance Frederick’s position as an employment center as well as a prime destination for shopping and leisure activities.”

The ZHA development program called for the following mix:

<i>Office</i>	250,000sf or 130,000sf / 180-room hotel/conference
<i>Retail</i>	4,000sf eating/drinking, 7,000 sf luxury inn
<i>Lodging</i>	80 rooms (59,000 sf)
<i>Entertainment</i>	6-screen movie theatre
<i>Residential</i>	60 townhouse/condos (90,000sf)
<i>Festival grounds</i>	
<i>Parking garage</i>	

Program implementation was envisioned to result in the creation of 1,500 new jobs in Downtown Frederick, most of which would be in office, restaurants & entertainment, and lodging. Since that time, the City’s ½-acre Site A (Carroll Creek Plaza) has been sold for a proposed office project. The 1.4-acre Site H (General Tire-Study Area) is under contract, with additional office space proposed.

During 2000, the City of Frederick issued a request for proposals (RFP) for development of two additional downtown sites – B (Carroll Creek Deck) and C (Optimist Site – adjacent to the Study Area). However, the City received only one response, from One World LLC (Main Street Development). This proposal was nevertheless selected based on a development program as follows:

Site B:	40,176 sf Retail / Office
Site C:	110,044 sf Multi-family (105 units–rental & own)
	25,833 sf Retail / Multi-family (rental)
	22,548 sf public conference center / office

While the program meets the City’s requirements for a well-designed mixed-use development, it has not been market-tested. Aside from other concerns, the City has identified several market issues, namely the mix

of for-sale and rental units in a single building and assumptions regarding retail rents and occupancies. Further analysis would need to be done to refine the proposed development program for this project.

## II. SITE & MARKETABILITY ASSESSMENT

A site assessment was conducted for the East Street Extension Phase I Study Area to examine its existing site and economic context and determine its general marketability for various uses. Further analysis will be conducted once the City provides information on the individual properties.

### Location and Access

The Study Area comprises that area of Downtown Frederick on both sides of Carroll Creek bounded by Carroll Street (west), East Patrick Street (north), Wisner Street (east), and East South Street (south). Most of the area lies on the opposite side of Carroll Creek from the main part of downtown. However, the area is easily accessible to the rest of downtown via Carroll and the new East Street Extension.

Currently, the area is accessible to I-70 and points east, west and south, via South Street, two blocks to Market Street / Maryland 355. Alternatively, one can travel via Buckeystown Pike (Route 85) to I-270 towards Montgomery County. Market Street also connects to points north and South Street connects to points west. South Street also connects with I-70 about 1.5 miles east of Frederick, but only for exiting traffic.

The proposed East Street Extension is meant to improve access to I-70 / I-270 / 355 and help commuters avoid congestion on existing routes. More importantly, the extension will increase direct access to downtown via the study area and will allow the City to create a more prominent and attractive gateway. The extension is projected to bring approximately 23,000 vehicles per day through the area.

The new MARC terminal under construction in the center of the study area will provide downtown commuters with direct access through to Point-of-Rocks and then into suburban Washington. Perhaps equally important, the new service will increase rail access for Washington-area visitors and tourists to downtown Frederick. This route is somewhat long and cumbersome, with a total travel time in the range of one to 1.5 hours.



Figure 31 (top)  
East Street Extension Phase I Area  
2000 Aerial Photo

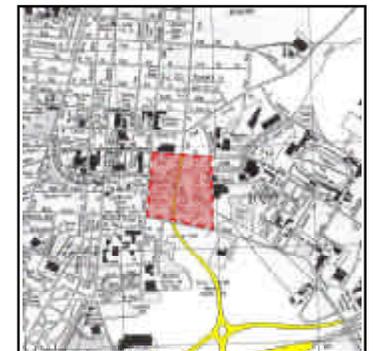


Figure 32  
Phase I Area Vicinity Map

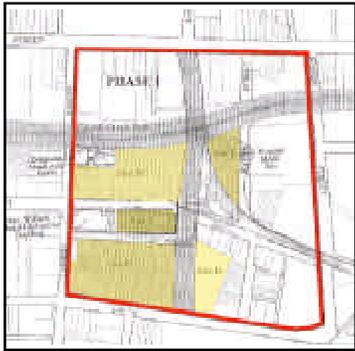


Figure 33 (top left)  
Study Area Boundaries

Figure 34 (right)  
East Street Extension Phase I Area  
Existing Land Use

Ideally, this access would be through a more direct route, which would increase potential impacts on downtown substantially.

### Physical Context, Zoning and Land Uses

#### Zoning

The study area is primarily zoned Downtown Commercial/Residential (DB), with an area bounded by Carroll Creek, Wisner Street, B&O Avenue and Water Street zoned Limited Employment (M-1); and an area generally bounded within B&O Avenue, Wisner Street, East South Street, and East Street zoned Downtown Residential (DR); the limits of the DR zone conform to the Frederick Historic District boundaries.

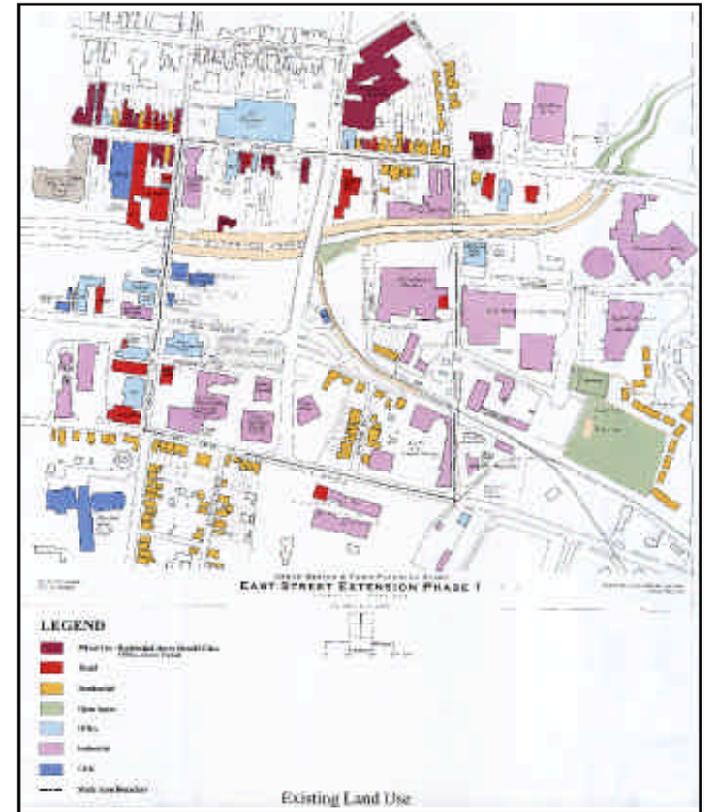
#### Future Land Use

The study area is primarily planned for Central Business District, Conservation, Limited Industrial/Trades, and Downtown Residential.

#### Current Land Use

The 40-acre Study Area is characterized by former and current industrial uses that dominate this part of the city. However, its location at the nexus of very different zones and neighborhoods has resulted in a very diverse mix of industrial, housing, commercial office, retail, cultural, government, utility, transportation/parking, and vacant uses. The north and west edges along Carroll Street and Patrick Street form defined edges to downtown with a fine-grained mix of office and residential over retail and interspersed office and retail uses. The eastern and southern edges have industry, flex office, and residential uses adjacent to the other clearly demonstrating the area's industrial history.

**Industrial.** To the east of the study area are urban industrial areas dominated by buildings occupied by STA/Frederick Manufacturing. That company occupies at least three buildings in the area, with a new 40,000 square-foot industrial building completing construction. Also in this industrial area are WW Poultry, the Farmers' Cooperative Association, Frederick County Head Start, Willard, and the TVA Model Site Demonstration (the TVA's national fertilizer environmental research center). Just south and east of the study area are utility uses and a Bell Atlantic operations building. South is the Frederick Brick Works, a large potential redevelopment site along the Extension with exposure on I-70.



Within the Study Area are a number of older brick industrial buildings, some of which would appear to have historic value. A large vacant industrial building is located at the corner of South and Wisner and occupies perhaps one-eighth of the developable portion of the Study Area. Across the MARC tracks from this building along B&O Avenue is construction company CHS, Inc. Many of the original industrial uses in the area may have been attracted by access to the B&O rail line (now MARC).

Behind CHS is a construction lot backing up to Sagner Avenue and across from the McCutcheon Apple Products company. McCutcheon's building occupies most of the block bounded by Carroll Creek, Wisner,

Sagner, and Water Street, with loading onto Wisner. Shumaker Roofing Company also occupies part of that block.

The south side of the Study Area is also lined with former and existing industrial or industrial service uses. Frederick Motor Sports, near Water Street, is a repair and service business for Subaru and other imported cars. A building formerly occupied by a feed & grain business is currently vacant but may be redeveloped by its new owner. The building faces onto the East Street Extension along South Street.

Most of the block bounded by Carroll, South, East Street, and Commerce Street includes older industrial buildings, some of which are currently occupied by companies such as Alpha Signs and the Frederick Non-Profit Building Supply.

**Housing.** The Study Area is proximate to residential neighborhoods to the southwest, especially along South Street. Row-houses are located directly across South Street from the Study Area's industrial buildings. Within the Study Area, there are several concentrations of housing, primarily on the eastern side along Water Street and the B&O/MARC rail tracks. There are approximately 22 row-houses along Water Street and about 10 units along B&O Avenue (across the B&O tracks from CHS). Some of the rail-side units appear to have historic value. Several appear to be vacant. There are also six row houses of poor quality and maintenance on the north side of the B&O tracks on B&O Avenue, across Water Street from the new MARC station. These units straddle some vacant and underutilized parcels. Altogether, there appear to be about 30 to 35 occupied housing units in the Study Area.

In general, the housing in the Study Area varies from fair to poor in their current condition. However, there appear to be a great variety of families and individuals who occupy well-maintained units.

**Office & Government Uses.** Most of the commercial uses in this area are located along Carroll Street and across the creek in the Downtown core. Loft office space is available in a rehabbed historic building on Carroll Street. There is also a 3-story office building at Carroll and All Saint. Offices are located at 47 South Carroll and in adjoining buildings. The Frederick News Post has its offices and publishing center on Carroll Street, across the creek from the Study Area.

Maryland State Social Services offices are located in the Governor William Donald Schaefer Building on Carroll Street, within the Study Area. Also located in the Study Area is the National Park Service Historic Preservation Training Center.

**Retail.** There are a number of retail uses, including many antique stores, located across the creek along Carroll Street and downtown. Ideal Garage Antiques is located on Carroll just across the creek. There are only few retail uses on the south side of the creek along Carroll, including Primitive World Antiques, at South Street. An elevated walking bridge connects Cannon Hill Antiques, located in a stone building on Carroll, to The Mudd Puddle Coffee Café and Bug Yoga, located in a converted mill building in the Study Area. The Bean Factory is also adjacent to these businesses.

**Cultural and Other.** Also along Carroll Street is the Delaplaine Visual Arts Center, located on the south side of the creek within the Study Area at Site D. The remainder of Site D is occupied by a surface parking lot, except for a small historic train station building. The new MARC station is located in the center of the area, adjacent to the East Street extension and across from the surface parking lot.

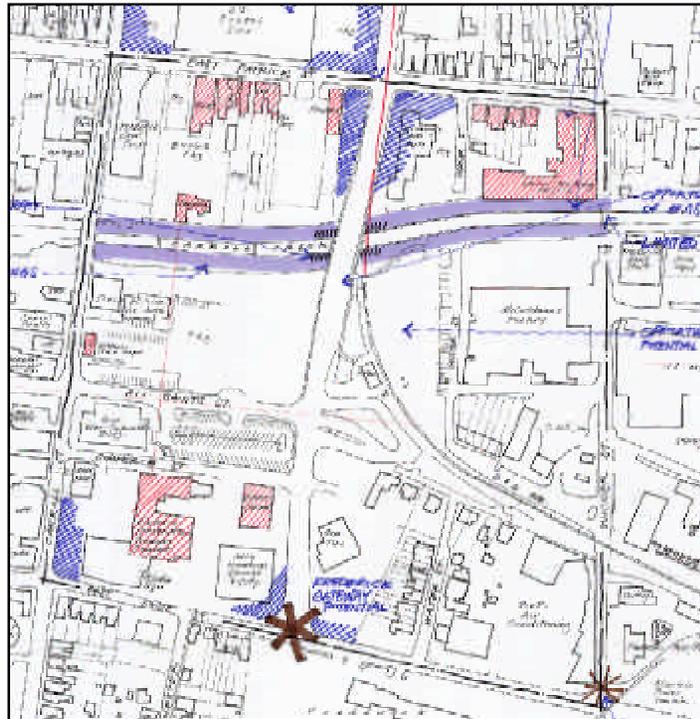
### *Overall Image & Marketability*

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The area is generally characterized as industrial on most of its eastern and southern edges. Only along Carroll Street does the study area exhibit any continuity and compatibility with the Downtown business district. Poor-quality housing interspersed with rail lines and older, vacant industrial areas presents a very haphazard, unordered image. Local street patterns and access within the Study Area are poor, leading to the impression that certain areas are "off limits" or otherwise hidden from public view. Older, vacant industrial buildings suggest poor economic conditions.

At the same time, many of the area's physical characteristics are also important potential assets. The vacant industrial buildings hold opportunities for re-use and redevelopment. The extension of East Street presents a completely fresh, new entrance and gateway into downtown from this area. Existing commercial uses along Carroll Street suggest the logical continuation of downtown businesses across Carroll Creek and into the study area. The new MARC station and multi-modal facilities will provide a dramatic new focal point for the area.

Figure 35  
East Street Extension Phase I Area  
Opportunities Assessment



The marketability of this area for all uses will no doubt increase with the extension of East Street all the way to Interstate 70. This Opportunities Assessment assumes that this extension will occur in the mid-term and will have a positive impact on access and visibility for the area. Increased access can benefit the potential for all uses (market and non-market) in this area.

### III. DEVELOPMENT OPPORTUNITIES

#### (A) Residential

Frederick is a 250-year-old city with a significant base of historic residential townhouses and similar properties. Much of this property is protected in historic districts. In addition, there has been rapid development

of new areas both with the city limits and in suburban portions of Frederick County. However, a shift in public policy has reduced the number of available residential development lots in Frederick County’s suburban areas. This has resulted in increased interest among developers for property in urban and already developed portions of the city.

#### Construction Trends

Frederick and Frederick County have experienced rapid residential construction during the past several decades and into the 21<sup>st</sup> century. During the past five years, almost 12,500 residential units have been constructed in the county, for an average of about 2,240 per year. Almost 91% of this construction has been in single family dwellings, including both detached and attached units. Frederick has seen the addition of significant numbers of townhouses.

As shown in Table 6, City of Frederick accounted for about 29% of all residential units permitted during the past five years, which is slightly higher than its share of the county’s total population. Part of that growth has come as a result of the city’s expansion.

Table 6. RESIDENTIAL BUILDING PERMIT TRENDS, FREDERICK, 1996-2001

Factor	Frederick	Other Cty	Total
<u>Single Family</u>			
Total	2,891	8,439	11,330
Ave per Year	518	1,511	2,029
Share	26%	74%	100%
<u>Multi-Family</u>			
Total	694	471	1,165
Ave per Year	124	84	209
Share	60%	40%	100%
<u>All Buildings</u>			
Total	3,585	8,910	12,495
Ave per Year	642	1,596	2,238
Share	29%	71%	100%

Sources: U.S. Bureau of the Census and Randall Gross Development Economics.

The city accounts for a much higher share of the county’s multi-family housing construction, with over 60% of the total permits since 1996. This has resulted in development of about 125 multi-family units per year in the city. Even in the city however, most residential growth has been in single family, with about 520 units single-family units permitted per year or four times as many multi-family units.

*Housing Stock & Occupancy*

The City of Frederick added about 5,200 households between 1990 and 2000, and about 5,500 housing units during that same period. Vacancy rates among owner-occupied units increased slightly during the period, from 1.6% to 2.7%. However, rental vacancies declined from 6.0% to 5.3%. Both vacancy rates are relatively low and would be considered healthy for a small city housing market.

**Table 7. HOUSING & HOUSEHOLD TRENDS, FREDERICK CITY, 1990 and 2000**

Factor	1990	2000
Households	15,671	20,891
Persons Per HH	2.45	2.42
Housing Units	16,611	22,106
Tenure		
Owner	45%	56%
Rental	55%	44%
Vacancy rate		
Owner	1.6%	2.7%
Rental	6.0%	5.3%
Type of Dwelling		
Detached SF	5,271	
Attached SF	4,375	
2-4 Units	1,604	
Multi-family	5,221	
Median Value	\$ 113,400	
Median Rent	\$ 517	

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics.

About 68% of City of Frederick’s housing stock is in single-family dwellings. While Frederick is a fairly densely-developed community, about 32% of the city’s stock is in detached 1-family units. Another 26% are in attached (townhouse or rowhouse) 1-family units. There are about 1,600 2-4 family units, representing almost 10% of the housing stock. The remaining 31% are in multi-family units, primarily suburban-style garden apartment complexes in “suburban” neighborhoods within the city.

*Housing Tenure*

The tenure of Frederick’s housing (owner versus rental) completely reversed during this recent ten-year period, with homeownership increasing from 45% to 56% by 2000. Though a positive sign for the city where investment confidence seems to have increased, homeownership rates are still lower than compared to other parts of Maryland.

*Large “Pipeline” Projects*

In 1999, there were more than 20 residential projects planned in the city, totaling 11,600 units. Of these, about 44% were in single family-detached, 41% single-family-attached, and 39% in multi-family units. Among the larger projects were Whittier (1,590 units), Wormans Mill (1,497), Taskers Chance (905), Overlook (737), Hargget (696), Valley Ranch (686), and Dearbought (685). Most of these had a mix of singles, towns, and, multi-family. Among the larger multi-family projects were Whittier, Wormans Mill, and Ballenger Creek (300).

*Downtown Housing Supply*

The Downtown Frederick market has an extremely limited supply, with very little new product added in recent years. That is about to change, with the proposed addition of townhouses at two sites and apartment units in the old Francis Scott Key Hotel (formerly Homewood). Additional units are planned as part of the redevelopment of Sites B and C as described in Section I of this report. The study area is located adjacent to residential neighborhoods and includes about 30 occupied residential units.

**Existing Stock.** Downtown has about 3.5% of the county’s housing market. Even downtown, the housing mix is oriented towards single-fam-

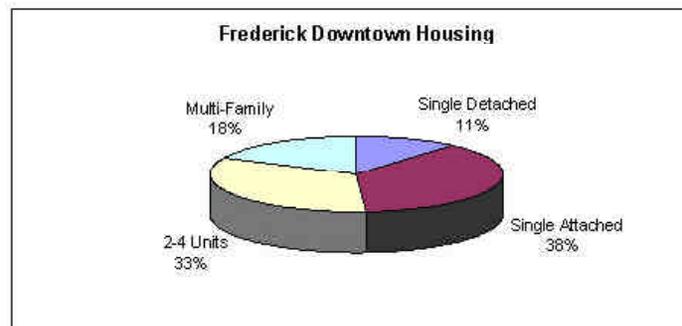


Figure 36  
Frederick Downtown Housing  
Pie Chart

ily housing, although the largest share is in attached units. About 38% of downtown housing is in townhouses or rowhouses.

About one-third of the units are in 2, 3, and 4-unit buildings. Another 18% are in multi-family and 11% in single-family detached dwellings.

#### *Rental Markets*

New Home Marketing conducted research in support of Struever Brothers, Eccles & Rouse's (SBE&R) redevelopment of the FSK Hotel for rental apartments. The research identified two rental sub-markets in the City of Frederick – a northern sub-market serving employees at Fort Detrick and points further north on Route 15, and a southern sub-market in the Route 40 Corridor serving employees at area business parks and in the I-270 Corridor.

The New Home Marketing research found that Frederick rents ranged from \$550 to \$1,100 per month for one and two bedrooms. In the southern market, the market research found average rents of \$0.97 per square foot, but higher asking rents at new projects like The Reserve at Ballenger Creek. Northern sub-market rents averaged \$0.89 per square foot, but asking rents were higher at new projects like Baker Place @ The Manor and Crystal Park.

RDGE has identified several small, new downtown rental projects, including a 3-unit building at 28 East Patrick Street in January 2001. Units in that building range in price from \$900 to \$1,350 per month, for one and two-bedrooms, respectively. Another building next door at 26 East Patrick opened in June 2001 with about 10 two-bedroom units in the \$1,000 range. The lease-up of these small projects is an indication of the increasing strength of the downtown rental market.

**Proposed Project.** The SBE&R project at West Patrick and Court Streets is proposed to have 47 market-rate units in the currently vacant building. The project is targeting the following apartment market segments:

- Self-employed
- Retail
- Legal/Finance/Insurance Professionals
- Office Professionals
- Government
- Other (singles, empty nest, retired)

They are especially targeting those individuals who already have an association with downtown Frederick: They work, socialize, or live in immediate area and want a more urban lifestyle. New development like the library and other assets are seen as having a very positive effect on downtown's livability. The consultant determined that out-bound commuters are unlikely to choose a downtown location.

There is very little competition for this project, with only the several small, new rental projects constructed this year, plus individually-owned apartments. The SBE&R project is likely to target rents in the \$725 to \$1,100 range, or \$0.92 to \$1.04 per square foot for one and two bedrooms. Construction is beginning and an opening is tentatively scheduled for Fall 2002.

#### *Study Area Rental Housing Opportunities*

Increasing interest in urban living, growing overall population base, and limited supply are all factors supporting the SFK and other new downtown rental projects. The New Home market research dismissed the notion of a commuter base for downtown housing, but that research did not include surveys that may have identified more interest with the addition of the MARC station.

Older industrial buildings in the Study Area could be potentially very attractive if converted for loft-style apartments targeting a higher-end consumer than those envisioned in the Francis Scott Key project. Given that the FSK project would include one and two bedrooms in the 700 to 1,200 square-foot range, there may be opportunities to capture the higher-end niche market attracted to larger and loftier spaces. Depending on the building purchase and renovation costs, it could very well be that the East Street buildings could offer these larger apartments at similar, or only slightly higher prices.

It is not in the City's best interests to encourage competition to Struever Brothers, especially since the FSK project provides an important anchor for further redevelopment. However, it is important to build on FSK and the smaller projects by offering products that appeal to a different market niche. In that way, projects would complement, rather than compete with one another and increase the overall "buzz" in support of downtown housing.

The market would be thinner for higher-priced rental units. However, it

is likely that large, moderately-priced industrial loft spaces could attract demand for 25 to 40 additional rental units following redevelopment of FSK Hotel in the short-to-mid-term (up to five years). In the long-run (beyond 5 years), demand could increase substantially depending on routing and usage for the MARC line. The scale of market potential would need to be tested further.

#### For-Sale / Condominium Markets

There has been very little for-sale housing developed downtown in decades. However, at least one local developer currently has two proposed condominium projects on the drawing boards. The One World proposal also called for for-sale housing in conjunction with rental, for a total of 105 units.

**County Sales Trends.** Downtown for-sale housing would likely take the form of condominium units, either in multi-family or attached single-family buildings as currently proposed by the local developer. Condominium sales have been increasing in the Frederick County market, with 62 sales in 1996 and an annualized average of 183 by 2001.

**Table 8. CONDOMINIUM SALES TRENDS, FREDERICK COUNTY MARKET, 1996-2001**

Year	Housing Price Range (000)			Total
	Under \$60	\$60-\$90	Over \$90	
1996	15	42	5	62
1997	9	75	12	96
1998	26	92	17	135
1999	15	109	60	184
2000	19	79	39	137
2001	3	98	83	183
Total	87	495	216	797
<b>Ave / Year</b>	<b>15</b>	<b>82</b>	<b>36</b>	<b>133</b>

Note: 2001 data is annualized.

Sources: MRIS, Inc.; O'Connor, Piper, & Flynn/ERA; & Randall Gross / Development Economics.

Overall, there have been almost 800 condo sales since 1996, for an annual average of about 133 per year. The largest number of sales has been in the \$60,000 to \$90,000 price range. However, there have been increasing sales of units priced higher than \$90,000. Almost 50% of Frederick-area condo sales were in the \$100,000 range by 2001.

**City Market.** City of Frederick sales represented about 88% of the county-wide condo market since 1996. As shown in Table 9, 117 condos were sold each year in the city, out of 133 in the total market.

**Table 9. CONDOMINIUM SALES TRENDS, FREDERICK CITY MARKET, 1996-2001**

Year	Housing Price Range (000)			Total
	Under \$60	\$60-\$90	Over \$90	
1996	15	35	5	55
1997	11	61	12	84
1998	26	82	16	124
1999	19	44	39	102
2000	14	91	58	163
<u>2001</u>	<u>3</u>	<u>80</u>	<u>93</u>	<u>176</u>
Total	88	393	223	704
<b>Ave / Year</b>	<b>15</b>	<b>65</b>	<b>37</b>	<b>117</b>

Note: 2001 data is annualized.

Sources: MRIS, Inc.; O'Connor, Piper, & Flynn/ERA; & Randall Gross / Development Economics.

City sales totaled 704 over the six-year period, and have generally increased every year since 1996. There were 176 sales in 2001, or more than three times the number in 1996. In general, condos are fetching higher prices in the city, with units over \$90,000 accounting for 53% of sales in 2001. Larger units (townhouses) and single-family houses in the downtown area have recently brought prices as high as \$350,000 and \$400,000.

**Proposed Projects.** Buckeye Development has proposed two small condominium projects in Downtown Frederick. Baker Park View (located on Bentz Street) is proposed as an 11-unit, 3-story condominium building. This would be among the only multi-family for-sale buildings built in Frederick. The building will offer units in very high price ranges, tentatively set at \$300,000 or higher. The developer plans to pre-sell some units before construction. Opposition from the surrounding neighborhood has slowed the project.

The same developer is also proposing 12 townhouses to be known as Cannon Hill Condominiums on a site just west of the Study Area on All Saints. These units would be offered in the mid-to-upper \$100,000 range to appeal to young urban professionals and MARC commuters. These prices are more consistent with market findings that suggest higher volume potential sales in the mid-ranges.

### *Study Area For-Sale Housing Opportunities*

Downtown for-sale housing typically follows, rather than leads, the successful creation of a downtown rental market. As such, the condominium developer would normally have a difficult time selling product without a move-up downtown rental market already established. However, the extremely limited supply of new for-sale downtown housing has helped to create a supply-driven market for the developer.

In the Study Area, there are opportunities for creating niche industrial loft-style or other product that will not compete with the other for-sale projects and would be consistent with the city's historic character. While rental units would lead development in this area, there are short- and mid-term opportunities to incorporate or replace existing row houses into a more coherent residential community. The fact that a majority of the existing units is occupied, even in a relatively harsh environment, suggests that there is at least a need (if not some market demand) for housing in this area.

It is recommended that any for-sale housing redevelopment account for the existing residents of the 30-odd housing units in the Study Area and include affordable units as appropriate. An emphasis should be placed on ensuring a safe and pleasant environment for "live, work, and play," that promotes walking access to MARC and downtown. There is also a need to build on the area's architectural and historic industrial assets over less-significant buildings and housing in poor condition.

Assuming the *existing 30 households* are accommodated in new or redeveloped housing in the short-term, there will be opportunities for additional condominium or other for-sale units in the mid- to long-term. Again, re-routing of the MARC line to a more direct route could help increase what is otherwise likely to be somewhat limited demand among commuters to live in for-sale housing at the Study Area. Without the re-routing, there could still be demand for perhaps *15 to 25 condominium townhouse or loft units* in the mid-term (up to five years) and assuming absorption of the other for-sale projects. Altogether, there would be opportunities for *70 to 95 for-sale and rental housing units* in the next five years within the Study Area.

### *(B) Retail*

Frederick is the terminus of one of the nation's largest retail corridors, Maryland 355, which begins in Georgetown and continues as a major center for trade throughout Montgomery County. At least 2 million square feet of retail space is concentrated in the southern portion of Frederick between 355 and I-270.

#### *Retail Inventory, Occupancy and Rents*

The Francis Scott Key Mall and the Frederick Towne Mall anchor Frederick's suburban I-270/355 retail node. FSK Mall has performed relatively well, with vacancies typically below 5%. Frederick Towne Mall has lost its Montgomery Ward's anchor, but there are discussions for reformatting or up-scaling the mall to appeal to a different market niche in the Route 40 market. Non-mall retail "box" anchors in this area include Kohl's, Wal\*Mart, Target, and Home Depot. Frederick also has significant suburban retail development on the north side, including a new Super Wal\*Mart currently under development. Rents generally average \$10 to \$12 per square foot, Triple Net.

**Downtown.** Downtown Frederick has succeeded in defining a specialty market niche over many decades, focused on antiques and home furnishings. With the exception of catalogue-oriented Talbot's, there are few national chain retail anchors. Rather, Frederick is a model for small cities by focusing on the inherent strengths of its locally-grown business base and architectural heritage. Downtown has a total inventory of approximately 250,000 square feet of retail space and vacancies estimated at 7 to 9%. Everedy Square is one of the more successful recent office/retail projects, located in a redeveloped industrial building at East and Patrick Streets. Asking rents for this space are up to \$13 per square foot, Triple Net.

#### *Market Niches*

Downtown developers and retailers are tapping into the home supply market, a natural extension of Frederick's large antique furniture base. Contrary to the image of antique centers, the largest share of downtown retail volumes are drawn from within Frederick. Even the antique dealers themselves report at least 30 to 35% of sales drawn from the local "regular" customer base, with 55 to 60% from elsewhere in the Washington-Baltimore region and 10% inflow from elsewhere. Most of

Downtown's visitors are day-trippers from suburban Washington, as opposed to tourists.

The ZHA Technical Memorandum identified niche markets for specialty restaurants and pubs, home furnishings and design, cinemas and comedy clubs. Many of these uses are consistent with the typical downtown mix of eating, drinking, and entertainment that draw from the maximum trade area. The home furnishings component is a unique strength for Frederick.

#### *Competitive Framework*

Downtown offers a unique environment and a mix that should not compete directly with suburban-style strip centers and malls. Study Area retail would compete with other downtown projects, such as the proposed One World project and its approximately 20,000 square feet of retail space. Assuming the redevelopment of the 80 to 100-acre Frederick Brick Works site, prime retail sites could become available with better access to I-70 and other retail nodes. Interstate exposure would probably suggest that the site could capture demand from chain retailers that would not otherwise locate in the East Street Extension Study Area.

#### *Study Area Retail Opportunities*

The East Street Extension will definitely increase access, exposure, and traffic supporting retail redevelopment within the Study Area. However, potential will remain strongest within downtown's niche markets for destination eating, drinking, and entertainment. Only at that time when the housing market has developed sufficiently to support convenience shopping would there be demand for such stores as supermarkets. At this time, the housing densities probably do not exist to support significant merchandise store development, with the exception of the furnishings market created as a result of decades of destination shopping.

New, more upscale "urbane" restaurants such as the Tasting Room (100 North Market) and a new tapas restaurant appeal to the increasingly sophisticated urban consumer in Frederick. These are many of the same consumers that will want to live in downtown housing and will support demand for eating & drinking. Specialty shoppers goods stores, such as the new Twisted Twill Apparel shop, are likely to be home-grown local businesses that will prefer to locate in the heart of the city's main shopping districts. The number of these businesses will remain fairly

small in the short and mid-term.

Street-level day and nighttime retail activity should be encouraged in the Study Area, primarily in support of the environment for housing, office, and other uses. This activity could include 20,000 to 30,000 square feet of restaurants & pubs, specialty shops, and convenience gas/food uses. In the absence of housing, there may be opportunities for the gradual redevelopment of the industrial buildings for restaurants, antiques, and home furnishing centers consistent with development in other areas of downtown.

There are concepts for development of a *Frederick Design Center* downtown. If this is not established in other space, industrial buildings in the Study Area would provide an excellent opportunity for this or other types of redevelopment similar to (but more specialized than) design centers in Washington and Baltimore. The market for this very unique, anchor project would need to be tested to determine the likely tenancy, site requirements and scale. Nevertheless, such a project would provide Frederick with an anchor attraction downtown to compliment its image as a home furnishings center.

#### *(C) Office & Flex*

Unlike many cities its size, Frederick has been able to attract and maintain a large and diverse mix of office tenants, from typical professional and technical services (doctors, lawyers, accountants) to headquarters offices for large companies (Bechtel Power Corporation). Like many exurban locations in the Washington-Baltimore region, Frederick has also captured a portion of the "flex" market for service- and distribution-oriented office tenants. While the office market is strong, it is also relatively stable. The proposed development of several new office buildings downtown will increase competition for office tenants.

#### *Competitive Supply and Occupancy*

There is a competitive office rental inventory of 3 to 4 million square feet of office and flex space in the Frederick Market. Based on a sample inventory of 3.4 Million square feet generated from listings in Black's Guide, occupancies are relatively healthy, averaging about 89 to 90% in the market. The market is dominated by flex space, which accounts for more than 72% of the total inventory. Vacancies are slightly higher for flex space.

**Table 10. SAMPLE OFFICE/FLEX INVENTORY, FREDERICK, 2001**

Sub-market	Total SF	Vacant SF	Rate
<b>Office</b>			
City	743,673	69,564	9.4%
County	<u>196,363</u>	<u>24,845</u>	12.7%
<b>Sub-total</b>	<b>940,036</b>	<b>94,409</b>	<b>10.0%</b>
<b>Flex</b>			
City	628,328	9,850	1.6%
County	<u>1,813,379</u>	<u>261,673</u>	14.4%
<b>Sub-total</b>	<b>2,441,707</b>	<b>271,523</b>	<b>11.1%</b>
<b>TOTAL</b>	<b>3,381,743</b>	<b>365,932</b>	<b>10.8%</b>

Sources: Blacks Guide and Randall Gross / Development Economics.

Among the larger projects in the market are Riverside Corporate Park (500,000 square feet existing), North Amber Business Park, I-270 Technology Park (700,000 sf), and Ballenger Creek Center (600,000 sf planned). Bechtel is the largest private office tenant, occupying 452,500 square feet at Westview Corporate Center and space at other parks in the southern Frederick suburban market.

**City & Downtown.** The City's market is more oriented towards office, with about 54% of its 1.4 Million square-foot inventory in pure office. Much of that office space is located downtown. The city accounts for about 41% of the office/flex market, not accounting for public buildings and owner-occupied spaces that are a significant share of total office use.

The city seems to be out-performing the county, with much higher occupancy rates for its limited supply of flex space (98.4%), and somewhat higher occupancies for office (90.6%). Over 92% of the 445,000 square feet of sample downtown space was occupied as of April 2001. The fact that downtown would have the highest occupancy rates in the county suggests the strength of the downtown market but also that supply is limited. Few new office buildings have come on the downtown market since 1991.

#### *Proposed Development*

A total of at least 1.6 Million square feet of office and flex space is proposed in the Frederick market. About 7% of this space has been pre-leased. Almost three-quarters of the proposed space is office, with 81% of

proposed space within the city limits.

**Table 11. PROPOSED OFFICE / FLEX INVENTORY, FREDERICK, 2001**

Sub-market	Total SF	Vacant SF	Rate
<b>Office</b>			
City	1,064,085	1,053,517	99.0%
County	<u>70,000</u>	<u>70,000</u>	100.0%
<b>Sub-Total</b>	<b>1,134,085</b>	<b>1,123,517</b>	<b>99.1%</b>
<b>Flex</b>			
City	242,000	167,000	69.0%
County	<u>177,000</u>	<u>155,000</u>	87.6%
<b>Sub-Total</b>	<b>419,000</b>	<b>322,000</b>	<b>76.8%</b>
<b>TOTAL</b>	<b>1,553,085</b>	<b>1,445,517</b>	<b>93.1%</b>

Sources: Blacks Guide and Randall Gross / Development Economics.

This space does not include the proposed One World project (41,406 square feet), the 90,000 square foot project at Carroll Creek Plaza (Silverman), or office use proposed by Bert Anderson at the General Tire site (Site H) within the Study Area. An additional 25,000 square feet of space is slated for renovation at 24 East Church Street. Few of these projects have pre-leased space, although Anderson would presumably attract existing tenants who are expanding out of his Everedy Square project.

#### *Rents*

Based on discussions with brokers, developers, and on data from Black's Guide, office rents are averaging \$15.25 per square foot (Triple Net) in the county and \$12.50 in the city. Sample downtown rents yielded an average \$12.38 Triple Net. Full Service rents are averaging closer to \$16.50 per foot for new or renovated space. Cheaper downtown space is attractive to smaller and start-up companies.

#### *Tenants*

Frederick has a very diverse office tenant mix, including corporate, professional, technical, financial / insurance, and service companies. Unlike many small cities that rely on a home-grown business base, Frederick benefits from spin-off contracting activity from federal government agen-

cies, regional service / distribution for the Washington-Baltimore Corridor, and a strong corporate headquarters base. Much of this activity is accommodated in suburban business parks. Downtown occupancy, however, is driven by the more typical finance, insurance, real estate, and local government tenants. Brokers report few corporate tenants seeking downtown space, with most deals in the 2,500 to 3,000 square-foot range.

#### *Study Area Office Opportunities*

Gross office absorption may not exceed 50,000 to 100,000 square feet per year in the city's market. Downtown tenants are seeking somewhat larger spaces than they were ten years ago, but are still relatively small players. Office occupancy is pieced together from a collection of smaller tenants, expansions of existing downtown tenants, or through a "drop-in" government or corporate user.

#### Possible Downtown Tenant Sources

*Professionals* – legal, insurance, real estate, healthcare, graphics, etc.

*Expansions* – existing downtown companies

*Public agencies* – municipal and county government

*"Drop In" corporations* – incentive-driven relocations or expansions

Corporations are generally not looking downtown for space downtown, but economic development efforts could result in the relocation of companies there. Government uses, such as the County Board of Education or Municipal Government may have a need for expansion space but decisions are made based on fiscal and political issues, not market-based ones.

**Professional and Service Demand.** The professional and service office tenant base is relatively stable in Frederick. Downtown is most competitive for legal professionals, due to the courts and government offices located there. That professional base generally expands along with the city and county. Assuming employment growth consistent with the 1990's, the city could expect to add about 2,600 office-related jobs in the next five years. Downtown should be able to attract about 100 to 150 of those jobs per year, translating into professional office demand for about 21,000 to 30,000 square feet per year.

Assuming the development of planned downtown projects (not including the Study Area), there would be an over-supply of about 50,000

square feet of office space in the market by 2006. Therefore, office development in the Study Area would have to compete with other proposed downtown projects for the professional tenants.

**Expansions.** Another office market is created through expansions of existing businesses. One developer has indicated that he wants to capture expansion of existing Everedy Square tenants at space in the Study Area. The Frederick News-Post, located within the Study Area, has also indicated a need for additional space. Every effort should be made to accommodate this need, perhaps in buildings adjacent to its existing facility or in rehabilitated buildings on the south side of the creek. It is important to note that only the additional space of expansions represent "net new" absorption in the market.

#### *(D) Industrial*

Frederick has a large and growing industrial base, including both manufacturing and distribution. The area's competitive advantage relates to lower land prices, access, and proximity to the Washington-Baltimore Corridor. Most of the area's industrial development has occurred in industrial parks with direct access to the highway system. However, the city also has several older and more traditional industrial areas, including the Study Area. While older, inner city industrial areas have lost their competitive advantages in many cities, they remain somewhat desirable in Frederick.

#### *Industrial Supply*

Frederick has several Industrial parks, clustered on the south/east side, outside of the city. These parks offer access and proximity to I-70 and I-270 corridors. Among the larger parks are:

- Intercoastal Industrial Center (205 acres available).
- McKinney Industrial Park (180 acres: 98% built-out)
- Stanford Industrial Park (175 acres: 51% built-out)
- Industrial Centre East (108 acres: 55% built-out)
- Bowman Plains Industrial Park (83 acres: 100% built out)
- Bidle Industrial Park (54 acres: 72% built-out)
- Riverside Industrial Park (49 acres available)
- Frederick Industrial Park (31 acres: 16% built-out)
- Hyatt Industrial Park (30 acres: 100% built out)

These parks contain a total of 1,046 acres, with 543 acres available for development (about 50% built out).

A sample industrial space for lease was assembled from various sources, including Blacks Guide, Frederick County Office of Economic Development, and brokers. This sample shows at least 2.4 Million square feet of leasable industrial space in the county. About 41% of this space is located in the city, with the remainder primarily located in the various industrial parks.

The inventory includes a total of about 1.2 Million square feet of available space, of which about 44% is in the city. Only one proposed industrial building is included in the sample. The Monocacy business area is one of the larger industrial areas within the city itself.

**Table 12. SAMPLE INDUSTRIAL LEASING INVENTORY, FREDERICK, 2001**

Sub-market	Total SF	Vacant SF
<b>Existing</b>		
City	994,308	504,643
County	<u>1,342,963</u>	<u>547,060</u>
<b>Sub-total</b>	<b>2,337,271</b>	<b>1,051,703</b>
<b>Proposed</b>		
City	-	-
County	<u>100,000</u>	<u>100,000</u>
<b>Sub-total</b>	<b>100,000</b>	<b>100,000</b>
<b>TOTAL</b>	<b>2,437,271</b>	<b>1,151,703</b>

Sources: Blacks Guide, Frederick County Office of Economic Development, & Randall Gross / Dev. Economics.

One of southside Frederick's urban industrial buildings is included in this inventory, the 45,000 square-foot United Business Property at 800 East South Street. However, most of the area's industrial space is in owner-occupied buildings. Within the south side industrial area that includes the Study Area, there are several owner-occupied facilities, including McCutcheon Apple and STA/Frederick Manufacturing Division. The latter occupies at least 100,000 square feet in three buildings, not including a new 40,000 square-foot newly-constructed building adjacent to Sagner Court.

Frederick Manufacturing produces portable kitchens and other metal prod-

ucts for the Army. Altogether, it is estimated that the South Street industrial area extending from the Study Area to I-70 may have 400,000 square feet or more of industrial and industrial service space.

### Rents

Rents are significantly lower in the downtown industrial areas than either the city as a whole or the county. Industrial rents in the south side areas are averaging \$4.75 per square foot (Triple Net) among a sample of buildings. Citywide, industrial rents average \$6.30, while rents in the county range from \$6.00 to \$8.00 and average \$6.90 per square foot. The low rents in the downtown area are extremely attractive for smaller, start-up industrial and industrial service companies that are trying to keep overhead costs low.

### Study Area Industrial Opportunities

Much of the Study Area has been used for industrial (or industrial / agricultural service) purposes. The B&O rail line at one time provided access to markets that helped establish Frederick as an important supplier of manufactured goods. There is still an active, albeit small, industrial area that includes at least two growing producers important to the city's economy.

Demand for industrial space has evolved away from the traditional urban locations with the development of the interstate highway system, distribution networks, and a new revolution in industrial technologies. Downtown cannot compete for the major manufacturing and distribution concerns that need cheap land and interstate access. The lack of available sites and appropriate modern industrial buildings in Frederick's urban areas makes the city less competitive for attracting industrial uses.

On the other hand, the East Street Extension will help increase the competitiveness of downtown industrial land because of improved access to I-70. The best opportunities for new industrial development will probably be near the interchange or within the Frederick Brick Works site. The Study Area and downtown will hold less attraction for industrial users. However, existing companies like McCutcheon Apple may find it easier to stay and invest in their existing plant.

The most attractive market for Study Area industrial use will be the following:

### Possible Downtown / Study Area Industrial Users

Industrial Services (auto service, repair services, machine shops)  
 Small production or distribution companies  
 Start-up production or distribution companies

Based on employment trends and assuming the availability of good-quality, flexible space at low-cost, there could be demand for 35,000 to 45,000 square feet of industrial space over the mid-term (five years). This space might take the form of industrial condominiums or small office/warehouse spaces available to local service/distribution companies. The largest constraint may be in the cost of land and rents, which will increase with exposure generated by the East street extension.

### (E) Hotel, Conference, Visitor Services

Frederick is already an important business and visitor center. Lodging services account for the largest share of service employment in Frederick County and many downtown businesses generate 70% of their sales from either tourists or day-trippers. However, the very same strength that brings so many visitors to Frederick –its close proximity to two major cities – also constrains over-night lodging demand.

#### *Hotel Room Inventory & Occupancy Trend*

There are approximately 1,200 to 1,500 competitive hotel rooms in the Frederick market. Most of these rooms are clustered near I-70/I-270 business parks and shopping centers. The typical product is a 100-room chain motel serving primarily the business traveler: Fairfield Inn, Holiday Inn, Courtyard by Marriott, etc. A new Marriott Residence Inn is currently under construction.

Frederick hotel occupancy is healthy and increasing, at 76.6% in 2001 (at the 12 largest hotels) and up from 65.8% in 1994. Typically, a minimum of 70% occupancy is required for efficient hotel operations and financial stability. Occupancies have increased despite the addition of new hotel rooms in recent years.

#### *Market Sources*

Most of Frederick's hotels are very reliant on the business traveler, which represents 75% of source markets. Typical guests are sales or contracting personnel working or representing companies in the Wash-

ington-Baltimore corridor. Others are corporate clients for Bechtel, State Farm or others. Frederick is a historic city with a large visitor base (350,000 visitor trips), but only an estimated 9 to 12% of visitors stay overnight in the city. Most visitors are day-trippers from within the Washington area, especially Montgomery County and northern Virginia, as discussed in the first section of this report.

Meetings currently represent a relatively small market, with Holiday Inn and a few meeting spaces catering most events. However, a supply of meeting space can also drive demand and volumes could rise with the availability of larger meeting accommodations.

**Niche Markets.** There is some evidence that Frederick has potential to build its niche business and leisure markets. The ZHA memorandum recommended the development of a small, upscale lodging facility or inn on Carroll Creek to capture the heritage tourist and to lengthen the stay for regional visitors.

**Meetings.** Business market penetration rates could increase with the addition of meeting space. However, competitive locations for this space are generally located in the I-70 / 270 nodes.

#### *Study Area Lodging & Conference Opportunities*

Downtown Frederick lodging & conference market issues relate the typical “chicken and egg” dilemma. Conference centers rely on a healthy supply of nearby high-grade hotel rooms, of which Downtown Frederick has few. And yet, the Frederick lodging market is heavily dependent on business travelers that are generated at suburban business parks and not in Downtown Frederick.

However, conditions have improved markedly since the ZHA memorandum concluded in 1996 that “current lodging market conditions render the near-term development of a hotel / conference facility infeasible.” Hotel occupancy rates in this market have increased by more than 10%, even with the addition of new rooms. At the same time, there is increased development interest in downtown and overall development opportunities have improved. Despite the addition of new hotel rooms, the supply of conference and meeting facilities has remained relatively static.

The key constraint to downtown hotel development is not necessarily the market, but the financing for such structures. Financial institutions are

wary of lending for hotel construction after so many defaults in the hotel market during the 1980's and 1990's. For this reason alone, it may be more feasible to develop luxury or "boutique" inns and small hotels than a large facility. This product is also consistent with the heritage marketing image of Frederick. Building a base of such facilities may gradually lead to confidence in the downtown hotel market that would support larger hotels once again.

The Study Area may be a good site for development of a conference center facility, if hotel rooms and restaurants are developed simultaneously in the area and not at other sites as proposed by One World. However, it is likely that such a facility will have to draw its market from a diverse mix of community functions, events, and business meetings. As a "multi-purpose" facility less reliant on hotel capacity, it would have a role that suggests public investment in its construction. The market sources and financial feasibility of such investments would need to be tested and weighed against the fiscal impacts and benefits for Downtown Frederick.

**Opportunities Assessment Summary**

There are significant opportunities for redevelopment within the East Street Extension Study Area. These opportunities are diverse in part because of the location near downtown, industrial and residential areas. Opportunities are also significant because of Frederick's' continuing demographic and economic growth, increasing urban sophistication, reduced suburban competition, public policy support, and anticipated new access resulting from both transit and road improvements.

This study identified opportunities in residential, retail, office, industrial, hotel, and conference uses. There may also be opportunities for non-market uses such as government offices, or for audience support (concert halls) and cultural facilities (museums). Opportunities would need to be tested further to determine the market and financial feasibility of redevelopment. However, the basic un-tested opportunities can be summarized as follows:

**Residential:**

Rental Apartments / Lofts	25 – 40 Units
Condos / Townhouses / Lofts	15 – 25 Units
Replacement Townhouses	<u>30 – 30</u> Units
TOTAL	70 – 95 Units

**Retail:**

Restaurants, Specialty, Conv.	20,000 – 30,000 SF
Design Center	<u>50,000</u> SF +
TOTAL	70,000 – 80,000 SF

**Office:**

Government Uses	100,000 – 130,000 SF * BOE
Expansions	<u>50,000 – 100,000</u> SF
TOTAL	150,000 – 230,000 SF+

**Industrial:**

Multi-Tenant Service / Condo	35,000 – 45,000 SF
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**Hotel / Conference:**

Specialty Niche Inn	12 – 20 Rooms +
Civic Multi-Purpose Center	N/A

An integrated, urban, multi-use environment would be created to enhance the viability of these uses. Most important is an emphasis on historic resources, including industrial / railroad heritage and rehabilitation of older industrial stock for loft-style uses. Such buildings should be integrated with public spaces, Carroll Creek, and any new residential construction. Existing residential uses should be retained as appropriate, with regard to their historic character. Any demolished units should be replaced with affordable and affordable-market-rate units integrated with full market units and consistent with the design parameters of the site. McCutcheon Apple will remain an important industrial use and should become integrated into the historic interpretation of the Study Area through design.

**Infrastructure**

*Roads:*

Streets within the project area include: East South Street, Wisner Street, East Patrick Street, Carroll Street, All Saints Street, Commerce Street, Water Street, and East Street extended. The following aspects of the streets: pavement, curb, side walks, pedestrian crossings, and paint striping were observed in the field and are described as follows.

**Pavement:**

The street pavement is in good condition with the East Street extension having been recently paved to East South Street. Street pavement widths

provide for two lanes of traffic and parking on both sides of the street. All the streets are two way except for East Patrick Street west of East Street, that is one way west bound.

#### Street Concrete Curb:

All the streets have poured in place concrete curbs except for the north side of East South Street and a short section of the south end of Carroll Street's east side, located at East South Street. Curb heights vary from less than one inch along the older streets like East Patrick Street, to 8 inches on the East Street extended new curb. The curb height has been reduced by the periodic overlay of old street pavement next to the curb. Most of the older curb is in fair shape. Sections of the curbing have been replaced with new sections.

#### Sidewalks:

The sidewalks vary from non-existence to recently constructed. Sidewalks adjoin almost the entire length of the streets. Sidewalks do not exist on the north sides of East South Street and Commerce Street, and the west side of Wisner Street. Sidewalks on the East Patrick Street, east of East Street are in poor repair. Old miss aligned brick and concrete joints are a hazard and are in need of repair or replacement. New concrete sidewalks with a brick trim strip between the sidewalk and curb have been installed on East Street extended and portions of Carroll Street.

#### Pedestrian Crossings:

Handicap access to the sidewalks seems to be provided at all the intersections with sidewalks. The sidewalks on East Patrick Street, as previously discussed, are not handicap accessible due to the condition of the miss-aligned concrete and brick pavement joints.

#### Paint Striping:

Paint striping consists of lane markings, stopping bars and cross walk demarcation. The lane marking and stopping bars are in good repair. The crosswalk markings are worn or non-existent.

#### Parking:

Existing surface vehicle parking is provided on both sides of the streets and in a new parking lot west of the East Street extension and south of Carroll Creek. Privately owned lots are provided throughout the area.

#### Topography:

The general grade of the area can be typified as a gentle sloping floodplain in the northern and central section, with steep slopes to the south. The area slopes from the west to the east. Elevations vary from 314 at Carroll and East South Streets, to 267 in the Carroll Creek channel under Wisner Street. The Carroll Creek normal flow is conveyed in a flood control structure in the northern quarter part of the area. The Carroll Creek 100-year floodplain, as per FEMA Flood Insurance Rate Map (1988), drops 4 feet from Carroll Street to Wisner Street, and is estimated to have an average depth of 11 feet from the bottom of the creek channel.

#### Storm Drainage:

Storm water flows are conveyed throughout the area in street gutters and underground storm sewers. Most of the inlet that collect the street runoff into the storm sewers are in good repair. There were no signs of water ponding or drainage erosion. The system drains into the Carroll Creek.

#### Sanitary Sewer System:

Sanitary gravity type sewer mains are located throughout the area and follow the general slope of the topography. All of the properties are served by the City system. The sewers follow the road system and drain out of the area along Carroll Creek and East Patrick Street.

#### Potable Water System:

Water mains are located through the area and range from 6 inches to 20 inches in size. A water main might be added to the East Street extension as only a six inch main is provide on Water Street east of the new street extension. Fire hydrants are located throughout the area and seem to be in good condition.

#### Natural Gas:

Gas mains are located throughout the area with potential tap connections available..

#### Traffic And Right Of Way East Street Extension:

East Street has been extended from East Patrick Street to East South Street. The new four lanes, two-way traffic, is projected to be extended from East South Street to the Interstate Route 70 new interchange. This extension will be a two-way, four-lane, divide street. A signalized intersection is located at the East South Street and East Street.

Traffic levels, counted in 1993, are projected to increase by 93%. The average daily traffic will increase from 11,830 to 22,840 vehicles per day by the year 2020. Service levels on the street and at all of the intersections in the study area are projected to become less free-flowing during peak periods. Existing peak period service levels are set at level D or better; which is considered good for urban intersections. In 1993 they were at service level A. These traffic increases are based on projected development in the areas north and south of the study area. It is projected that 415,000 square feet of highway service/commercial land use and 2,440,000 square feet of general employment land use will be developed. These increases are based on the projected development data provided by the City of Frederick.

*Stormwater Runoff Management:*

The City of Frederick has a stormwater management ordinance that establishes the requirements for development of land and its affect on the quantity of stormwater runoff and the quality of stormwater runoff. The East Street area stormwater runoff drains into the Carroll Creek flood control concrete structure. The quantity of stormwater runoff from any new development must be controlled to assure that it will not overload the flood control structure. The existing development is estimated to be at the level of impervious surfaces that were used as a basis for the flood control structure design. Therefore any new development that creates additional impervious surfaces will be required to demonstrate to the City that the flood control structure will not be overloaded by the new development.

## Chapter 3 Plan Recommendation

The East Street Phase I Area exists as part of a larger initiative to strengthen the entirety of Frederick's Historic Downtown. Each neighborhood/district possesses certain strengths and unique characteristics that are experienced by residents, employees, and tourists alike. As the physical gateway to the City, major road, rail and open space corridors such as East Street extended, MTA's MARC, and Carroll Creek pass through the study area. However, the East Street Phase I area image of as "city gateway" lacks lustre and is perceived as an industrial area of decline. Through a combination of infrastructure, land use planning, public and private redevelopment, and streetscape improvements, this gateway area can become a natural extension of the downtown area; this area is not planned to compete but rather complement the central business district core requirements.

The study area needs to strengthen its links to adjacent neighborhoods, transform cognitive barriers, such as MARC rail and areas south of Carroll Creek, into seams that unify the area, and develop distinctly recognizable, pedestrian-friendly streetfront characteristics. Physical and visual connectedness from the site to its neighbors, including the new MARC Station, Public Library, Carroll Creek, and adjacent neighborhoods must be strengthened. These viable and economically stable and diverse neighbors should be leveraged as assets to the redevelopment of East Street.

Specific potential interventions have been identified with specific objectives for interventions and suggested improvements, potential solutions for each objective, and recommendation as to the response required in subsequent master planning phases. Each potential intervention may occur independently of the other in the process of achieving overall Area Plan goals. However as they are integrally linked together, it is strongly recommended that all realms receive adequate evaluation and response to fully maximize the area's potential.

In particular, special attention should be placed reinforcing the Plan's urban design objectives. Though specific redevelopment initiatives inevitably will require plan flexibility to achieve the most creative and appropriate response, urban design objectives and future guidelines can ensure a consistent and coordinated character and image for the East Street gateway area.



### East Street Downtown Gateway

**Objective/Recommendation:** Define a *Sense of Arrival* into the Historic Downtown through a combination of land use, urban design, historic preservation and reuse of significant structures, streetscape and open space improvement strategies.

Following significant charrette participant discussions on the meaning of 'gateway', the general consensus was upon the need for defining and improving a *Sense of Arrival* into the city. That is, the first impression as visitors arrive in the Historic Downtown must that of a positive, well-defined character and images to pique their interest. Without being prescriptive, the overall progression of spaces and activity must combine the historical look and character of the city beginning at East South Street, thus, the area acting as the city's gateway.

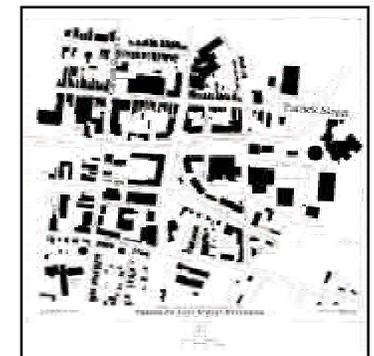
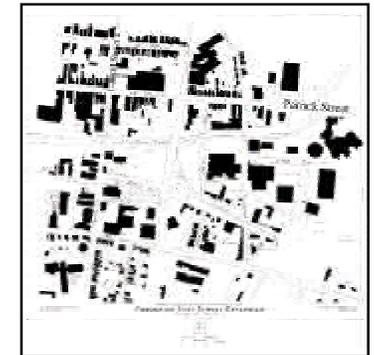


Figure 37 (left)  
East Street Extension Phase I  
Illustrative Master Plan

Figure 38 (top right)  
Existing Conditions  
2001 Figure Ground

Figure 39 (lower right)  
Proposed Master Plan  
Future Figure Ground



Figure 40 (top)  
Illustrative Perspective  
View South at Patrick Street

Figure 41  
Existing "Before" Conditions

**Objective/Recommendation:** Encourage the integration of future Phase II gateway image and character with East Street Phase I area recommendations defined in this Area Plan.

Though not included within the scope of the Phase I master plan study, the significance of Frederick Brick Works development area creating a seamless transition to Historic Downtown should not be overlooked. Whether big box, highway-oriented development or finer-grained mixed-use development, the Phase II will substantially define the visitor arrival experience. Further evaluation will be required to ensure a consistent and appropriate gateway approach for pedestrians, vehicles, residents and tourists.

**Objective/Recommendation:** Define the gateway with a variety of visi-

tor attractions, such as connections to heritage interpretation, cultural activities, and Historic Downtown by foot.

Regardless of the precise future Phase II redevelopment, the ability to carefully craft the *city gateway* image within the Phase I area is possible with City-controlled, smaller development parcels, and an integral physical and characteristic connection to Historic Downtown. The following recommended Plan elements ranging from a Visitor Center, National Park Service interpretation areas, creekfront residential developments, integrated historic preservation and new construction, can be combined to create a cohesive series of activities, provide services to residents and visitors alike, and define the southern edge of Historic Downtown.

**Objective/Recommendation:** Define a unified image with a series of vignettes into Frederick's charm, or views to key attractions.

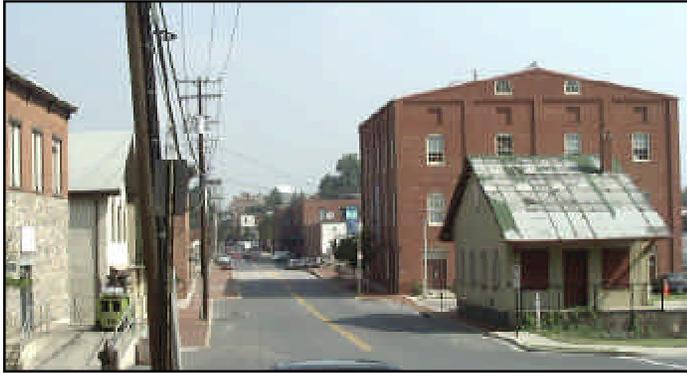
The recommended physical attributes to characterize this "gateway" image will include streetscape improvements and encouragement of streets with ground-level activity. Key intersections are encouraged to provide visible concentrations of activities that help reinforce a clearly defined hierarchy of thoroughfares. The road network would consist of landscaped gateway boulevards to local main streets and local neighborhood streets and would provide cognitive linkages within the area and to downtown. An open space network structured around Carroll Creek, where streets are significant components, would celebrate the area's historic and unique characteristics through parks, plazas, and informal gathering spaces such as a park bench.

## VISITOR CENTER

**Objective/Recommendation:** Redevelop the Historic B&O Train Depot as a Visitor Center.

**Objective/Recommendation:** Reconstruct All Saints Street to accommodate bus parking.

The study area with the new MARC Station, planned connection to Interstate 70 and to the MD-85/MD-355 road reconfigurations for improved future Interstate 270 northbound city access, as well as the current need for a tourism bus staging and service area has helped identify the East Street Phase I area as a premier location for the Visitor Center.



Initial discussions to relocate the Frederick Tourism Council offices, presently located beside the Church Street Garage, to the new MARC station has provided an additional resource in defining the East Street gateway. The MARC station will act as a hub providing potential modal transfers between local Transit bus, MARC commuter rail, and Greyhound.

Though the MARC station's limited space requirements and unavailable tour bus parking does not favor such a co-location, the master plan has identified the historic B&O Train Depot within the study area for future conversion to a Visitor Center. The B&O depot has superior adjacency to the Carroll Creek Park, Community Bridge Shared Vision Mural, the new Library and the Delaplaine Arts Center, as well as one block away from the MARC Station. The Visitor Center, as an important gateway component, can provide necessary information to the increasing day-trippers or weekend tourists arriving by car, bus or MARC train. The new Visitors Center will be able to provide services such as information, restroom and meet other traveler needs. The surface lot can be configured to provide visitor parking, while All Saints Street can be reconstructed to accommodate tour bus parking, as well as facilitate Transit bus parking.

The City should coordinate with State tourism officials regarding the opportunities for use of the old B&O Train Depot as a Visitor's Center. Operation of such a facility might be partly funded through State or Federal grants (i.e. TEA-21) and staffed by local volunteers. There may also be opportunities to generate rental income if allowance is made for

a tour operator tenant. Grayline or other tour companies may be amenable to having a local ticketing office in Frederick.

## HERITAGE TOURISM

**Objective/Recommendation:** Promote Frederick's Historic Flavor and Cultural Tourism.

Frederick's historical character and 'flavor of authenticity' as a real, working city has been identified in the process and marketability assessment as fundamental to the city's overall tourism appeal. The ability to build upon the availability of tourist attractions within Historic Downtown, and introducing new components such as potential interpretation exhibits and centers are significant opportunities unique to Frederick and East Street.

The Tourism Council of Frederick, Chamber of Commerce, Greater Frederick Development Corporation, City of Frederick, and other organizations should collaborate in developing a heritage tourism program to include public education, Frederick' industrial labor, African American history, history incorporating area businesses and historic structures. McCutcheons, as a local business, can help demonstrate Frederick's renowned 19<sup>th</sup> century canning history, while the Frederick News Post can present its cornerstone newspaper history and printing.

Tourism uses should be seen as a potential generator in support of transit improvements, such as street reconstruction on All Saints Street. These improvements could be linked to the tourism projects, including the National Park Service offices, increasing the possibility of attracting State and federal transportation funding. Tourism uses would also help create demand for structured parking that would be largely programmed to support the public and private office anchors.

**Objective/Recommendation:** Pursue a hotel and tourism development strategy targeting heritage tourism.

**Objective/Recommendation:** Partner with local businesses such as McCutcheons and Frederick News Post.

The Market Opportunities Assessment suggested that there is demand for a niche lodging facility, particularly a small specialty inn developed or packaged in concert with tourism and/or retail uses. The Master Plan recognizes that building on the recognizable name and marketing "hook"



Figure 42 (left)  
Historic B&O Train Depot

Figure 43 & 44 (top right)  
MARC Commuter Station

Figure 45  
Frederick Public Library

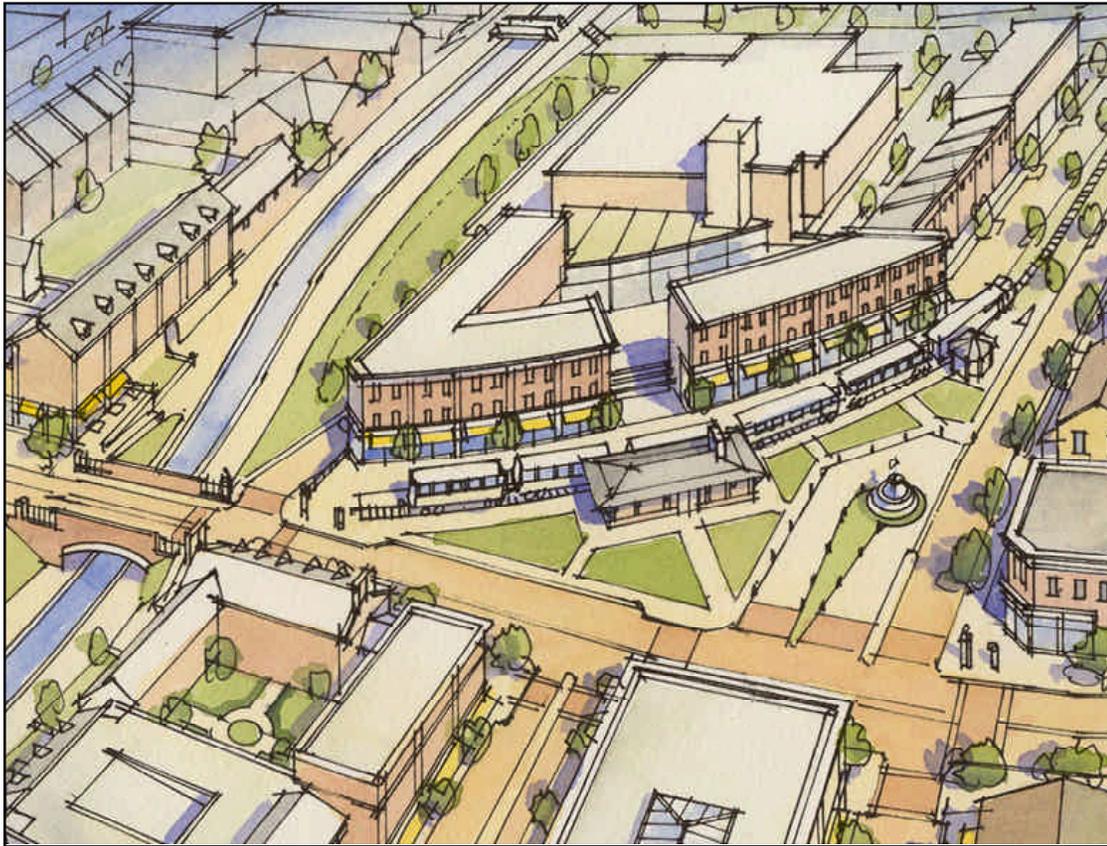


Figure 46 (left)  
Illustrative Perspective  
MARC Station & Site E Redevelopment

associated with McCutcheons Apple Products can enhance tourism flow. The opportunity is even more pertinent thanks to McCutcheons stated commitment to further investment in the retail component of their business in this area. As a result, the design team has located the inn and retail uses proximate to McCutcheons existing facility.

The Hotel Market. Past hotel and conference marketing efforts have focused on attracting a business hotel chain into downtown Frederick. The Market Opportunities Assessment suggests that the more appropriate approach is to enhance context and create incentives for a more unique,



tourist-oriented specialty inn. Frederick is not capturing its share of the tourist market, particularly for overnight visitors. Rather, the city's tourism industry is highly dependent on day-trippers from nearby metropolitan areas, especially Washington, DC. There are indications that if unique lodging and tourism facilities were created in or near downtown Frederick, the city would have a better chance of promoting its tremendous heritage resources for overnight getaways and coach tours.

Partnership with McCutcheons. Therefore, the City and County should work strategically and in partnership with McCutcheons to enhance opportunities for core tourism projects on target sites as indicated in the Master Plan. Opportunities can be concentrated on sites adjacent or proximate to McCutcheons and could include any or all of the following:

- McCutcheons factory tour
- McCutcheons retail outlet
- Specialty Inn (perhaps with train station theme)
- Pie shop and/or themed restaurant
- Agricultural heritage museum or display

Ideally, McCutcheon would have a high-profile retail outlet on the corner of the proposed building at East Street and Sagner, facing the Creek and East Street. Alternatively, this site could be reserved for the inn. The City would, at the least, provide fast-track approvals and other regulatory easements as necessary for McCutcheon to move forward on this project. The City should also consider financial incentives, such as donating land or providing resources for a City-owned museum as part



of the complex.

**Objective/Recommendation:** Develop Frederick’s Heritage Tourism attractions by requesting assistance from the National Park Service.

The National Park Service (NPS) Historic Preservation Training Center (HPTC) located within the study area, provides training and restoration services for key heritage sites within the park system. An example of the Center’s restoration work was the current repair work on windows from the White House underway while this study was prepared. The NPS Training Center currently leases, on a short-term basis, approximately 12,000 S.F. of shop, storage, and training space in a contributing historic cannery building within Site G. The HPTC employs 48 staff, 38 of whom are based at the cannery building. In 2001 the Training Center offered 32 training events that attracted 670 participants to the Frederick area.

Whether converted to a long-term lease or by NPS purchase of the building, the HPTC should be encouraged to remain in Frederick on a long-term basis. The NPS, based upon the existing presence of the Center in the Commerce Street buildings, should be invited to establish a collaborative partnership to develop Frederick’s heritage tourism. The Plan strongly recommends the city work with the Maryland Congressional delegation to enact legislation or provide Congressional direction that would provide authorization and funding for a partnership conservation area among the NPS, state, and local governments and local non-profit organizations. Legislation has been successfully used in numerous communities throughout the United States to foster long-term sus-

tainable partnerships that combine historic preservation with economic development. Appropriate area designation or direction by Congress could provide technical and financial assistance to achieve goals such as conservation, interpretation, and training. The NPS with its expertise in interpretation and story-telling and expanding array of successful partnerships is uniquely positioned to help tell the stories of the people and places of Frederick City and

provide accurate well focused information for visitors

The National Park Service (NPS) Historic Preservation Training Center can play a more active role as a tourism generator in the area ideally through increased training, demonstrations, workshops, and conferencing relating to historic preservation. Such activities could be coordinated to help establish a market for the proposed Inn. The role of the HPTC would be to educate, interpret, and offer historic preservation training, rather than managing land or buildings within Frederick. The HPTC could assist the City by coordinating with other NPS programs and offices to ensure a schedule of meeting activity for the purpose of marketing to prospective hotel operations.

Full pursuit of the federal government’s public-private cooperative use act, and programs such as HUBZone, should help to foster the partnership with the NPS. The City should also immediately request planning assistance from the NPS in preparing a Special Resources Study to examine legislation alternatives for the plan area and opportunities for the Historic Preservation Training Center to increase the positive economic impact of its operations. The US Fish and Wildlife Service’s National Conservation Training Center in Shepherdstown, WV offers one example for comparison on the economic benefits derived from locating a federal training center in a community.

**Objective/Recommendation:** Develop connections between downtown tourism nodes.

Figure 49 (far left)  
Spoke Factory  
Significant Historic Structure

Figure 50 (center left)  
National Park Service  
Historic Preservation Training Center

Figure 51 (center)  
Carroll Creek

Figure 52 (right)  
NPS Training Center  
Renovation Work

Figure 53 (top)  
Union Knitting Mills  
Significant Historic Structure



In addition to the McCutcheon and inn projects, Carroll Creek as well as other urban design and transportation strategies should be used to link the numerous downtown tourism nodes including McCutcheon's and Delaplaine Visual Arts Center as part of an overall tourism strategy.

Figure 54 (lower)  
Historic Preservation Strategy



**Objective/Recommendation:** Develop additional compatible opportunities related to historic preservation,

The Plan recognizes the level of historic preservation expertise within the city. The City tourism and historic preservation interests should pursue coordination of training opportunities with other preservation professionals in addition to the NPS, such as with R. Christopher Goodwin.

The Plan recommends developing other compatible activities such as a Design Center focused on antique or restoration home supply to be developed within the area.

The Plan recommends investigating a partnership to pursue *Scenic By-Way* road designation as source of funds for streetscape and tourism road improvements.

### Historic Preservation Summary

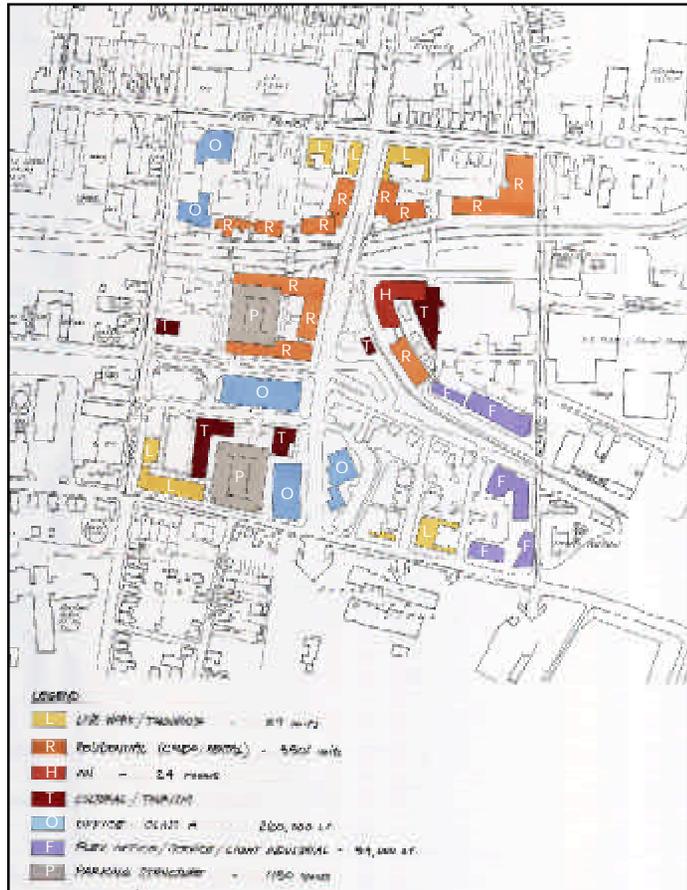
**Objective/Recommendation:** Improve Frederick preservation and adaptive reuse of contributing historic structures.

**Objective/Recommendation:** Encourage adaptive reuse of significant historic and contributing structures for office, residential, live/work, professional/small business, flex space and/or design center.

**Objective/Recommendation:** Preserve and encourage adaptive reuse of the Jenkins Cannery, Spoke Factory, General Tire, Tannery, Union Knitting Mills, and B&O Train Depot.

Two characteristics contribute to a city's richness; history and diverse architecture. During the past several decades, Frederick has lost a considerable amount of its physical, social and structural past. The demolition and removal of historic and cultural resources compromises the city's ability to tell its own story. As the historic center of the region, Downtown must integrate its remaining significant buildings and artifacts into its urban fabric. Preservation efforts, such as the Delaplaine Center, indicate this commitment blending the past, present and future, in creating a memorable city.

Though replete with historic structures, Frederick can improve its preservation of industrial buildings and area sites. The Plan recognizes the need to preserve historically contributing structures, including recent past or contemporary structures to retain its historic authenticity and



help reinforce Frederick’s charm and image.

The Plan specifically recommends preservation and reuse of the following significant contributing historic structures: Jenkins Cannery, Spoke Factory, General Tire, Tannery, Union Knitting Mills, and B&O Train Depot; negligible modern additions are excluded. The Plan concluded that the Union Knitting Mills would accommodate 40-50 residential units, and the Tannery would be appropriate for residential uses, rather than retail or commercial, due to its limited access.

Whereas, development numerous alternatives for Site G were prepared ranging from preservation of all structures to full demolition, the alternative demonstrating selective demolition was preferred by charrette participants and selected by consensus. It was determined that the net gain of development was not sufficient enough to justify full demolition.

Where infill opportunities occur, the Plan recommends respect of the scale of buildings, scale and fabric. The Plan recommends the development of area design guidelines.

**Objective/Recommendation:** Clarify contributing and non-contributing buildings within industrial complexes, and define where selective demolition can occur.

**Objective/Recommendation:** Encourage use of Historic Tax Credits for adaptive reuse development.

The East Street Corridor offers an unprecedented opportunity to showcase Frederick’s unique identity through leveraging tax credits available to its historic district. With the exception of institutional buildings like schools and churches, the Study Area contains a virtual catalogue of Frederick building types: early rowhouses, commercial buildings, and industrial buildings. Moreover, the buildings within the study area illustrate the diversity of building fabric that characterizes the Frederick Historic District. Early 19th century buildings are a stone’s throw from larger mid-20th century structures. A single block can encompass residential, industrial, and commercial building types.

The study area offers a particularly good canvas for utilizing federal and state tax credits for revitalization. It is often a challenge to incorporate code and accessibility requirements in older buildings. The siting of many of the buildings in the study area allows for appropriately designed additions and new construction that could accommodate elevators, restrooms, and additional egress.

In order to facilitate the use of historic preservation tax credits, we recommend that a detailed, planimetric map of contributing and non-contributing structures be prepared; the map of contributing and non-contributing buildings obtained for the study is difficult for a non-professional to decipher, has been photocopied and greatly enlarged from a small section of the full-size original map, which is now out of date. Original maps are available at Planning Office and at the Maryland State Historic Preservation Office (Maryland Historical Trust). While photocopies of sections

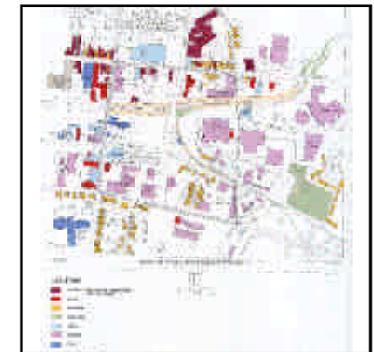


Figure 55 (left)  
East Street Extension Phase I Area  
Proposed Land Use

Figure 56 (right)  
Existing Land Use

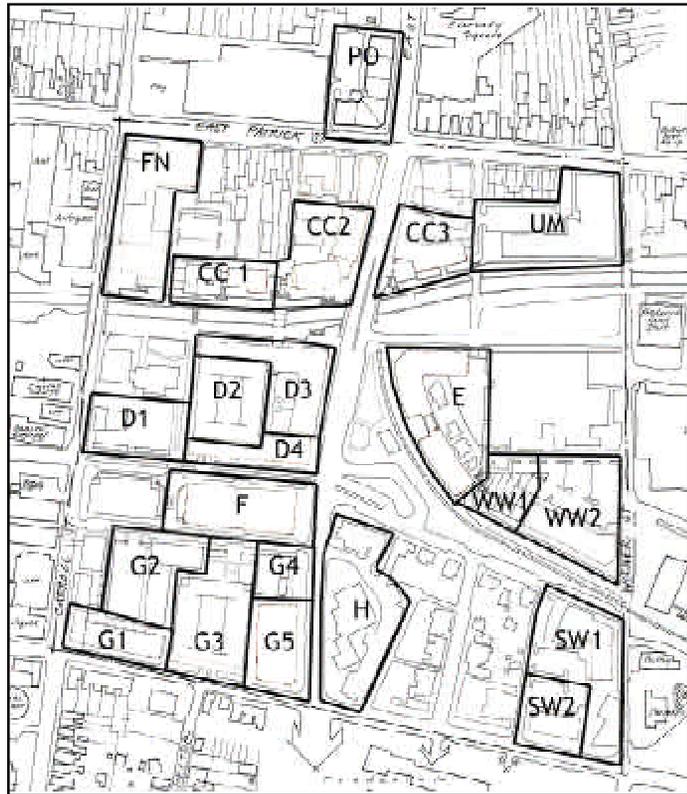
## Development Plan & Parking Program Summary

Parcel	Size (ac) <i>(approximate)</i>	Proposed Land Use	Height <i>(stories)</i>	Program <i>(estimated)</i>	Off-Street Parking			Potential Users	
					Required	Provided	Net		
D1	0.80	Tourism	1	4,000 sf	7	44	37	D1	Visitors Center
D2	0.78	Parking	5	Parking	--	550	550	--	City Parking
D3	1.13	Residential, Retail, (Inn)	4-5	90 DU / 23,000 sf	172	0	(172)	D2	Option: Inn Location
D4	0.51	Residential	4	50 du	62	0	(62)	D2	
<b>Site D</b>					<b>241</b>	<b>594</b>	<b>353</b>	<b>D1, D2</b>	
<b>Site E</b>	<b>1.36</b>	<b>(Inn), Residential, Retail</b> (Preferred: Inn, Resid, Retail)	<b>3-5</b>	<b>101 DU / 19,000 sf</b> ( 24-Room / 48 du / 19,000 sf)	<b>192</b> (126)	<b>260</b>	<b>68</b>	<b>E</b>	Inn, McCutheons,
<b>Site F</b>	<b>0.85</b>	<b>Class A Office</b>	<b>5</b>	<b>135,000 sf</b>	<b>225</b>	<b>22</b>	<b>(203)</b>	<b>G3</b>	Govt Offices (i.e School Board)
G1	0.50	Residential	2-3	9 du	12	18	6	G3	
G2	0.79	Light Industry, Tourism	2	20,000 sf	66	30	(36)	G3	National Park Service Training
G3	1.26	Parking	5	Parking	--	600	600	--	City Parking Structure
G4	0.27	Office, Tourism	2	6,200 sf	21	6	(15)	G3	(Rehab Bldg) Tourism/Office
G5	0.57	Office, Retail	4	48,000 sf / 16,000 sf	120	0	(120)	G3	
<b>Site G</b>					<b>238</b>	<b>654</b>	<b>416</b>	<b>G3</b>	
<b>Site H</b>	<b>1.36</b>	<b>Office</b>	<b>3-4</b>	<b>30,000 sf</b>	<b>50</b>	<b>53</b>	<b>3</b>	<b>H</b>	(Rehab Bldg) Media Office
<b>Site FN*</b>	<b>1.37</b>	<b>Office, Light Industry</b>	<b>3</b>	<b>50,000 sf</b>	<b>166</b>	<b>50</b>	<b>(116)</b>	<b>FN, D2</b>	Frederick News Post
CC1*	0.58	Residential	3	24 du	30	24	(6)	CC1, D2	
CC2*	1.06	Residential, Retail	3-4	50 du / 7,200 sf	80	44	(36)	CC2, D2	
CC3*	0.84	Residential, Retail	3-4	42 du / 6,600 sf	70	20	(50)	CC3, D2	
<b>Site CC*</b>					<b>180</b>	<b>88</b>	<b>92</b>	<b>CC1-3, D2</b>	
<b>Site UM*</b>	<b>1.30</b>	<b>Residential</b>	<b>2-3</b>	<b>48 du</b>	<b>60</b>	<b>35</b>	<b>(25)</b>	<b>UM, D2</b>	(Rehab Bldg)
<b>Site WW1*</b>	<b>0.50</b>	<b>Office (or Residential)</b>	<b>3</b>	<b>6,900 sf</b>	<b>23</b>	<b>16</b>	<b>(7)</b>	<b>WW1</b>	
<b>Site WW2*</b>	<b>1.26</b>	<b>Flex Office</b>	<b>1-2</b>	<b>24,000 sf</b>	<b>80</b>	<b>81</b>	<b>1</b>	<b>WW2</b>	
SW1*	1.14	Flex Office	1-2	30,000 sf	100	46	(54)	SW1, E	
SW2*	0.62	Flex Office	1-2	12,000 sf	40	12	(38)	SW2, E	
<b>Site SW*</b>					<b>140</b>	<b>58</b>	<b>(82)</b>	<b>SW1-2, E</b>	
<b>PO**</b>	<b>0.80</b>	<b>Residential</b>	<b>3-4</b>	<b>36 du</b>	<b>45</b>	<b>40</b>	<b>(5)</b>	<b>PO, Street</b>	
<b>East Street Phase I</b>					<b>1641</b>	<b>1951</b>	<b>310</b>		

Notes: Parking Ratios applied - Tourism 1 per 600 sf; Residential 1.25 per unit; Office 1 per 600 sf; Light Industry & Flex 1 per 300 sf; Retail 2.5 per 1000 sf; Inn 1 per 2 rooms + 1 per 4 employees + 1 per 800 sf ballroom; demand assumes most intense use

\* denotes private property (not city-owned)

\*\* denotes private property located outside study area



of the original map are widely available, these photocopies do not necessarily contain the key and are not necessarily legible.

A new map would take late 20th century demolition and East Street Corridor work into account. It could also offer a more fine-grained assessment of historic status, including the distinction between National Register boundaries and the boundaries of the historic district subject to design review. Industrial facilities in operation in 1987 have been converted to other uses, making it difficult to ascertain how many buildings a given address on the present map includes. This can be especially confusing when buildings fronting on Patrick or Carroll Street are subject to HDC design review, while buildings in the center of the block are not. In addition, while an industrial complex might have been

denoted as contributing, individual structures within the multiple-building complex might be recent and non-contributing.

### Land Use & Development Summary

The following recommendations include specific marketing, financing and development issues supporting implementation of land use proposals in the Master Plan. The Master Plan provides a vision for an active, mixed-use environment clearly oriented towards providing a hub for people to live and work. The plan provides for almost 400 residential units (including about 30 live-work units) plus almost 300,000 square feet of office space over the long-term. As a result, residential and office uses are by far the largest components of the plan. The proposed development ‘build-out’ program assuming greatest intensity of use and parking demand, as detailed in the Development Plan and Parking Program Summary Table, is generally summarized as follows:

**Residential:**

Live-Work / Townhouses	30 du
Rental, Lofts, Condo	350 du
Replacement Townhouses	30 du

**Retail:**

Restaurants, Specialty, Retail	30,000 SF
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**Office:**

Class A	280,000 SF * incl govt offices
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**Industrial:**

Flex Office / Service / Light Ind	54,000 SF
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**Cultural / Tourism:**

Visitor Center	3,500 SF
MARC Station	1,300 SF
Spoke Factory	6,200 SF
National Park Service	13,500 SF
Other	

**Hotel / Conference:**

Specialty Niche Inn	24 Rooms +
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**Parking:**

Public Parking Structure	1150 Spaces
Public / Private	491 Spaces

Office development can be promoted through pre-leasing (or ownership)

Figure 57

East Street Extension Phase I

Illustrative Development Parcel Plan

Table 13 (facing page)

Development Plan & Parking Program Summary



Figure 58 (top)

Frederick Street

Figure 59

Frederick Mixed Use

of anchor space to public sector tenants. Opportunities for residential development should be promoted first by enhancing the overall physical environment and then by promoting day-and night-time activity in the area.

Hotel and/or tourism-related uses would be essential as “lead-ins” for creating activity that supports residential development in this area. The Market Opportunities Assessment found that while there is significant demand for residential use, the demand is clearly maximized when the image of the area is enhanced as a safe, active, and attractive environment. Hotel/tourism, retail, and/or restaurants should therefore be encouraged in initial stages of redevelopment in order to “prime” the market for the residential development to follow. The following strategies focus on concepts and recommendations for these lead-in uses.

**Objective/Recommendation:** Diversify land uses to include office, residential, tourism, light industry, flex, linked services, and transit oriented development.

**Objective/Recommendation:** Complement rather than compete with downtown uses.

**Objective/Recommendation:** Encourage the development of activity nodes (i.e. mixed use and retail concentrations) at key intersections and locations along East Street, South Patrick Street, Carroll Creek, and East South Street with visibility to the street.

Historically, the study area has relied upon industrial use for employment and tax revenue generation. Precedent research has demonstrated that mixed use has and a diversified land use strategy increases an area’s capacity to adapt to market changes. The Area Plan recommends a diversification of the area’s land use to include residential, office, tourism, light industry, flex, linked services, and transit-oriented development. The Plan’s strategy addresses the need to identify designated areas for appropriate uses, building types, mass and heights, which combined provide a balanced and coordinated gateway to downtown, while flexible enough to accommodate specific market and developer needs. Concentrated activity nodes with visibility and access from the street can enable increased perceived area vitality and aid in economic viability of businesses, such as retail. The recommended uses enable the City to attract and target proposals for each of City parcels as well as review development proposals for overall area plan consistency.

There are significant specific redevelopment opportunities within the East

Street Extension Study Area. These opportunities are diverse in part because of the location near downtown, industrial and residential areas. Opportunities are also significant because of Frederick’s’ continuing demographic and economic growth, increasing urban sophistication, reduced suburban competition, public policy support, and anticipated new access resulting from both transit and road improvements.

An integrated, urban, multi-use environment would be created to enhance the viability of these uses. Most important is an emphasis on historic resources, including industrial / railroad heritage and rehabilitation of older industrial stock for loft-style uses. Such buildings should be integrated with public spaces, Carroll Creek, and any new residential construction. McCutcheon Apple Products and Frederick News Post will remain important industrial uses and should become integrated into the historic interpretation of the Study Area through design.

The study identified opportunities in residential, retail, office, industrial, hotel, and conference uses. There may also be opportunities for non-market uses such as government offices, or for audience support (concert halls) and cultural facilities (museums). Opportunities would need to be tested further to determine the market and financial feasibility of redevelopment, as well as differentiating and identifying any potential overlap with the overall downtown market.

### Residential

**Objective/Recommendation:** Promote increased downtown residential development and downtown living as part of a ‘live, work, shop and recreate’ 18-hour downtown. Promote ‘live near work’.

**Objective/Recommendation:** Strengthen existing downtown residential uses. Promote residential infill. Provide a diversity of living options.

The Plan’s land use strategy addresses the need to meet resident needs, create jobs at all skill levels, reverse trends of human and financial capital investment outside the city center in the suburbs, and define the city as a place to live, work, shop, recreate and entertain. The Plan believes in both the study area and the City’s ability in achieving its mission and neighborhood revitalization goals by reinforcing the concept of Downtown Frederick as a workplace, residential living place, and activity center. The increased residential population and resident market demand can help attract and support a diversity of downtown services and businesses (i.e. grocers, restaurants, etc.).

Many mature cities around the nation have been attempting to rejuvenate their city centers as 18-hour live, work, shop and cultural downtowns and promoting urban revitalization with housing, retail, entertainment, employment centers, economic development, tourism planning, and by taking advantage of amenities such as short commute times and existing infrastructure. The East Street Phase I can take advantage of area opportunities afforded by its connection to the downtown as a gateway, by the existing public investments, and private development interests.

Due to limited land availability, land costs, desire to provide housing for a range of incomes, and the desire to create an urban living environment, a large percentage of the development program will be multifamily rental or for-sale housing. To encourage a wide variety of people in Downtown, the residential market needs to offer a diversity of housing types – from townhouses to converted lofts, condos and studio apartments.

**Objective/Recommendation:** Provide affordable housing as part of the residential development mix.

The Plan recommends a comprehensive plan to provide housing for a range of incomes and residents. The market opportunities assessment summarized a potential study area residential mix comprising of approximately 40% rental with the remainder as loft and for sale. Existing housing should be replaced by affordable housing, while new construction should provide affordable units in the overall program mix, whether rental or for sale. Existing residential uses should be retained as appropriate, with regard to their historic character. Any demolished units should be replaced with affordable and affordable-market-rate units integrated with full market units and consistent with the design parameters of the site.

### Retail

**Objective/Recommendation:** Target (limited) retail development in the study area to include tourism, cultural, heritage, retail, restaurant, and linked service; retail should be located at key locations and intersections with visibility and access to the street.

The McCutcheon retail and inn projects form an anchor for what should be a larger strategy for attracting retail and restaurants to the edge of Carroll Creek. Again, the promotion of such activities would help en-

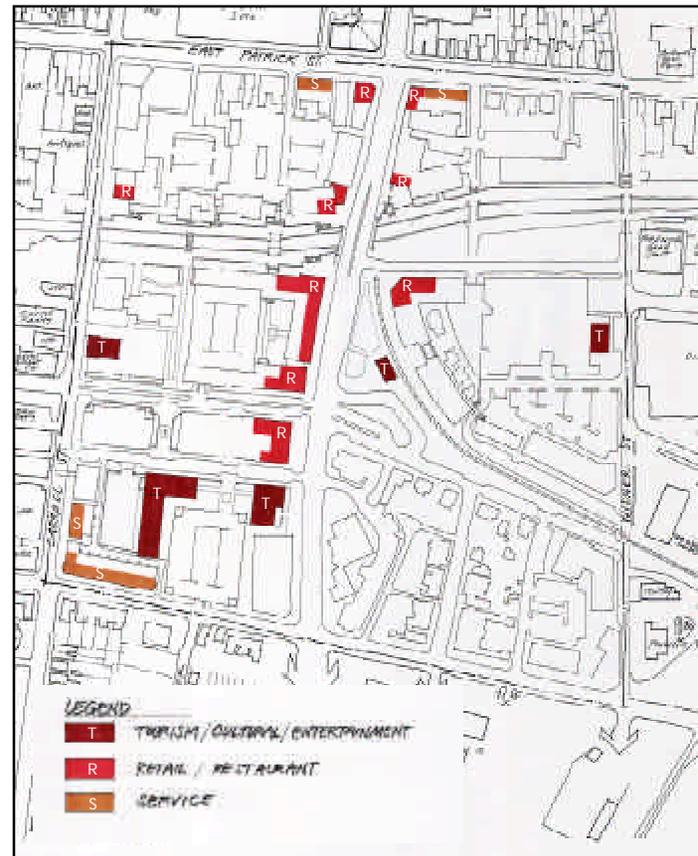


Figure 60 & 61 (right)

Frederick Retail

Figure 62 (left)

East Street Extension Phase I Area

Retail & Tourism Strategy

hance opportunities for residential (and hotel) development in the Plan area. An overall vision emerges for an active downtown waterfront out of what is currently “dead” concrete space along Carroll Creek.

The Site E (McCutcheon) project is clearly essential for helping to bring activity onto the creekfront. Even if no eating or drinking is included in the Site E (McCutcheon) project, the retail store should include the programming of outdoor table space along the creek for visitors to sample tasty items from the store. Ideally however, Site E (McCutcheon) should include a full-service restaurant serving lunch and dinner.

Figure 63 (left)  
East Street Extension at All Saints Street  
Illustrative Perspective



Figure 64 (right)  
Existing "Before" Conditions



The City could help encourage this type of activity by programming the creek's walkways. Programming should include both active and passive activity, including public art, festivals, regular music performances, and landscaping (such as through continuation of landscaping from the west). Unique public art would be particularly helpful by creating a marketable attraction in and of itself, such as the Community Bridge, not to mention providing a long-lasting public good and expression of the community's character.

The Market Opportunities Assessment suggests that, at least initially, the best retail opportunities along the creek will be for restaurants. In fact, eating & drinking uses would help create the nighttime activity that is essential for making the area safe and attractive for residents. The City might consider developing a marketing plan for a "café row" along both sides of Carroll Creek that could provide incentives such as:

- Fast-track regulatory approvals
- Expanded or targeted liquor licensing capacity
- Public office anchors in buildings along creek (with ground floor restaurant spaces at affordable rents in publicly-owned buildings)
- State & local tax incentives on equipment purchase

Public office anchors would be developed to ensure that cafeteria or other restaurant spaces are at ground-floor levels facing the creek, are operated under private contract, or are not programmed into the buildings to encourage area restaurant businesses. The public anchor uses should clearly be designed to ensure maximum use of the public spaces along Carroll Creek or interior portions of the East Street Phase I Plan area.

As restaurant and programmed activities gradually generate foot traffic, there will be other opportunities for retail space generated along Carroll Creek. Every effort should be made to ensure that such retail uses are "net new" to downtown Frederick and not relocations from other areas within the city. Enhancing the area's appeal as a tourist destination is the best way to create such new opportunities.

**Objective/Recommendation:** Provide pedestrian-friendly neighborhood retail to serve downtown area residents, workers, and tourists.

Accommodate resident desire for services such as neighborhood grocery, gourmet, corner grocer, small food market (not supermarket), hardware, entertainment, etc., where possible. However, due to the limited the current limitations identified in the market opportunities assessment, residential demand density will be required to justify a greater retail program, and for services that are not currently available in the downtown area.

### Office

**Objective/Recommendation:** Provide adequate land area with parking for an office development component, in which included are government offices.

The sites proximity to the downtown central business district, and with improved highway access, make it an ideal location for office uses. Whereas, the private office market may not currently support substan-

tial office development in the city, the provision of office space as part of the program mix is essential in creating an integrated development area. The ability to accommodate future office demand will help the city respond to market changes, as well as direct potential inquiries for office development areas. The development of office would require additional parking, in designated parking structures. An office component to the Plan, particularly with ground floor activity, would provide an attractive pedestrian scaled and street-level presence that would greatly enhance the image and walkability of the area.

As an important segment representing major employers in the city, government agencies such as the Frederick Board of Education, City Government, and Frederick County, should be encouraged to remain in the downtown area. The ability to accommodate their additional space requirements through renovation, expansion, or in new construction within the East Street area can provide overall benefits to the entire downtown area.

### *Industrial*

**Objective/Recommendation:** Support light industrial and flex uses, particularly east of Water Street.

**Objective/Recommendation:** Support accommodation of the Frederick News Post expansion needs within the study area.

Existing and viable industrial businesses continue to operate and grow within the study area. Recent interest and real estate transactions suggest that the area should support industrial development in the industrial zoned area east of Water Street, preferably light industrial and flex uses. Some are small, highly visible sites while other areas seem underutilized and show an inefficient use of land. A strategy should be developed to facilitate and enhance the growth and viability of existing light industrial business in the area with appropriate access and visibility. Supporting the industrial sector through improving internal circulation, assuring easy access while reducing conflicts, improving the feeling of security, and addressing environmental concerns will help to solidify a traditional part of the East Street area economy.

Frederick News Post, a cornerstone of Frederick combining office, distribution and printing press facilities, require expansion to maintain and further develop their business. As a significant downtown employer and part of Frederick's heritage, the news post should be assisted in



expanding at their current location. Where possible, accommodation should be made within or in adjacent properties.

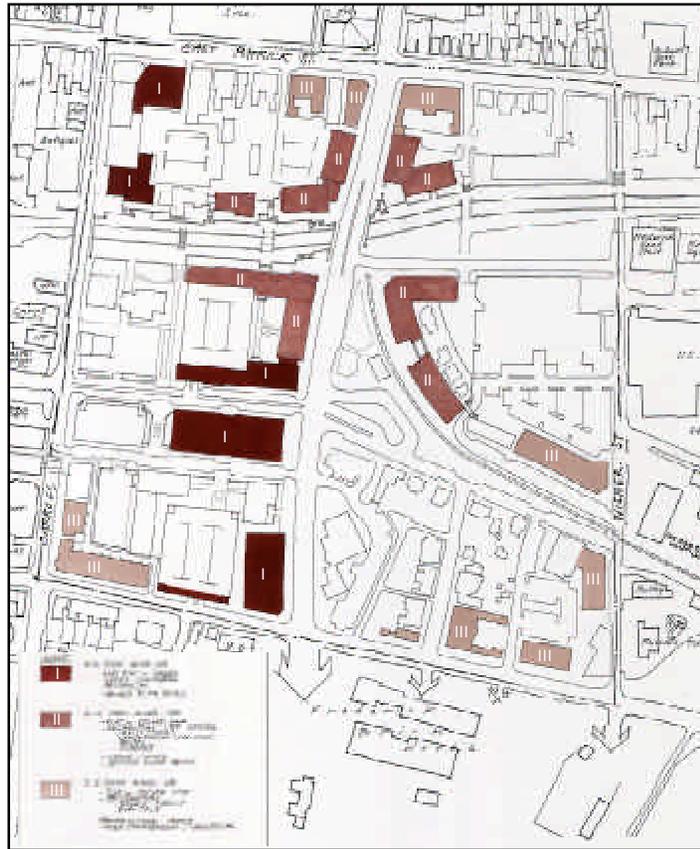
### *Hotel*

**Objective/Recommendation:** Prepare a hotel and tourism development strategy to attract a hotel.

Rather than issuing an RFP as a first step towards recruiting a hotel, the City should begin by working closely with McCutcheons or other business leaders to assist in developing a concept for its retail & tourist attraction. The City is much more likely to have success in attracting a hotel operator with a tourism component conceptualized, financed, and even

Figure 65  
Carroll Creek Residential / Hotel Development  
Illustrative Perspective

Figure 66  
East Street Extension Phase I Area  
Building Types



under development. More importantly, it is in the City's best interests to encourage McCutcheon's growth and diversification as an existing company headquartered in downtown Frederick. McCutcheon's retail and/or restaurant components provide an important private sector-driven anchor for activity, with or without the hotel.

Once McCutcheon's project is moving forward, the concept and site for an inn will become evident. At that point, the City might initiate an Expression of Interest among specialty hotel operators (of which there are several associations representing small and independent hotels nation-

wide), and also targeting several small inn operators in the metropolitan Washington-Baltimore region. There may be an opportunity for the City and McCutcheon to participate as equity stakeholders in development of an inn building as a way of attracting operators. The financial feasibility of the project would depend on the City's ability to attract an operator.

Ironically, the targeted site lacks an historic building for this use, even though other parts of downtown Frederick abound in heritage resources. Therefore, the concept for an inn at this site would require development of a new but historically sensitive building.

## Urban Design

### PLANNING FRAMEWORK

**Objective/Recommendation:** Promote mixed use and integrated development as part of a downtown revitalization strategy.

Development that supports working, living and leisure activities can be achieved through integrated uses, facilities to provide maximum benefit to area residents, businesses and tourists. Traditional planning practices designated separate zones for offices, housing, public facilities, and industry. One of the greatest benefits of the East Street Phase I area connection to downtown is the ability to mix and transition these uses throughout a defined, relatively compact area. The creation of a neighborhood through blocks and buildings is integral to creating a functioning 18-hour day memorable downtown gateway area.

The mixed-use strategy should be viewed according to its surrounding activities and context, where new building construction, street network, park and open space connection, contributes to the larger picture of downtown.

**Objective/Recommendation:** Provide a variety of design and development opportunities as part of a balanced development program. Target, accommodate, and manage development within a defined framework of building types.

A range of experiences, building types, architecture, and spaces contribute to the community's experience and character expected in urban living. The Plan area should continue to provide a myriad of urban alterna-

tives, such as multifamily housing, live-work, loft, townhouse, office, retail, and industry. The identified mix of land uses create an appropriate ratio of residential units, office space, retail, flex, hotel/inn, and light industrial facilities as part of a comprehensive, varied, balanced, and though not uniform, development program.

The commitment of developing architectural solutions, mixing uses within a building or block, attempts to create and reinforce Frederick's exemplary downtown aesthetic. To reinforce the area's overall form, architectural elements, such as bulk, mass, façade, articulation, and detailing, should be developed in relation its downtown context, image, and sidewalk character. The Plan has been conceived to provide a framework for buildings and blocks, to guide development within the area, yet providing flexibility to accommodate specific style and architectural design, as follows:

**Building Type I** – 4 to 5 story, flat roof with cornices with office/commercial, residential and ground floor retail uses

**Building Type II** – 3 to 4 story, flat or pitched roofs with residential uses, such as loft housing, multifamily, condominium (for sale), rental, senior, affordable, or hotel, and ground floor retail uses

**Building Type III** – 2 to 3 story, flat or pitched roofs with residential (for sale), single family, townhomes, flex commercial/ industrial, professional office uses; optional: 4<sup>th</sup> floor with dormers

**Objective/Recommendation:** Promote a strict discipline of building frontage

Connections to adjacent downtown neighborhoods and within the disparate areas of the study area are both physical/functional and visual/perceptual; the existing connections exist are weak. Streets should be consistent with street and building frontage, not by vacant lots and blank facades. These "street blocks" should contain a continuous string of activity, shopfronts or building frontage to encourage pedestrian movement. Services such as retail, restaurants, and convenience amenities are to be organized along corridors to encourage pedestrian movement and circulation, and clustered at key intersections with a limited range of services to facilitate automobile access and accommodate commuters. Attractions, destinations and linked services should be located at strategic locations within the area and corridors, such as Carroll Creek, as a way of defining routes and encouraging increased circulation within the area.

An urban design strategy should carefully consider the strict discipline of building frontage, ground-level activity and land-uses as a way to encourage both positive pedestrian and automobile circulation along key corridors. Buildings should line both side of the street, preferably with ground floor activity, such as retail or live/work space; ground floor retail has been identified in the Plan.

As industrial, office, residential, and commercial redevelopment begins to further define the area, the physical location and design within the block, on their ground-level and in the way these initial buildings "face" the street will present significant influences on the future character of the physical public realm; the street and perceived quality as a "place". Just as the lack of a clean, attractive, safe street contributes to a poor sense of neighborhood "connectedness", the lack of linked services and a weak discipline of street frontage and shop fronts discourage continuous connections. Many gaps such as vacant lots and boarded buildings along the sidewalk frontage, few services such as convenience retail or restaurants, and visual detracting by often imposing advertising elements can detract from the desired overall gateway image.

Considerable comments voiced during the charrette indicated the need to create a cohesive identity on both side of East South Street (i.e. with complementary uses) as well as the importance of a creating a transition with the future East Street Extension Phase II area.

## IMPROVE PEDESTRIAN CONNECTIONS

**Objective/Recommendation:** Respect vistas to nodes, such as to the MARC station, Visitors Center, etc.

Improvements to Historic Downtown and East Street "gateway" image will include adopting physical and cognitive urban design elements that embody the characteristics of and linking to downtown; views and vistas to area attractions. This planning and design approach of espousing the "core values" will enable the area to become an "extension" linking to its downtown activity centers and adjacent neighborhoods rather than an exception to its accruing value. The existing road and pedestrian network as well as locational adjacencies between key nodes provide physical and perceived connections. Improved visibility, attractiveness and quality-of-life offered to its residents, businesses, and visitors through vistas between key historic and civic places will help encourage pedestrian and



development activity. The development goals of jobs growth, economic development, historic preservation and increased tax revenues will necessitate not downtown business relocation but rather increased attraction of “net new” quality businesses and development; businesses that relocate to the City and the study area from *outside* the city; an improved image will help attain this goal.

**Objective/Recommendation:** Create “People Places” with pedestrian access improvements and connections along East Street and Carroll Creek Park.



A deterrent to economic development in the East Street study area is an overall lack of attractiveness. Streets and pedestrian areas, such as Carroll Creek Park, are the area’s most vital open space system and should be well maintained and attractive; including sidewalks, light poles, street trees and building frontage. Existing area streets and sidewalks vary in their condition, and can be perceived as unsafe; consider using Maryland State Planning or other funds for streetscape improvements.



Safe and attractive streetscape and sidewalks including street trees, adequate lighting for automobiles and pedestrians, signage and wayfinding, shopfronts and architectural design, and proper maintenance are important to meeting specific quality-of-life expectations. Businesses, retailers, developers, and visitors to East Street area will expect, more so than industrial users, a higher degree and quality than currently exists. Any redevelopment scenario that attempts to redefine East Street Phase I area with respect to the downtown market and anticipated land-use strategy will expect a long-term commitment to an improved attractiveness of the area.

**Objective/Recommendation:** Mitigate transportation conflicts with area residents and pedestrians. Improve pedestrian crossings.



Quality-of-life impacts, related to the major transportation facilities such as East Street and the MARC rail line, are noted primarily due to access, traffic, parking, and noise pollution. A certain level of parking intrusion within the area of residential neighborhood streets has been experienced during construction. This conflict may be further addressed by providing added parking structures associated with redevelopment. Environmental (i.e. noise) and neighborhood traffic intrusion may arise particularly during the peak morning and evening hours with bus movements into and out

of the MARC Station, as well as future additional traffic impacts that will need to be addressed.

The functional characteristics of streets and streetfronts, and the quality experience within the area combine to produce an image of the area. East Street, as the major north / south surface “gateway boulevards”, requires a consistent urban design character or image with defining elements. While East Street sidewalks are newly constructed, crosswalks are limited to signalized intersections at South Street, Carroll Creek and Patrick Street, where pedestrians will be likely to cross at All Saints and Commerce Street between buses and MARC station; crosswalk striping may be required.

Additionally, the MARC rail corridors poses a barrier to properties east of Water Street; pedestrian crossings and movement along Carroll Creek should be reinforced. Both experiences characterize the need to reinforce the “walkability” within the gateway area.

**Objective/Recommendation:** Provide improved open space connections and variety of spaces.

Equally important to overall image and quality of life are complimentary uses and amenities such as open space, parks, entertainment and linked services. Currently, the East Street area lacks consistent coverage for such amenities. Though bisected by Carroll Creek Park, other neighborhood parks and spaces are limited to abandoned lots. In order to induce desirable redevelopment, a balance of complimentary uses, amenities, linked-services, a progression of parks, plazas, benches and other site amenities will need to be planned and phased appropriately to maintain specific quality of life expectations for targeted area residents and patrons. Design guidelines can provide guidance to the area’s development while not restricting creativity and enterprise.

## RETAIN ARCHITECTURAL CHARACTER

**Objective/Recommendation:** Use Frederick architecture and architectural character as guidance for new, renovation, and adaptive reuse construction. (Design guidelines should be prepared).

Frederick’s architecture contributes to the overall marketability of the downtown and city. The Plan recommends maintaining building heights

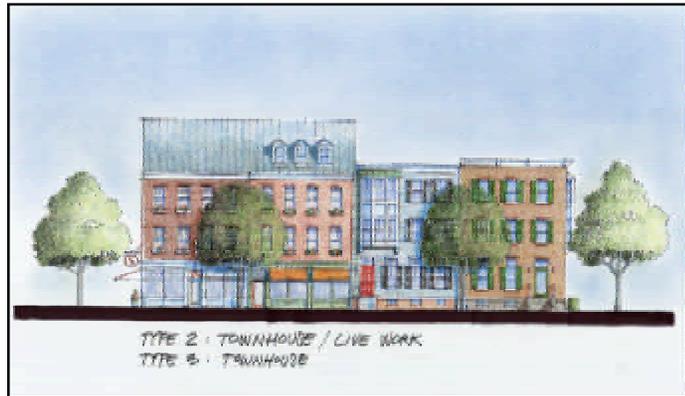


Figure 67, 68, 69 & 70 (facing page)  
Carroll Creek  
MARC Station  
East Street  
East Street Crosswalk at Carroll Creek



Figure 71, 72 & 73  
East Street Extension Phase I Area  
Building Types & Illustrative Architecture

between 2 to 5 stories with a mix of uses, either flat or pitched roofs, and encouraging adaptive reuse, where possible. New construction should be designed appropriate to the overall Frederick character, such as loft housing. The Plan provides illustrative architectural treatment for various building types: live-work/townhouse; adaptive reuse/loft; adaptive reuse/loft with ground floor retail; and office.

### Open Space

**Objective/Recommendation:** Provide an open space system a greater diversity of spaces.

**Objective/Recommendation:** Ensure maintenance and quality of open spaces.

**Objective/Recommendation:** Promote overall downtown quality-of-life improvements such as connections to Carroll Creek Park.

**Objective/Recommendation:** Showcase Carroll Creek with landscape and program improvements, including art. Landscape guidelines should be prepared to be implemented by private creekfront development.

The public benefits of redevelopment are not just providing additional downtown residents, jobs, long-term economic development and tourism

Figure 74 (right)  
Building Types & Illustrative Architecture



Figure 75  
Frederick News Post

Figure 76  
Existing Open Space



goals, and the return of underutilized sites to productive use, but rather integrated recreational access, and direct improvements to the open space system along Carroll Creek Park. In order to induce, attract, and maintain desirable redevelopment, improvements to the quality of complimentary uses, amenities and open space will be required to meet certain image and quality of life expectations. As the East Street area begins to attract a more varied user, including residents, employees, and visitors, the expectations for open space and amenities will increase. A series of ‘green’ streets and paths should be formed to provide landscaped, shaded, and walkable experiences within the downtown area.

Existing and planned open space including Carroll Creek Park should be effectively linked and leveraged as an appropriate justification for additional enhanced open space, while improving the visual aspects of the entrance to downtown. Amenities, complementary uses, linked services and circulation patterns should reinforce a strategy for developing a comprehensive open space system.

As a string of pearls along a 20-acre Carroll Creek Park, a series of smaller spaces, places and attractions linked by the park will enable better use of the creekfront; Carroll Creek Park should landscape to provide a shaded walking experience. Additional retail services (i.e. restaurants), programmed activities (i.e. festivals and events), or civic art will help develop walkability along an underutilized city gem. Whether as part of a City Parks and Recreation managed or privately sponsored program, landscape and site

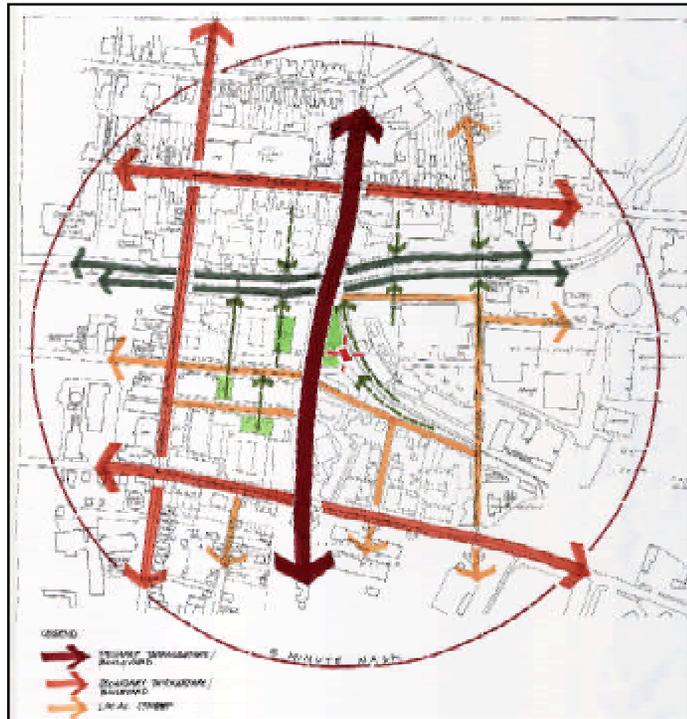
amenity improvements will be required to improve active use in Frederick’s ‘heart’.

## Transportation Summary

**Objective/Recommendation:** Take advantage of multiple transportation systems that contribute to the city’s urban form and lasting image. Provide a system of transportation modes and services that offer alternatives to commuters.

One of the study area’s greatest assets is its location adjacent to major surface transportation corridors (road, rail, and public transportation) and the Historic Downtown. However, the site’s local site access to specific development parcels such as the area bounded by Carroll Creek, MARC tracks, and Wisner Street, and the limited parking areas directly are inhibiting spontaneous redevelopment. These transportation constraints effectively act as obstacles to attaining area potential. Public infrastructure improvements will likely be necessary to induce redevelopment.

The overall quality of the physical environment including infrastructure and streetscape along the East Street extension and East South Street, as a “gateway” to Downtown, should be improved and celebrated. Currently, this downtown gateway is an anonymous, unattractive district composed of seemingly declining industrial properties and neighbor-



hoods.

The study area must take full advantage of the positive contributions of the multiple transportation systems that traverse the study area while remediating any incompatible characteristic that influence the area. Particular attention should be placed with the local road network, MARC rail crossing, and pedestrian accessibility, as these will contribute to and reinforce redevelopment efforts. Consistent with state smart growth objectives, these transportation systems should be improved and maintained to maximize their capacity and efficiency while minimizing adverse quality of life impacts. In this way, more productive use of underutilized real estate and enhanced public perception may be realized where

existing infrastructure is in place, and would assist in attracting and maintaining long-term economic development.

### ROAD NETWORK

**Objective/Recommendation:** Ensure a clear and functional hierarchy of thoroughfares (gateway boulevards, neighborhood main street connectors, and local streets) with streetscape improvements.

A comprehensive hierarchy of district street types with associated streetscape improvements should be established as an adequate response to meet the combined traffic, development and quality-of-life needs. Commuter gateway boulevards, district main streets and other neighborhood connector streets each require differentiated treatment, yet, when integrated through common design strategies can combine to reinforce an image of a recognizable “place”.

**Objective/Recommendation:** Ensure a proper transition from East Street extension Phase II highway corridor speed and design to the Phase I area. Mitigate adverse traffic impacts within the Phase II area.

**Objective/Recommendation:** Conduct further traffic studies for area intersections, in particular, for East and South Streets.

Significant citizen concerns were raised during the Plan process regarding the East Street Phase II extension as a limited access, highway collector with a posted 45 to 55 mph, and the impact of through traffic with local circulation and pedestrian safety in the study area, including truck traffic. Proper signage, speed transition, and accommodating the need for U-turn traffic improvements should be tied to a road design, land development, phasing, and public improvements strategy wholly within the Phase II area, rather than at the intersection of East Street and South Street.

**Objective/Recommendation:** Improve local circulation and access to area development parcels.

**Objective/Recommendation:** Coordinate with State Highways Administration to ensure critical direct access to the multimodal development block (Site E) from East Street; direct access is critical for development viability (i.e. retail, inn).



Figure 77 (left)  
East Street Extension Phase I Area  
Circulation Diagram

Figure 78, 79 & 80 (right)  
Transit at MARC Station

Figure 81

## MARC Station &amp; Site E Redevelopment

## North-South Section



The study approach recognizes that economic development and revitalization occurs most successfully when facilitated by clear and efficient means of access. As a controlled-access, primary highway, the East Street Extension provides limited direct access to the study area. In terms of its service function as a major future commuter arterial connected to I-70 and its design/physical features, new East Street has perhaps the greatest significance regarding access into the study area and downtown. East Street extended, in conjunction with East South Street, Carroll Street, All Saints Street and Patrick Street are the key roadways to and through the study area.

As noted earlier, local access situations for area sites are somewhat interconnected. Commerce Street, B&O Road, Wisner Street and Water Street are roadways that constitute the local access framework. The Plan recommends driveway access from East Street to Site E at the Creek to enhance auto/pedestrian connections to and site developability of Site E; an important element of the Plan.

## MARC STATION

The study area is served by local and regional bus, and regional commuter rail service. Bus transit to the area serving downtown and the suburbs is provided through the Frederick Transit, with service routes and stops

terminating within the area, presently adjacent to the Donald Schaefer Building, and in the future at the MARC station. The MTA provides MARC commuter rail service to the area through the Point of Rocks Station on the Brunswick Line. It is also noteworthy that Greyhound will relocate their bus depot from East All Saints Street to co-locate at the new MARC Station.

**Objective/Recommendation:** Encourage improved MARC commuter use.

**Objective/Recommendation:** Promote MARC as a tourism connection to and from Washington, DC.

**Objective/Recommendation:** Provide an efficient point of transfer. Encourage intermodal transfers and multimodal use at the MARC Station

The Plan recommends integrating service connections to better serve commuters with coordinated bus and MARC schedules, as well as encouraging greater connections for passengers traveling via MARC and Greyhound to regional locations such as Washington, DC. Conversely, the potential for weekend service to and from DC for festivals and other tourism should be encouraged.



Figure 82 (left)  
MARC Station & Site E Redevelopment  
East-West Section

Figure 83 (right)  
MARC Station & Site E Redevelopment  
Illustrative Aerial Perspective

Automobile, train, bus, taxi, pedestrian, bicycle and other modes should be integrated at the MARC station, and vicinity. The city should continue to research pricing programs and operations of multi-modal transit to determine efficient systems.

**Objective/Recommendation:** Use MTA multimodal grant for MARC Station immediate improvements, and leverage additional investment and funding. Prepare necessary studies and reviews (i.e. Environmental Assessment) to access other Federal multimodal funding.

The potential use of a Mass Transit Administration Grant should be directed to immediate improvements to encourage increased station use, such as station landscape enhancements, parking improvements, or access to Site E from East Street.

**Objective/Recommendation:** Integrate transportation improvements with overall tourism, economic development, historic preservation and urban design objectives.

There should be sufficient room to enhance the long-term opportunities for a small train shed or station across the tracks from, or adjacent to, the recommended McCutheons tourism development. However, transportation uses should not be developed at the expense of tourism uses that might provide a higher public return.

It is recommended that draft site plans incorporate both tourism/inn uses as described above and transportation uses that are thematically consistent.

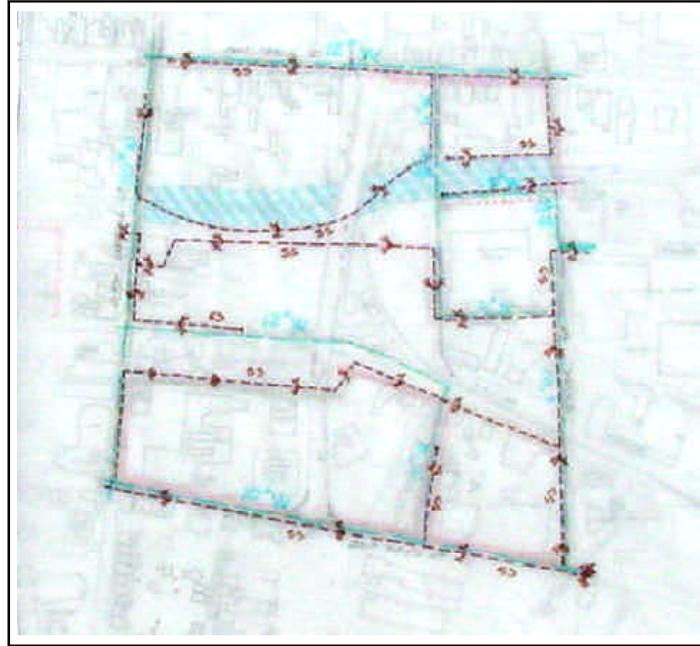
## Parking Summary

The study team assessments indicate that along with easy and efficient access within the study area, sufficient, convenient, and safe parking will be an essential element to the success of potential other uses. Any redevelopment of the existing parking lot sites should include a plan to maintain the same quantity and approximate parking locations. Other land use scenarios should be able to take advantage of available opportunities for shared parking usage allowed by the existing parking supply and usage situation in addition to appropriate off-street parking for the future economic development of the East Street and Downtown area. Currently, the parking supply within the study boundary consists primarily of surface lots dedicated for regular employee during weekdays; many of which are gravel lots.

**Objective/Recommendation:** Provide adequate parking to meet existing and redevelopment demands. Construct strategically located parking garages.

The Plan anticipates that the construction of parking structures is required to meet level of additional program demand for area development and adjacent downtown demand. Any parking structures within the study area should attempt to integrate with new development and minimize any adverse visual or pedestrian impacts. The Plan recommends appropriately lining parking structures with other uses, buffering parking structures from view with other structures, and minimizing their visible height through use of grade changes. Lower floor-to-floor heights of parking structures can help lower the visible height, when shielded by a building of equal or greater number of floors.

Figure 84  
Existing Utilities



**Objective/Recommendation:** Provide on- and off-street parking dedicated to local businesses and residences through measures such as signage, permits, meters, and enforcement.

The Plan recommends resident permit parking restrictions within the adjacent residential areas to dissuade commuter parking, as required, such as along B&O and Water Street. Parking measures such as metered parking and time restricted parking strategies should be evaluated and enforced to the benefit of local retail businesses.

## Infrastructure Summary

### UTILITIES

**Objective/Recommendation:** Ensure adequate utilities to meet redevelopment needs.

Area utilities are adequate for to accommodate the development potential envisioned in the Plan. Roads, storm drain, sanitary sewer, water, gas and right-of-ways have been evaluated in the previous chapter.

### STORMWATER RUNOFF MANAGEMENT

**Objective/Recommendation:** Investigate and provide an area stormwater management control system to manage quantity and quality, minimize environmental impact and help incentivize redevelopment, including a potential City study and system from which new development may tap on a fee-basis.

The City of Frederick has a stormwater management ordinance that establishes the requirements for development of land and its affect on the quantity of stormwater runoff and the quality of stormwater runoff. The East Street area stormwater runoff drains into the Carroll Creek flood control concrete structure. The quantity of stormwater runoff from any new development must be controlled to avoid overload of the flood control structure. The existing development is estimated to be at the level of impervious surfaces assumed as a design basis for the flood control structure. Therefore, any new development creating additional impervious surfaces will be required to demonstrate that the flood control structure will not be overloaded.

Based on observations made during this study, there are two potential methods to protect the flood control structure: (1) develop stormwater storage structures, and/or (2) perform a hydrologic study that demonstrates that the development will not overload the flood control structure. Construction of surface or subsurface stormwater storage facilities, detention structure, will maintain the peak rainfall runoff rate to the same level as presently exists. Given the level of development in the East Street area, underground storage is recommended.

The second approach would be to establish the time when the flood control structure will be at its capacity and determine if the runoff flow from the new development would have passed through the flood control structure prior to reaching capacity. If demonstrated by computer modeling, the stormwater storage structure may not be required. The computer modeling would require the analysis of the Carroll Creek total drainage area, as well as the flood control structures. Though beyond

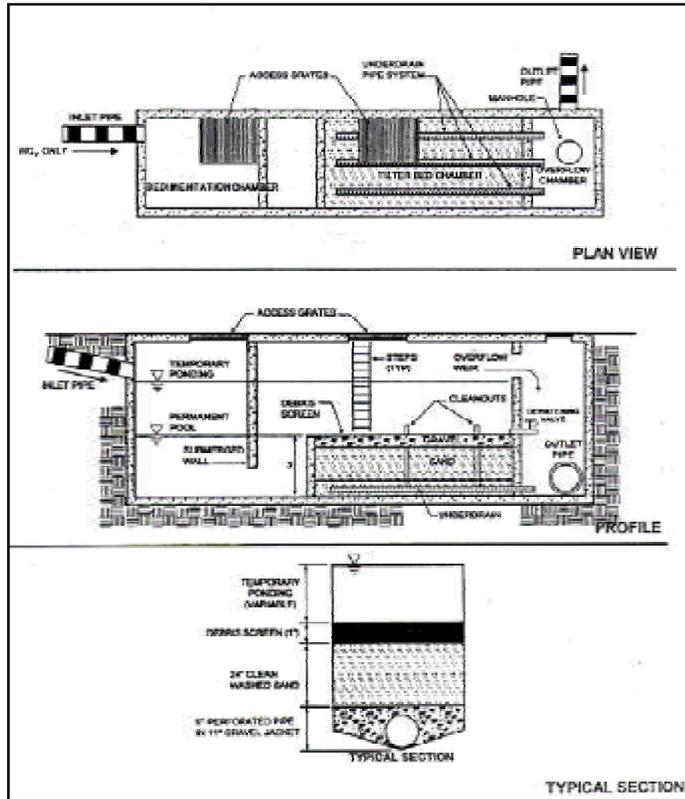


Figure 85 (left)  
Example of Underground Sand Filter

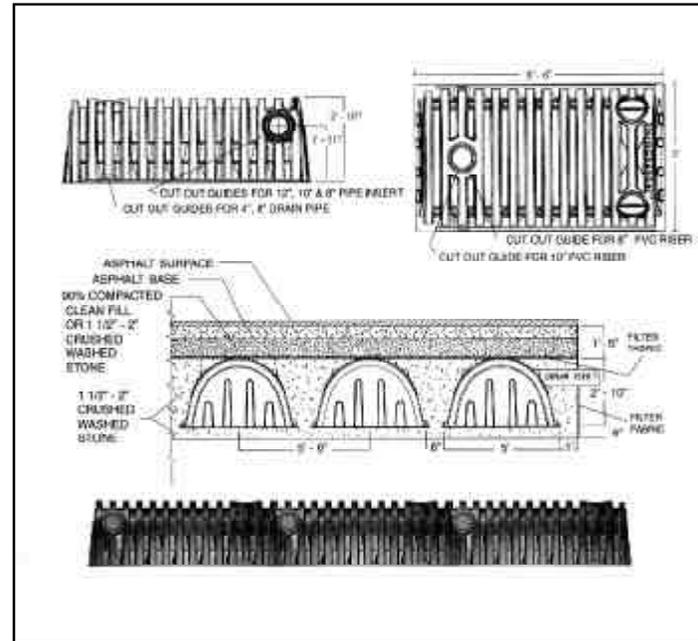


Figure 86 (right)  
Example of Storm Water Chamber  
shown: Hydrologic StormChamber™

the scope of the plan study, the City may consider preparing the study as a selling point for the sale and development of the East Street area city-owned properties.

Quality control requirements of the ordinance for stormwater runoff require approximately the first (1) inch of runoff to be managed through structural and non-structural approaches. Structural approaches are related to open ponds, new wetland areas, and sand or other water filtration systems. All of these are based on the principal that water is contained over a filtration material through which it flows at a slow rate, thereby removing oils, solids and some nutrients. Non-structural approaches relate to increasing the grass and landscape areas, and the dis-

connecting of runoff from pipes into open flat channels. The plant material and underlying soil will act as a filtering material of the runoff water

The East Street area as planned with a desired density and value will increase the impervious area according to an urban character. Therefore, the structural type of quality controls is recommended. It is estimated that an underground concrete vault with a sand filter media will be used. Based on the “2000 Maryland Stormwater Design Manual”, as required by the City ordinance, a typical vault size was calculated. One acre of new impervious surface will require a vault with inside dimensions of 60 feet long, 10 feet deep, and 8 feet wide. The vaults can be located at the low point of the development sites, or located next to the flood control structure, such as Site E, to treat the entire new East Street development area.

The City may consider implementing the required stormwater management facilities for the area development sites, as part of a sales incentives strategy. The City would operate and maintain the stormwater management as an area wide facility.

## Development Feasibility Summary

### POLICY

**Objective/Recommendation:** Continue the public participatory planning process to ensure consensus in refining ideas and plans.

**Objective/Recommendation:** Continue to monitor and support any potential regulatory changes required for adoption and implementation of plan recommendations; the Plan conforms to City current zoning and comprehensive plans.

**Objective/Recommendation:** Review and refine the illustrative development parcel plan for area property redevelopment. Refine the City RFQ / RFP for disposition of city-owned development parcels, and solicit for development.

**Objective/Recommendation:** Facilitate lot consolidation for development of private lots and potential infill buildings between Carroll Creek and South Patrick Street.

**Objective/Recommendation:** Partner with the U.S. Postal Service, in preparing a transition plan for the relocation of the USPS Distribution Facility and parking lot, to enable infill redevelopment.

**Objective/Recommendation:** Prepare detailed Carroll Creek design and landscape guidelines to be implemented by and during the process of private creekside development.

**Objective/Recommendation:** Prepare detailed East Street urban design and architectural guidelines to be adopted and adhered to during area redevelopment.

The Area Plan is but one of the first steps in a redevelopment strategy, which will undoubtedly be refined pursuant to additional input, study and public participation.

**Objective/Recommendation:** Investigate use of Federal and State redevelopment and revitalization funding and finance sources, such as HUBZone.

The Historically Underutilized Business Zone (HUBZone) program, administered by the US Small Business Administration, provides revitalization incentives to designated commercial and rural areas identified by an economic need. To be eligible for HUBZone preferential status, an eligible small business must be located within the zone, owned and controlled by US citizens, and of which 35% of their employees must reside in the designated Zone. The potential to obtain a portion of the federal governments 2% contract dollar set aside could justify the commitment and investment of business resources required; the set aside is programmed to increase to 3% by 2003.

The East Street Extension Phase I area is part of the Frederick's designated HUBZone area. Participating certified businesses will receive preferential status assisting the procurement of government contracts such as with the National Park Service. The program would help strengthen the community economically and socially by fostering employment opportunities to area residents, and supporting redevelopment initiatives.

## Implementation Strategy Summary

As the Area Plan provides the framework for overall redevelopment initiatives, it is formulated to establish a strategic framework to guide physical, economic and policy actions required to meet the overall vision, goals, and recommendations. The Plan recognizes that the recommendations portrays a snapshot of the breadth and depth of issues to be addressed during implementation, and does not assume to cover every issue or development aspect; the Plan is a firm basis and referring document.

In enabling a jump-start to the implementation process, some identifiable short-term action items are recommended for adoption that are targeted at immediate results, and at assisting priority projects over the next 3-5 years. These immediate action items and priority projects will help create the interest, support, and momentum needed to build long-term commitment for the full 10-15 year implementation process; full implementation may be earlier depending on market conditions.

**Action Item:** Adopt the East Street Extension Phase I Area Plan.

- Action Item:** Prepare Urban Design and Architectural Design Guidelines for East Street Extension Phase I Area, and Landscape Guidelines for Carroll Creek Park.
- Action Item:** Prepare Plats for each development parcel.
- Action Item:** Conduct property appraisals for development parcels.
- Action Item:** Prepare Regional Storm Water Management solutions.
- Action Item:** Prepare an RFQ / RFP for each parcel & solicit for development.
- Action Item:** Coordinate with Maryland SHA and MTA to ensure access from East Street to multimodal (Site E).
- Action Item:** Use the \$154,000 MTA Grant for improvements at the multimodal lot (Site E).
- Action Item:** Prepare an RFQ and conduct the federally-required environmental assessment for a multimodal facility.
- Action Item:** Prepare a detailed Gantt chart detailing each project component and estimated milestone.
- Action Item:** Identify parking strategies & timing of construction of parking structures.
- Action Item:** Coordinate with the City Comprehensive Planning Process to make any required code changes.
- Action Item:** Task a City staff, department, committee, and/or other appointed group to lead follow-up, review, and implementation of Plan recommendations.
- Action Item:** Evaluate other policy, budgetary and capital improvements plan items related to implementation, such as parking structures.

## Conclusion

The physical, historic preservation, and economic improvements to the downtown will generate new employment opportunities, stimulate interest in living downtown and establish downtown as an activity center for the community and the surrounding region. These short-range and long-lasting opportunities will create an attractive, popular and interconnected gateway connected to the downtown core integrating Carroll Creek and East Street, while providing strong context and momentum for the plan's many redevelopment initiatives, transportation, parking, historic preservation, heritage tourism, streetscape and architectural improvements.

The notion, described in the Plan, of a vital, memorable, charming, and authentic historic city was a result of the community's input and commitment. Frederick's residents, not the team of architects, urban planners, public and private sector stakeholders, wanted to create a downtown and East Street area that was a source of continued pride, reflecting their desired quality-of-life standards. Throughout this document, the importance and significant contribution of citizen input cannot be overlooked or understated.

Over the preceding months, the consultant team listened to community recommendations, comments to plan refinements, incorporated national experiences, technical expertise, and engaged local stakeholders, public officials, and city staff, in producing this document. The resultant collective vision for the master plan should be of common pride.

The complexity and interrelatedness of objectives and recommendations in the East Street Extension Phase I Area Plan is as a significant task, but not impossible, to implement. Beginning with the Plan's mission statement and ending with the specific objectives and recommendations, the priorities are to address issues, related to the livability, image, memorability, and integrity of creating the Phase I area as a significant neighborhood and component of Historic Downtown, during future discussions and redevelopment initiatives. Respect and building upon the goals and objectives elicited in the Plan will ensure the overall plan success. The challenge, moreover, will be the continued commitment of participants and stakeholders to further the work identified, in forming the East Street Extension Phase I Area downtown gateway.

## Appendix A

**Table A1. MAJOR EMPLOYERS, FREDERICK COUNTY, 2001**

Name	Employees	Type
Fort Detrick & Tenants	6,279	Government
Board of Education	4,241	Government
Bechtel Power Corp	2,800	HQ
MidAtlantic Medical	2,376	Insurance
County Government	2,301	Government
Memorial Hospital	2,004	Hospital
1st National Mortgage	1,900	Operation Center
Frederick Comm College	1,137	College
Wells Fargo Mortg	1,000	Operation Center
State Farm	948	HQ-Regl
F&M Bankcorp	811	HQ-Regl
Alcoa-Eastalco	725	Mfg-Metal
City Government	709	Government
First USA	650	Operation Center
NVR Bldg Products	600	Mfg-Bldg Prod
Mt St Mary's College	462	College
BP Solar	450	Mfg-Elec
Hood College	434	College
Moore Bus. Comm	417	Printing
BioWhittaker	400	Bio-tech
HL Hartz & Sons	370	Mfg-Apparel
Canam Steel	369	Mfg-Steel
Invitrogen Corp	366	Bio-tech
Toys-R-Us	315	Distribution
Trans-Tech	311	Mfg-Ceramic
Air Tech Systems	310	Mfg-Machine
Structural Systems	300	Mfg-Bldg Prod
Orgill/Frederick	260	Wholesale
Airpax Corporation	250	Mfg-Machine
Richard F Kline	250	Construction
WorldCom	250	Telecomm
BB&T	242	Financial
GS Communication	235	Telecomm
Bell Atlantic	226	Telecomm
Von Hoffmann	215	Printing
AOPA	210	Association
Frederick News-Post	207	Publishing

Source: Frederick County Office of Econ Dev.

**Table A2. RESIDENTIAL BUILDING TRENDS, FREDERICK & FREDERICK COUNTY, 1996-2001**

Jurisdiction/Type	Single Family	Multi-Family	Total
<u>Frederick City</u>			
1996	324	36	360
1997	339	48	387
1998	466	118	584
1999	564	468	1,032
2000	786	12	798
2001 (1-7)	412	12	424
Total	2,891	694	3,585
Ave/Year	518	124	642
Share of Total	26%	60%	29%
<u>Other Fred. Cnty</u>			
1996	1,230	130	1,360
1997	1,202	206	1,408
1998	1,409	15	1,424
1999	1,759	48	1,807
2000	2,099	36	2,135
2001 (1-7)	740	36	776
Total	8,439	471	8,910
Annualized Ave	1,511	84	1,596
Share of Total	74%	40%	71%
<u>Total</u>			
1996	1,554	166	1,720
1997	1,541	254	1,795
1998	1,875	133	2,008
1999	2,323	516	2,839
2000	2,885	48	2,933
2001	1,152	48	1,200
Total	11,330	1,165	12,495
Ave/Year	2,029	209	2,238

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics.

## Appendix B

### Charrette Participants List

(Based upon official sign-in sheets; other participants who have attended may not be listed)

*Joe Adkins  
Bert Anderson  
Pierce Atkins  
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William Bowie  
Laurie Boyer  
Dick Brady  
George Brugger  
Sherry Burford  
Mika Cady  
Bernie Callan  
Lisa Canby  
Lewis Center  
Brent Christ  
Frank Damanti  
Janet Davis  
Ed DiGiovanna  
Jennifer DiGiovanna  
Dale Dowling  
Dorothy Egbert  
Fred Eisenhart  
Clarence Eng  
Eric Fairbanks  
John Fieseler  
Bob Fisher  
Jim Gangawere  
Maia Geminani  
Richard Griffin  
Randy Gross  
Scott Grove  
Jim Gugel  
Marcia Hall*

*Doug Hicks  
Joan Jenkins  
Karen Jezek  
Folly King  
John King  
Tom King  
Karlys Kline  
David Koontz  
Mike Krupsaw  
Carole Larson  
Joe Leberz  
Carmen Lopez  
Tom Lynch  
Terry MacHawer  
Kevin Mack  
Mary Mannix  
John Mather  
Kate Mazzara  
Bob McCann  
Bob McCutcheon  
Michael McCutcheon  
Tom McGrath  
Elizabeth Miller  
Clayton Minnick  
Ralph Mobley  
Marvin Mock  
Sylvia Mock  
Karl Morris  
Zoltan Nagy  
Meta Nash  
Mike Nash  
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Harry Rosenstock  
Jim Schmersahl  
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George Smith  
Glen Smith  
David Sneed  
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Jennifer P. Dougherty, Mayor  
Joseph W. Baldi, Alderman  
Marcia Hall, Alderman  
William G. Hall, Alderman  
Donna S. Kuzemchak, Alderman  
David G. Lenhart, Alderman

James S. Grimes, Former Mayor  
Meta S. Nash, Former Alderman  
Blaine R. Young, Former Alderman

### Greater Frederick Development Corporation (GFDC)

Board of Directors, Michael Proffit, President  
Urban Planning Committee, Mike Smariga, Chair  
Richard G. Griffin, Executive Director  
Lynda L. Trautwein, Office Manager

### City of Frederick Planning Commission

George I. Smith, M.D., Chairman

### City of Frederick Planning Department

Chuck Boyd, Planning Director  
Joe Adkins, Senior Comprehensive Planner

### City of Frederick Historic District Commission

Dan Lawton, Chairman

### Frederick County Office of Economic Development

Marie Keegin, Director  
Laurie Boyer, Business Development Specialist  
Jim Gangaware, Business Development Specialist

### Transit Services of Frederick County

Sherry C. Burford, Director

### Frederick County Chamber of Commerce

Joe Lebherz, President & CEO

### Design Collective, Inc.

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John Moynahan, ASLA  
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### Seth Harry & Associates

Seth Harry  
Ruth Landsman

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### Betty Bird & Associates

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Robert Warner

Charrette Participants, business owners, property owners, and public stakeholders ...